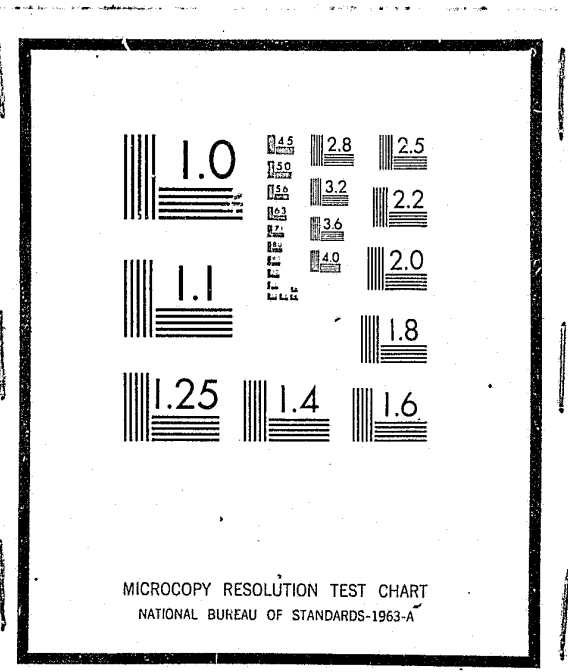


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

2/14/77  
Date filmed

## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

### POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Review and Appraisal of Progress  
Made in Implementing an Organization  
and Management Program for Improvement.

REPORT NUMBER: 76-051/051

FOR: Danvers, Massachusetts, Police Department

Population: 28,000

Police Strength:

Sworn:	Officers
Permanent Regular	41
Reserve Officers	7
Non-Sworn:	
Regular Full-time	2
Part-Time	(1)
Total	50

Square Mile Area: 13.64

CONTRACTOR: Public Administration Service  
1776 Massachusetts Avenue, N.W.  
Washington, D. C. 20036

CONSULTANT: Howard W. Edwards

CONTRACT NUMBER: J-LEAA-002-76

DATE: September, 1976

OCT 5 1976

### ACQUISITIONS

36800

## FORWARD

This request for technical assistance was made by the Danvers, Massachusetts, Police Department. The assistance requested called for reviewing and appraising the progress made in implementing recommendations from an earlier organization and management study of the department and to develop a revised implementation plan for the remaining items of the management improvement program.

Persons involved in the processing of this request included:

Requesting Agency: Town of Danvers  
Mr. Robert E. Curtis  
Town Manager

Danvers Police Department  
Mr. Edward B. Farley  
Chief of Police

State Planning Agency: Commonwealth of Massachusetts  
Committee on Criminal Justice  
Mr. Robert J. Kane  
Executive Director

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

The services provided hereunder were supported financially by the LEAA through its National Police Services Technical Assistance contract. The conclusions and recommendations contained herein, however, are those of the consultant and do not necessarily represent the official position of the Law Enforcement Assistance Administration, U.S. Department of Justice.

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## SECTION I. INTRODUCTION

In early 1974, the Town of Danvers engaged Public Administration Service to conduct an organization and management survey of the Danvers Police Department. An outcome of that survey was a program of improvement containing a plan of implementation outlining eighty (80) specific items for action. Over the past two years, the department has energetically sought to implement the recommendations set forth in that survey report. The department has carried out the original plan to the extent possible given its financial and other constraints. It now seeks an appraisal of its accomplishments to date and a reassessment of the remaining items of the original plan so that a revised plan may be developed for implementation during calendar 1976 and Fiscal 1977.

The Police and other Town departments were involved in developing programs for inclusion in the 1977 fiscal year budget during the consultant's on-site visit. One of the desired results of this assignment was, therefore, to provide the department with an analysis and recommendations regarding the current applicability and priority of the action items not implemented from the original plan. Concurrently, the consultant was requested to identify any new problem areas and to make appropriate recommendations necessary to eliminate them.

The specific assistance to be provided and tasks to be performed during this assignment included the following:

- Meet with the Town Manager, Chief of Police and other available members of Police Department to review and evaluate the extent to which the department has implemented the recommendations set forth in the 1974 survey report and to determine the perceptions of those interviewed as to the success or impact of the recommendations implemented.
- Reassess and prioritize the recommendations remaining to be implemented (that are still applicable to the general improvement of the department); and as practicable, determine the cost-benefit of their being implemented.
- Identify and analyze new problem areas within the department and make recommendations for their improvement.

- \* Design a revised program of improvement for implementation during the remainder of calendar year 1976 and Fiscal 1977.

The on-site visitation occurred during the period May 25-27, 1976. The findings and conclusions drawn are based on data available from the department, interviews with key individuals, and personal observations made during the three-day period.

Persons interviewed during the study included the following:

- \* Mr. Robert E. Curtis, Town Manager
- \* Mr. Edward B. Farley, Chief of Police
- \* Mr. Joseph Kelley, Assistant Town Manager
- \* Mr. Arnold N. Weeks, Deputy Chief
- \* Mr. Christ J. Bouras, Captain, Operations Bureau Commander
- \* Mr. Edmund J. Noonan, Lieutenant, Investigative Services
- \* Mr. Leonard Szytko, Lieutenant, Watch Commander
- \* Mr. Roger L. Cyr, Sergeant, Investigative Services
- \* Mr. Richard Robinson, Sergeant, Prosecutor
- \* Mr. William Webb, Sergeant, Patrol Division
- \* Mr. Alfred Dragon, Detective, Investigative Services
- \* Mr. John Ambrose, Patrolman, Patrol Division
- \* Mr. Dominic C. Benedetto, Patrolman, Patrol Division
- \* Mr. Jean P. Cayer, Patrolman, Patrol Division
- \* Mr. Chester Clinch, Patrolman, Patrol Division
- \* Mr. James L. George, Patrolman, Patrol Division
- \* Mr. Stephen J. Hayward, Patrolman, Patrol Division
- \* Mr. Arthur Lynch, Patrolman, Patrol Division
- \* Mr. Donald J. Maihos, Patrolman, Patrol Division
- \* Mr. George H. Maytum, Patrolman, Patrol Division
- \* Mr. Harry F. Noyes, Patrolman, Patrol Division
- \* Mr. Joseph R. Oliver, Patrolman, Patrol Division
- \* Mr. Richard L. Oulton, Patrolman, Patrol Division
- \* Mr. William Stacy, Patrolman, Patrol Division
- \* Mr. Jon Tiplady, Patrolman, Patrol Division
- \* Mr. Stuart M. Chase, Patrolman, Patrol Division
- \* Mr. George Nowak, Patrolman, Patrol Division
- \* Mr. James M. Carrol, Communications Clerk, Records Division
- \* Ms. Nancy Swindell, Secretary, Records Division

A word of caution. This report is not intended to be a comprehensive review of all the elements addressed in the original organization and management survey of the Danvers Police Department. Such a survey could not be performed in a three-day period. Rather, it is intended to:

- (1) generally assess the accomplishments of the department to date in implementing the specific recommendations of the 1974 management improvement plan;
- (2) identify and discuss any new problems readily observable and to make recommendations for their improvement; and,
- (3) provide a new plan for implementation during the 1976 calendar and 1977 fiscal years.

The statements and recommended courses of action contained herein should be viewed in the context of these objectives.

## SECTION II. UNDERSTANDING THE PROBLEM

The Chief of Police and other department personnel realize that the department's effectiveness and efficiency greatly depend on the ability of management personnel to meet the challenges of a dynamic and changing society. Increased service demands and the spiralling costs of providing services make it essential that the resources of the department be well managed. To this end, the Danvers Police Department has been engaged in an active program of improving its management capabilities during the past two years with their efforts having largely been guided by a plan developed in 1974. Because the plan has had such a critical role in the development of the department's management capacity, it is essential that it be carefully examined for its current applicability and to determine program changes required for continued growth.

The problem to be addressed and the tasks that were expected to be performed by the consultant did not differ much from that which was outlined in the technical assistance request. The time spent on location was short and did not permit an in-depth analysis of the impact of the recommendations already implemented; but rather, limited the primary focus of the assignment to identifying recommendations remaining to be implemented and to developing, by priority, a plan for their implementation, assuming such action is feasible.

At the outset of this assignment, it was stated by Town and Police Department officials that current fiscal and political constraints would probably preclude the implementation of any recommendations involving the construction of a new facility or personnel increases. Therefore, the consultant was requested to concentrate on identifying procedural and other non-cost items that would lead to further improvement of the department.

It should be mentioned here, however, that the major cause of the problems currently experienced by the department are due largely to operating within and from an inadequate police facility.<sup>1/</sup> Suffice it to

---

<sup>1/</sup> The consultant was contacted by the requesting agency prior to the completion of this report and was advised that an election had taken place to decide whether or not to construct a new police facility and that the necessary two-thirds majority vote required for passage was obtained. Preparation for constructing a new facility is now underway.



say that being housed in an adequate facility would do much to eliminate many of these problems, especially those involving employee morale, property storage, and inadequate office space.

The consultant spent considerable time talking with various members of the department from every rank and found their attitudes to be very positive about many of the changes that have been implemented during the past two years. Most officers, though visibly disappointed, if not aggravated, by recent political developments regarding the construction of a new facility, displayed a strong willingness to continue to cooperate with department leadership in working towards the general improvement of the department's management capacity and in providing quality police services to the citizens of Danvers.

## SECTION III. ANALYSIS OF THE PROBLEM

The limited time on-site did not permit an in-depth survey or analysis of each of the operational units of the Danvers Police Department. Much of the time was spent interviewing the Chief and other department personnel and in reviewing documents and other data that would indicate which recommendations had been implemented.

During the time available, the consultant gave priority to reviewing the two basic areas in which the Danvers Police Department desired the consultant to assess and make recommendations. These areas were:

- Identification of specific recommendations implemented since May, 1974, and as time permits, assess the impact these changes have had on the department.
- The determination of the viability of implementing the remaining recommendations and development a suitable implementation plan for a program of improvement for the upcoming fiscal year.

The first area simply required enumerating the recommendations already implemented and commenting on the impact or effectiveness of the changes made. The second area required the identification and analysis of the recommendations still remaining to be implemented and to develop an action plan for implementing those recommendations deemed to still be viable. The consultant directed most of his efforts to the latter area since this was the area in which technical assistance was required most.

#### SECTION IV. FINDINGS AND CONCLUSIONS

The statements of findings and conclusions that follow are the result of the several interviews conducted with key department staff, observations of departmental operations, and a review of statistical reports and other pertinent data.

Although the department has made great strides forward in improving the general operation and management of the department, there are, nevertheless, several areas in which improvements can be made to further strengthen the department. The areas in which improvements can be made will also be discussed in this section of the report.

##### Identification and Analysis of Recommendations Not yet Implemented

Following is a list of the eighteen (18) recommendations for which no action has yet been taken. Each of these recommendations is identified by the area in which it originally appeared in the 1974 survey report.

##### Management and Direction

- The office of Chief of Police should be expanded to include an administrative analyst position.
- A comprehensive management information system should be developed that has the capability of being automated.
- A Planning and Research Unit should be established within the department.

##### Field Services

- More attention should be placed on crime prevention activities by field forces. Programs should be developed to direct the activities of field personnel rather than a random application of activities.
- Organizational responsibility for crime prevention should be fixed with the Youth Services Unit until the department establishes a Police-Community Relations Unit.

- The department should establish operational priorities which clearly indicate where departmental resources and emphasis will be placed.

#### Records Management

- Additional office and storage space should be assigned to the Records Unit.
- A department records sign-out procedure should be implemented to ensure proper control of records.
- Consideration should be given to microfilming out-of-date records which the department is required by law to keep. Other outdated records should be discarded.

#### Other Support Services

- A central location for property and evidence storage should be established.  
  
All property should be appropriately tagged and recorded to insure proper maintenance and control. Responsibility for property control should be fixed with the Staff Services Division Commander.
- A new police facility should be constructed in order to meet the department's current space needs and future requirements.
- The department should implement a routine vehicle maintenance program.
- Additional vehicles should be purchased or other arrangements made such as paying mileage to meet operational needs and personnel increases.

#### Personnel and Training

- Staff evaluation, training, and educational attainments should be incorporated into the department's promotional process.

- Community resources, e.g., service clubs, radio stations, and newspapers, should be used in carrying out an active and positive recruitment program.

#### Crime Prevention

- A formalized crime prevention program should be established within the department.

#### Other Concerns

- The town should develop long-range plans for the recruitment of minorities in anticipation of an increasing minority population.

An analysis of the eighteen (18) recommendations indicates that there are seven (7) items requiring substantial costs, eight (8) non-cost or minimal cost items and three (3) items that are not applicable or adversely affected by certain recent political or administrative policy decisions. The seven (7) cost items mentioned either call for the addition of personnel and equipment or involves providing additional building space. In light of the constraints stated earlier in this report these recommendations must be excluded from the final plan. The items categorized as "not applicable or adversely affected by recent political or administrative policy decisions" all fall into one area -- Personnel, Training, and Recruitment. Since there is a hiring freeze and it is unlikely that new personnel will be hired during Fiscal Year 1977, these items, too, are excluded from the final plan. Suggestions, however, will be made where appropriate for accomplishing similar results with existing resources. These alternative courses of action are presented in the section of this report summarizing the recommendations; they will not, however, be part of the plan of action.

#### Success in Implementing Program of Improvement

In early 1974, Public Administration Service under contract to the Town of Danvers conducted an organization and management survey of the Danvers Police Department. A survey report outlining various ways to improve the department was presented to the Town in May, 1974. The report offered eighty (80) specific recommendations for improvement in nine (9) functional areas:

- management and direction

- \* organization and staffing
- \* field services (line operation)
- \* manpower allocation and deployment
- \* records management
- \* support services
- \* personnel and training
- \* crime prevention
- \* other concerns

During the more than two years that passed prior to this technical assistance request, the department carried out the program of improvement recommended by PAS and sixty-two (62) of the eighty (80) specific recommendations were either totally or partially implemented. In one instance, a substitute course of action was taken and was fully implemented. This effort represents a little more than a 77% implementation success rate. Such an effort is indicative of the progressive attitudes and receptivity to change existing in the department. The consultant has found from experience that it is not very often that a police department implements such a large number of recommendations. The department is to be commended for such an outstanding effort.

Table 1 shows the total number of recommendations made, the number implemented, and the number remaining to be implemented by functional area. Recommendations for the following two functional areas were generally implemented in total:

- (1) organization and management; and,
- (2) manpower allocation and deployment.

Whereas, varying degrees of success was experienced in the implementation of the recommendations for the other seven functional areas.

#### Assessment of Program Impact

The paragraphs that follow discuss the extent to which program recommendations were implemented in each of the nine functional areas and their

Table 1

PROGRAM RECOMMENDATIONS  
IMPLEMENTED BY FUNCTIONAL AREA

<u>Area</u>	<u>Recommendations Made</u>	<u>Implemented</u>	<u>Remaining to be Implemented</u>
Management and Direction	10	7	3
Organization and Staffing	14	14	0
Field Services	15	12	3
Manpower Allocation and Deployment	4	4	0
Records Management	9	6	3
Support Services	17	12	5
Personnel and Training	8	6	2
Crime Prevention	1	0	1
Other Concerns	<u>2</u>	<u>1</u>	<u>1</u>
TOTALS	<u>80</u>	<u>62</u>	<u>18</u>

observable impact on department operations, performance, and attitudes.

1. Management and Direction

- 1.1. The police department currently reports criminal and service activities to the Town Manager. This is done routinely through the use of data printout summary reports. Such a practice is in keeping with the general recommendation that the Town Manager and members of the Board of Selectmen be kept informed of department activities through use of periodic reports. However, the effort falls short of what was originally intended.

The intent of the original recommendation was to provide the manager and members of the Board of Selectmen with analytical reports that would aid them in making policy decisions related to the Police Department. In order to provide the kind of analytical reports required, some one person should be given the responsibility of analyzing the data and preparing the reports. Currently, full-time assignment of personnel to this function is not possible. An officer (supervisory or middle management level) could be assigned part-time to perform the tasks associated with the preparation of analytical reports. Examples of very basic analytical reports that might be prepared appear in Appendix 1.

- 1.2. There have been adequate gains in the development and implementation of a departmental policy and procedures manual. Though not entirely complete, the basic document has been distributed. Most policy areas have been covered. The Chief should be commended for his use of a participatory management approach in the development of the manual.
- 1.3. A participatory management approach has been used not only in the development of a policies and procedures manual but it has also been extended to the budgetary process. Also, regular staff meetings of executive and management level personnel are conducted. It appears that the Chief's management practices have had a definite positive affect on morale.
- 1.4. Improvement of the department's traffic enforcement program and development of the department's planning



and analytical capabilities are needs still requiring attention. This is not to say that attempts have not been made to implement the recommendations offered by the 1974 survey report. To the contrary, programs were developed, recommended, and approved for implementation; however, funds appropriated for hiring additional personnel were frozen thereby delaying the implementation of the recommendations.

## 2. Organization and Staffing

- 2.1. The responsibility for court prosecutor activities has been given to a Sergeant. This arrangement appears to be working satisfactory. The Sergeant reports acceptance by the Court and Clerk's offices of the change and that a very satisfactory working relationship appears to continue.
- 2.2. Nomenclature used to describe the department has been standardized as recommended.
- 2.3. Personnel are assigned to shifts on the basis of workload demand. Workload is more equitably distributed among personnel. It should be pointed out here that this conclusion should not be interpreted to mean that an adequate level of manpower exists to handle current workload demand. This subject will be discussed later in this report.
- 2.4. The recommendations related to organization structure and such concepts as span of control, unity of command, lines of authority and responsibility have been adopted and are generally adhered to.

Some problems, however, related to unity of command are reported to exist on the day shift. The cause of this problem is attributed to the availability of a large number of supervisory and management personnel on that shift.

- 2.5. The recommendation pertaining to the reassignment of supervisory personnel assigned to the Investigative Unit was partially carried out. Only one supervisor was re-assigned; the second remains assigned to Investigations. This alternative action has resulted in the Investigative Unit being top heavy with supervision.
- 2.6. The secretary originally assigned to records has been designated as the Chief Secretary. No additional clerical

assistance has been assigned, however, and the secretary still performs as a records clerk first. With the increased paper work generated by maintaining more complete records, the secretary is more burdened now than before. More clerical assistance is an immediate need.

- 2.7. The department has employed a civilian dispatcher and funds were allocated (but later frozen) for hiring a civilian parking control officer. Even though the recommendation to civilianize certain positions within the department has only been partially implemented, there is general acceptance among personnel of the department that civilian employees with adequate training perform satisfactorily. Every effort should be made to civilianize more positions within the department as soon as practicable.

### 3. Primary Field Services

- 3.1. Job specifications and task descriptions for supervisory, management, and special functions staff have been adopted and included in the department's policies and procedures manual. Confusion and uncertainty as to what work shall be performed has generally been allayed.
- 3.2. The department has retained its practice of using one-man patrol units. The practice continues to be satisfactory; however, some problems have arisen periodically in that on occasion there has not been enough field units to provide adequate back-up assistance. Such a problem suggests the need for additional patrol personnel.
- 3.3. All officers are required to provide the dispatch center with complete information regarding activities performed during their tour of duty.

This practice has caused considerable extra work for the dispatcher in that all activities are now recorded; whereas, in the past only selective items were placed on a police blotter.

The advantages include: (1) having a more accurate picture of what the department's activity level actually is; (2) better accountability of manpower resources; and, (3) having a more comprehensive system of reporting and records maintenance.

- 3.4. A selective traffic enforcement program was developed but never implemented because of the current hiring freeze. A radar enforcement program consisting of a radar equipped patrol unit is fielded on each of the three watches. This has been implemented in place of the recommended traffic unit operation. The Chief's efforts to provide increased services in this area are commendable. It is doubtful, however, that such a limited program can address the Town's traffic problems or improve the traffic enforcement index.
- 3.5. The subject of auxiliary officers was only discussed briefly during this survey. It was reported that auxiliary officers are given more training and that their duties and responsibilities have now been adequately defined. No particular problems were observed by the consultant or expressed by department personnel. Continued efforts to upgrade and expand the use of auxiliary officers is desirable.
- 3.6. The animal control function has been taken out of the Police Department. This represents one less non-police function for which the department is responsible.
- 3.7. Only in emergency situations are regular officers relieving crossing guards. Reserve crossing-guards have been employed and are usually available to fill in for absent regular crossing-guards.
- 3.8. Untrained reserve officers are still being used in the field in unsupervised situations. The department would like to abandon this practice but are forced to continue it because of existing manpower shortages and financial constraints. The dangers surrounding this practice still exist. Immediate steps should be taken to eliminate this practice as soon as possible.
- 3.9. Investigators are working individual caseloads. The day-time investigators are by necessity still forced to work in pairs. An additional vehicle for investigators would resolve this problem.

#### 4. Manpower deployment

- 4.1. Patrol personnel are assigned to shifts on the basis of workload demands as recommended. There have been several

complaints that inadequate coverage has resulted since the department has used the proportional distribution approach in making shift assignments. This problem is discussed briefly in Appendix II. The recommended manpower complement is also indicated in that Appendix.

- 4.2. The district boundaries recommended have been adopted and are in use. It should be mentioned here that the boundaries in the 1974 report were based on limited activity data available at that time. Some gross assumptions were made that should be validated. The individual assigned the planning function should evaluate district boundaries at least on an annual basis.
- 4.3. Foot patrol has been maintained in the Town's Square (business district) during daylight hours. Coverage during night hours is provided by a vehicle patrol unit whose primary responsibility still remains Town Square security. This arrangement has met with considerable success. From the brief encounters with merchants in the Square during this assignment, it appears that the department continues to enjoy the same level of confidence as before.

## 5. Records

- 5.1. Major strides have been made towards maintaining accurate investigative work assignment and case records. Reports for each investigation are maintained in a case folder in chronological order. These records are maintained by the Investigations Unit. All agree that this practice has been a great improvement over previous practices.

Thought should be given to computerizing some of the investigative records so that case management information is more readily available.

- 5.2. The department now enjoys a computerized records system. It was reported that the system has become a model for other local departments. The joint effort between the Police Department and the town's data processing department in developing this system is indicative of what can be accomplished through team work and progressive thinking.

Even though the strides made in this area are commendable, the efforts and accomplishments are only the beginning. There is so much more that can be done with this ADP capability.

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Such things as crime analysis, computer-assisted dispatching, computerized scheduling and the like are also possible. The Town should also be thinking in terms of up-grading its current system to provide direct on-line access to the computer.

6. Other Support Services

6.1. Telephone service has been up-graded. An additional line was added as the result of an overload survey conducted by the Telephone Company at the request of the department. It is reported that there are fewer complaints of busy lines from the public. Further, the possibility of a citizen not being able to contact the department in time of an emergency has been greatly reduced.

6.2. There are currently nine (9) portable radios; enough to equip each field officer on duty. Officer safety and supervision of field personnel has been greatly enhanced by the addition of the new radios.

Some minor problems relative to radio assignments and routine maintenance (battery charging) have been reported. These should be easily resolved by establishing policies regarding equipment rotation, possibly on a color-coded basis; and sign-in and sign-out procedures. The purchase of additional battery packs would also aid in the solution of the problem.

6.3. As mentioned earlier, one civilian dispatcher has been employed. Others would have been employed had money been available to do so. The department should continue to strive toward using civilians in as many positions within the department as practicable.

6.4. Radio procedures have been formally adopted. Specifically, officers are instructed to use the APCO ten codes when transmitting on the police radio. However, there is little evidence of widespread use of the Ten Codes. Many officers were heard to use normal speech while transmitting. This is a problem that department supervision must solve through training and "positive reinforcement."

6.5. Standards have been adopted for the processing and maintenance of prisoners and their personal property. The

program, however, is seriously hampered in all respects by inadequate facilities and space.

- 6.6. A substitute action was taken with regard to staffing the Photographic Laboratory. Regular police officers are still assigned. Adequate time is provided though to perform the tasks and meet the existing workload level of the function. The goal should nevertheless be to civilianize this position as soon as practicable.

The Town has purchased some camera equipment but officers continue through necessity to use their own equipment, e.g., air conditioner, trays, etc. This practice should be discontinued as previously recommended; but under the circumstances it is doubtful that much can be done to eliminate the practice until the Town is in a position to appropriate funds to equip the Photographic Lab.

- 6.7. The Town has purchased equipment including job related and emergency equipment in quantities that it could afford. Nothing more need be said at this time about equipment except that maintenance and replacement should be reviewed periodically and that equipment should be upgraded in the future within the financial means of the Town.

## 7. Personnel and Training

- 7.1. Contact Logs of people seeking employment as police officers are maintained. These individuals are referred to Civil Service as openings occur.

After some serious rethinking on this subject, the consultant feels that such a service might be more appropriately the function of the Town's personnel officer rather than the Police Department. Further, this activity may be a luxury that the Town can not afford given its very limited role in testing and recruitment of personnel.

- 7.2. Administrative personnel folders are maintained for each employee and contain employee personnel history records.
- 7.3. Salary ranges are now less compressed. The average percentage difference between ranges is 13%. The 1974 study recommended 15%. Fifteen percent is still the difference recommended.

- 7.4. Training and educational programs available to the members of the department have continued to improve over the past several years. Particularly roll-call training. The department appears to have a handle on this area and future improvements and growth are sure to continue given the same level of commitment from department leadership.

#### 8. Other Concerns

- 8.1. The Town has authorized the department to maintain a nominal revolving investigative fund. Adequate checks and balances are strictly maintained. No problems appear to have occurred in the use or reporting of the status of this fund.

#### Other Observations

The following observations in some instances are directly related to findings previously discussed and others are discussions of what are considered to be new problem areas or at least problems not observed or reported in the 1974 report.

• Vehicles reportedly experience an inordinate amount of downtime or are forced into operation with defects that could be hazardous to the safety of the officer operating the vehicle. A routine vehicle maintenance program is needed.

• No one person is assigned to investigate or follow-up criminal activities identified to have been perpetrated by juvenile offenders. Such investigations require special skills and training. A juvenile officer, Youth Service officer, or some similarly trained specialist should be assigned the responsibility for following-up juvenile offenses.

• Additional space and lockers with keys are needed to implement an adequate property and evidence control system. Currently, evidence and found property are stored anywhere space is available. As an example of how critical the need is for space, some bicycles are being stored outside of the police facility in an unsecured fashion and prisoner cells are bulging at the seams with evidence and other property.

• Records that are quite old and obviously of little utility are still maintained by the department. Actual state requirements for maintaining police records are not known. Someone should investigate this



matter to determine the requirements. If it is found that records may be disposed of after a specified period of time, the department should purge its files accordingly. If there is some historical or sentimental value attached to these records, steps should be taken to turn them over to the Town's archivist for storage. By so doing, valuable space can be made available for more utilitarian purposes.

- \* There is a need for more frequent and routine exchanges of information among the operational units of the department (e. g., patrol and detectives) to combat against "unit jealousy." Such exchanges should take place at briefings or roll-calls and should include such things as wanted persons bulletins, special reports, and general information obtained from outside agencies.

- \* Several reports were received regarding the current method of making overtime assignments. Many personnel feel current methods are unfair. The consultant did not find the unfairness described and contrariwise, was of the opinion that the rotational basis used to make assignments was very fair.

A similar problem was observed in another police department recently. The solution to the problem in the Town mentioned was to have the scheduling of overtime assignments done by a Union Representative.

It must be emphasized strongly that the scheduling involved only "outside" or "special overtime" assignments for which an agency or an organization was reimbursing the Town. Such an arrangement might work if the feeling of unfairness is actually as widespread as reported.

- \* Vehicle specifications should be developed with input from the police department. This will ensure the acceptability of equipment under operational conditions.

- \* Toilet facilities in the existing police building are inadequate. Employees and visitors are frequently required to use toilet facilities in a cellblock in which the door can not be secured. The other facility is located in the records room. The use of this facility disrupts the records operation and does not provide the privacy desired by employees.

- \* Urgent Equipment Needs:

- There is only one gun cleaning kit in the department. Another or so is needed.

- The copier currently in use is inadequate. In many instances reports are typed twice or more because

copies are not clear enough when duplicated. If the volume of work in the department does not merit a new piece of equipment (that's City owned), an alternative might be to create a city-wide central duplicating operation. The Department could batch process reports as needed.

-- Flashlight batteries and other consumable supplies and materials should be available to officers around-the-clock.

\* Several personnel indicated a desire to have a "gripe session" at least once a month with key members of the department and at least once a year with the Chief, Town Manager, and any elected officials who might be interested in attending. Meetings would be on a volunteer basis; no overtime would be necessary.

\* Patrol vehicles should be inspected by officers each shift for defects, etc. Supervisors should randomly inspect vehicles periodically for compliance with the procedure. Use of vehicle inspections sheets with check-off boxes and space to indicate mileage, defects, damage, and comments could be used to expedite the task.

\* Field reporting needs to be streamlined. Too much time is being spent on report preparation. Each report is handwritten and then typed. Why is it necessary to type each report? In many departments around the country, reports are handwritten (printed) only. They are attractive and have been well received by Prosecutors and the Courts. Furthermore, only essential reports should be written. Pertinent information on miscellaneous activities can be recorded on the incident card itself. This card and comments becomes a permanent record. An additional spin-off is that the card is completed by the dispatcher; thus the officer in the field has more time to spend on other activities.

\* Crime specific and directed patrol planning is needed. However, in order to perform these kinds of operations, the department must have a crime analysis capability. Examples of the kinds of things that might be done in crime specific operations include such things as a super-enforcement or investigative efforts directed towards a particularly visible crime such as robberies, auto thefts, and burglaries. Directed patrol might include such things as providing increased patrol surveillance of a particular residential area to reduce the incidence of house burglaries or CB thefts.

\* Most patrol personnel indicated a need for more supervision in the field and that there should be closer review of work products, especially reports.

\* Many officers felt that the general appearance and image of the department could be improved by implementing a department-wide physical fitness program.

\* It was reported that several police departments in the immediate area frequently book prisoners into the Danvers Police Department Jail. This draws upon limited field resources for purposes of booking and monitoring prisoner activities. These services are provided at no charge to the outside jurisdiction.

The Town of Danvers should consider establishing a policy of billing outside agencies who more than occasionally use the Danver's Jail facilities. The Town is not under any obligation to provide these services without just compensation.

\* Reserve officers reportedly continue to work without benefit of training or supervision. The practice allegedly continues because the department cannot hire additional personnel at this time. In light of recent Supreme Court Decisions in which large awards for damages have resulted from a jurisdiction failing to field adequately trained personnel, the Town of Danvers can ill-afford to continue this practice.

\* Routine fingerprinting of prisoners is not being done. The process is a relatively simple one and is easily taught to most. The department should therefore attempt to have all officers trained in fingerprinting techniques as soon as possible.

\* Both polygraph officers are assigned to the same shift. This generally limits polygraph services to a single eight hour period. Provisions should be made to expand coverage as the demand for services increase.

\* Someone should be designated the responsibility for such things as maintaining the teletype and miscellaneous card files. This function would best be handled by a clerk. However, not the Chief's Secretary. She is already overburdened.

\* The department should maintain a "Desk Book" with the names and current telephone numbers of key persons to contact at local businesses and community service agencies in case of emergencies.

## SECTION V. SUMMARY OF RECOMMENDATIONS

This study has concluded that the Danvers Police Department has made major strides forward in implementing the program of improvement outlined in the 1974 Public Administration Service management study report.

The summary of recommendations that follow represent both those recommendations remaining to be implemented from the 1974 study and other recommendations resulting from the analysis of information obtained during the conduct of this study.

Following this report in Appendix III, is a table which details in the consultant's opinion the relative priority of each of the non-cost recommendations remaining to be implemented from the 1974 survey report.

Management and Direction

- \* The office of Chief of Police should be expanded to include an administrative assistant.
- \* A planning and research unit should be established within the department.
- \* A comprehensive management information system capable of being automated should be developed.

Some of the kinds of programs that may be useful to the Danvers Police Department are discussed in the Prescriptive package obtainable from the National Institute of Law Enforcement and Criminal Justice, entitled: Police Crime Analysis Unit Handbook. Another useful publication in this area is entitled, "The Criminal Justice System," produced by the National Advisory Commission on Criminal Justice Standards and Goals.

Both of these publications are available through the Government Printing Office or National Criminal Justice Reference Service.

- \* When established, the Department's planning and research effort should give priority to developing a program that would drastically improve the departments traffic enforcement index.

### Organization and Staffing

- Further consideration should be given to replacing the Sergeant currently assigned to Investigations with an officer and re-assigning the Sergeant to a supervisory function.
- When economically feasible, an additional clerk-typist should be added to the Records Unit.
- The department should continue to civilianize positions such as dispatchers, photo lab technicians, and the like.

### Primary Field Services

- Crime prevention programs should be developed by the department that will direct the activities of department personnel toward specific crime prevention goals and objectives. Responsibility for such a program should be fixed with one individual, preferably a ranking officer.
- The department should establish operational priorities which clearly indicate where departmental resources and emphasis will be placed. A five year operational plan might be the best approach in accomplishing this recommendation.
- Manpower requirements for the dispatching function should be reviewed and appropriate increases authorized. Functions that appear to require additional manning at this time include:
  - Dispatching
  - Traffic enforcement
  - Patrol
- The use of untrained Reserve officers in unsupervised activities should be discontinued.
- An additional vehicle should be purchased for the Investigative Unit in order to permit each investigator to work individually.

### Manpower Deployment

- Manpower requirements and district boundaries should be reviewed at least once a year.

#### Records Management

- \* Additional office and storage space should be assigned to the Records Unit.
- \* A records sign-out procedure and related forms should be developed to ensure proper control of departmental records.
- \* Consideration should be given to microfilming old records that must be maintained. Other old records should be discarded if allowable under State law.
- \* The department should explore expanding its use of the computer in records management. Such things as investigative case management, computer-assisted dispatching, and crime analysis programs are among the things that should be considered.

#### Other Support Services

- \* A central location for property and evidence storage should be established. All property should be appropriately tagged and logged to ensure proper maintenance and control. Evidence lockers and keys should be purchased. Responsibility for property control should rest with the Staff Services Division Commander.
- \* A new police facility should be constructed in order to meet the department's current and future space needs.
- \* The department should implement a routine vehicle maintenance program.
- \* Additional vehicles should be purchased to meet operational needs.
- \* A policy should be established regarding the rotation of radio units and battery packs to ensure that radios are operatable. Additional battery packs should be purchased if determined necessary.
- \* Supervisory personnel should require all field personnel to use the adopted radio codes. This should be accomplished through training and positive reinforcement.

Other Concerns

- \* A trained specialist should be assigned to conduct investigations of juvenile offenses and perform counselling functions.
- \* More frequent exchanges of information are recommended among the operational units of the department.
- \* Vehicle specifications should be developed with input from the Police Department.
- \* Vehicles should be inspected each shift by officers assigned. Vehicle inspection sheets should be used to expedite the task. Supervisors should make periodic inspections of vehicles to ensure compliance with procedures.
- \* The department should review the equitability of its method of making overtime assignments.
- \* The following equipment should be provided at the earliest possible date:
  - A copier (duplicator)
  - Flashlight batteries
  - A gun cleaning kit
- \* The Chief should conduct periodic informal meetings on a volunteer basis to discuss problems perceived by members of the department.
- \* Field reports should be handwritten and only under special circumstances should they be typed. Only essential reports should be written.
- \* The departments planning and analysis capability should be expanded to enable the development of crime prevention and crime suppression programs.
- \* Supervision of field operations and related work products should be strengthened.
- \* The department should encourage its members to voluntarily participate in a physical fitness program.
- \* The Town should establish a policy for billing other jurisdictions for the more than occasional use of its police de-

partments jail facilities.

- All officers should be trained in the techniques of fingerprinting and each prisoner booked into the Danvers Jail should be required to be printed as part of the booking process.
- The department should maintain current names, addresses, and telephone numbers of contact persons for local businesses and community service agencies in case of emergencies.



A P P E N D I C E S

## APPENDIX 1

EXAMPLES OF A GENERAL MONTHLY ACTIVITY REPORT

SOURCE: Police Administration, Third Edition, Wilson and McLaren, McGraw Hill Book Co.; New York, New York, 1972.



	This Month	Same Month Last Year	This Year to Date	Last Year to Date
ARRESTS (Except Summonses)				
Part I				
Part II Total				
DWI				
Other Drunks				
All Other Part II				
TOTAL ARRESTS				
SUMMONSES - Total				
Hazardous Moving Viols.				
Non-Hazardous Mov. or Equip.				
Parking				
Warrants Served				
Warrants on Hand				
Miscel Police Services TOTAL				
Field Interrogation Cards				
Safe, Night Lights Out				
Doors, Windows, Open				
Street Lights Out				
Fire Calls				
False Burglar Alarms				
Other Non-criminal Hazards				
Incoming Phone Calls				
Traffic Enforcement Index				
Forcible Entry Burglary Rate per 1,000 population	(Averages to Date)			

	This Month	Same Month Last Year	This Year to Date	Last Year to Date
PART II OFFENSES TOTAL				
Checks				
a; NSF, Account Closed				
b. No Account, Forgery				
Vandalism				
All Other Part II				
TOTAL PART I AND II				
NON-CRIMINAL CASES TOTAL				
Accidents -- Total				
Personal Injury				
Fatal				
Property Damage				
Casualties (Non-vehicle)				
Emerg. Amb. & Aid				
Suicide Cases				
Unattended Death				
Routine Amb. Trans.				
Amb. P.U. (Outside)				
Missing Adults				
Missing Runaway Juveniles				
All Other Numbered Cases				
TOTAL CASES				

MONTHLY GENERAL ACTIVITY REPORT  
(for use in a small or medium department)

Month \_\_\_\_\_ 19.

CRIMES

PART I OFFENSES (ACTUAL)	This Month	Same Month Last Year	This Year to Date	Last Year to Date
1. Criminal Homicide				
a. Murder and Nonneg. Mansl.				
b. Manslaughter by Neg.				
2. Forcible Rape Total				
a. Rape by Force				
b. Assault to Rape - Attempts				
3. Robbery Total				
a. Armed - Any Weapon				
b. Strong-arm - No Weapon				
4. Assault Total				
a. Gun				
b. Knife or Cutting Inst.				
c. Other Dangerous Weapon				
d. Hands, Fists, Feet, etc. -Aggr.				
e. Other Assaults - Not Aggr.				
5. Burglary Total				
a. Forcible Entry				
b. Unlawful Entry - No Force				
c. Attempted Forcible Entry				
6. Larceny-Theft (Except Auto Theft)				
a. \$50 and over in value				
b. Under \$50 in value				
7. Auto Theft				
TOTAL PART I				

## APPENDIX II

MANPOWER REQUIREMENTS COMPUTATIONSBASED ON ACTUAL 1975 WORKLOAD DATA

APPENDIX IIManpower Requirements Analyses

The consultant, at the request of Chief Farley, analyzed the new statistical data available through the departments computerized records system to determine current and future manpower requirements. The data analyzed was obtained from summary activity reports for 1975 and the first four calendar months of 1976. The process involved in the analysis is described as follows.

The analysis sought to determine the number of police officers needed to adequately meet current service demands and projected service demands through 1980.

The analysis begins with the assumption that recent historical patterns of both the number of services demanded and the time required to meet these demands are logical indicators of future demands. By manipulating the actual workload data for 1975, (as performed in Chart I of this Appendix), it is indicated that the level of staffing proposed for the patrol function during 1975 by the 1974 survey report was accurate. There was, however, a significant difference between the 1974 report, activity projections and the actual 1975 activity level data. The difference is in the number of service and criminal activities. Service activities actually experienced in 1975 were much higher than those projected in 1974. Conversely, Part I and II crimes, arrests, and traffic activities were much lower than those projected. The staffing level proposed in 1974 was, nevertheless, exactly the same as that computed from actual workload data for 1975.

Analysis of activity data for the first four months of 1976 indicate that incidents are increasing on the average at a rate of about 5% per month. (See Figure 1.) Based on this trend, it is anticipated that total activity for 1976 will be approximately 31,502 reported incidents. Using the process and calculations that appear in Chart I, current workload activity calls for 26 officers to be assigned to the patrol function. A summary of current and projected patrol manpower requirements through 1980 appear in Figure 2.

It should be cautioned that the manpower projections discussed here represent those officers required to handle calls-for-service and officer-initiated field activities. In other words, the Patrol function. Other functions such as investigations, traffic and specialized operations will require additional personnel. The manpower recommendations that appear in the 1974 survey report for support and administrative functions still apply today.



CHART 1.

MANPOWER REQUIREMENTS COMPUTATIONS  
DANVERS, MASSACHUSETTS, POLICE DEPARTMENT  
1976

	Part I Part II Arrests & Traffic	Misc. Services & Activities	TOTAL
1. All incidents sampled for 1975	2759	14,516	17,275
2. Multiply by 1 hour in the case of Part I, Part II, Arrests, and Accidents, and .50 hours (30 min.) in the case of Misc. Services to get the number of hours required to complete demanded police assignments in one year.	2759	7,258	10,017
3. Multiply the total by 3 to provide time for preventive patrol and administrative matters.	8277	21,774	30,051
4. Divided by the number of work hours required to cover 1 beat on 1 shift for 1 year, 2,920 (8 x 365) to determine number of beats required and rounded			10.29
5. Increased if size of beats of desired response time warrants			12
6. Multiplied by 1.99 to determine no. of men needed to staff beats 7 days per week and to allow for vacations, sick leave, court time, & training. <sup>a/</sup>			23.88
7. Rounded to next highest number			24

<sup>a/</sup> Totals anticipate use of one-man cars only.

FIGURE 1

COMPARISON OF MONTHLY ACTIVITY FOR  
1975 AND 1976

	<u>JAN.</u>	<u>FEB.</u>	<u>MARCH</u>	<u>APRIL</u>	<u>TOTAL</u>
1976	1352	1225	1388	1440	5405
1975	<u>1300</u>	<u>1173</u>	<u>1386</u>	<u>1315</u>	<u>5174</u>
±	+52	+52	+2	+125	+231

FIGURE 2.

FIVE YEAR MANPOWER REQUIREMENT PROJECTIONS FOR MEETING  
ANTICIPATED ACTIVITY LEVELS FOR THE  
PATROL FUNCTION

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
1. Projected activities for years 1975 - 1980 (5% increase estimated for each year)	17,275	18,139	19,046	19,998	20,998	22,049
2. Man-hours required to respond to projected activity levels	30,051	31,562	33,141	34,797	36,537	38,365
3. Divided by 2,920 hours -- the hours required to staff one position 365 days a year	10.3	10.8	11.3	11.9	12.5	13.1
(rounded to next highest number)	11	11	12	12	13	14
4. Increased by one to account for the size of beats and desired response time	12	12	13	13	14	15
5. Multiply by the availability factor of 1.99 to determine manpower requirement	23.88	23.88	25.87	25.87	27.86	29.85
(rounded to next highest number)	<u>24</u>	<u>24</u>	<u>26</u>	<u>26</u>	<u>28</u>	<u>30</u>

The manpower levels recommended for these functions should be implemented as soon as practicable. Requirements for these functions should also be reviewed annually.

Supervisory and civilian positions recommended in the 1974 survey report are also applicable at this time. The recommendations for support, administrative, supervisory, and civilian personnel represent the minimum personnel required to provide the program of services described for each function in the 1974 report. A revised table of organization reflecting the current projections for the patrol function appear in Figure 3.

FIGURE 3

REVISED RECOMMENDED PERSONNEL LEVELS FOR THE  
DANVERS POLICE DEPARTMENT  
DANVERS, MASSACHUSETTS  
AUGUST, 1976

<u>Position</u>	<u>1974 Authorized Allocation</u>	<u>1975 Recommended Allocation</u>	<u>1976 Revised Allocation</u>
<u>Sworn</u>			
Chief	1	1	1
Deputy Chief	1	1	1
Captain	1	1	1
Lieutenant	4	4	4
Sergeant	4	5	5
Police Officer <sup>1/</sup>	<u>29</u>	<u>31</u>	<u>33</u>
Subtotal	<u>40</u>	<u>43</u>	<u>45</u>
<u>Civilian</u>			
Administrative Analyst	0	1	1
Secretary	0	1	1
Senior Clerk Typist	1	1	1
Communications Operator	0	5	5
Data Processing Clerk	0	1	1
Clerk-typist	0	1	1
Animal Control Officer	1	1	1
Parking Control Officer	<u>0</u>	<u>1</u>	<u>1</u>
Subtotal	<u>2</u>	<u>12</u>	<u>12</u>
Total	<u>42</u>	<u>55</u>	<u>57</u>

<sup>1/</sup> This figure represents those police officers required to perform all functions of the department including the patrol function. A minimum of 24 officers should be assigned solely to the Patrol function.

APPENDIX III

PLAN FOR IMPLEMENTING THE REMAINING NON-COST ELEMENTS OF THE

1974 POLICE SERVICES IMPROVEMENT PROGRAM

DANVERS, MASSACHUSETTS, POLICE DEPARTMENT

APPENDIX III

PLAN FOR IMPLEMENTING THE REMAINING NON-COST ELEMENTS OF THE 1974 POLICE  
SERVICES IMPROVEMENT PROGRAM  
DANVERS, MASSACHUSETTS, POLICE DEPARTMENT

<u>Priority</u>	<u>Action Required</u>	<u>Persons Required To Take Action</u>	<u>Comments</u>
1.	Establish a planning and Research Unit	Town Administrators Chief of Police	No Cost if Staffed With Existing Personnel
2.	Reassign the Sergeant in Investigative Division to Patrol and replace him with an officer	Chief of Police	Will provide increased field supervision
3.	Develop operational priorities -- a five year plan	Chief of Police with concurrence of the Town Manager and Board of Selectmen	To be a function of the Planning and Research Unit
4.	Expand use of Town's Computer. Establish a comprehensive MIS.	Chief of Police, Data Processing, and Departmental personnel	Will serve as the basis for future program development
5.	Establish a routine vehicle preventive maintenance program	Town Manager and Chief of Police	Such a program will eliminate vehicle down-time and related personnel down-time.
6.	Develop a comprehensive and well coordinated crime prevention program	Chief of Police, Planning and Research Staff, Other key Police personnel, and the community	Active citizen participation is essential to developing a responsive crime prevention program.
7.	Establish a central location for property and evidence storage	Chief of Police and Staff Services Division Commander	Current practices are the result of inadequate space.

APPENDIX III

(Continued)

PLAN FOR IMPLEMENTING THE REMAINING NON-COST ELEMENTS OF THE 1974 POLICE  
SERVICES IMPROVEMENT PROGRAM  
DANVERS, MASSACHUSETTS, POLICE DEPARTMENT

<u>Priority</u>	<u>Action Required</u>	<u>Persons Required To Take Action</u>	<u>Comments</u>
8.	Develop a records file sign-out procedure	Chief of Police and Records Unit personnel	This procedure will result in improved control of records files.

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NOTE: The other ten (10) recommendations have been excluded from this table for two reasons. First, three were no longer applicable. Second, the other seven (7) recommendations required substantial costs. Thus, no action is possible at this time.



**END**

7. 10/10/10