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R-76-224

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT:

New Hampshire; Strategy Development for Combatting Burglary

REPORT NUMBER: 76-167

FOR:

New Hampshire Division of State Police

NGJE FEB 3 197 3 1977

ACQUIEST

CONTRACTOR:	Westinghouse Justice Institute
CONSULTANT:	Richard H. Ward
CONTRACT NUMBER:	J-LEAA-003-76
DATE:	December 1976

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Requesting Agency:

State.



State Planning Agency:

Approving Agency:





# FOREWORD

This report was prepared in response to a request for Technical Assistance made by the New Hampshire Division of State Police. The requested assistance was concerned with studying the crime of burglary in New Hampshire, particularly as it relates to smaller communities, with emphasis on developing strategies and a methodology for dealing with the problem of an increase in reported burglaries throughout the

> New Hampshire Division of State Police, Colonel Paul A. Doyon

New Hampshire Governor's Commission on Crime and Delinquency, Mr. J. Curran, Deputy Director

LEAA Region I (Boston), Mr. John M. Keeley, Police Specialist

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# 1. INTRODUCTION

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Survey of the second

Between 1970 and 1975, reported burglaries in New Hampshire increased from 565 per 100,000 population to 853 per 100,000 population. According to figures of the Statistical Analysis Center of the Governor's Commission on Crime and Delinquency, there were 1,163 burglaries per 100,000 population in 1975. This marked increase prompted a request for technical assistance that would aid in developing a strategy for addressing the problem.

During the Consultant's site visit, interviews were conducted with key persons; available statistical data were analyzed; reports and records were reviewed; and observations of operational methods were undertaken.

The following persons were interviewed:

- Col. Paul A. Doyon, Director, Division of State Police.
- Maj. Herbert Bean, Detective Division.
- Cpl. Mark Thompson, Supervisor, Records and Reports Unit.
- Capt. Roger Beaudoin, Commanding Officer, Crime Laboratory.
- Mr. Ron J. Curran, Deputy Director, Governor's Commission on Crime and Delinquency.
- Mr. Roger Hall, Director, Statistical Analysis Center, Governor's Commission on Crime and Delinquency.
- Division of State Police.
- of State Police.
- Commission on Crime and Delinquency.
- Det./Capt. Richard Campbell, Field Operations.
- Mr. John Sheehy, Fingerprint Technician, Crime Laboratory.

• Det./Cpl. Leonard R. Migneault, Investigator, New Hampshire

• Trooper Joseph C. Akerly, Troop D, New Hampshire Division

• Mr. James Tuberty, Senior Management Analyst, Governor's

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### 2. UNDERSTANDING OF THE PROBLEM

Reported burglaries in the United States have increased markedly over the past decade; from 1,071 to 1,525 per 100,000 population between 1970 and 1975. During this time, burglaries in New Hampshire increased from 565 to 1,163 pc 100,000.<sup>1</sup> This increase, which is well above the national average, indicates a need for developing new strategies for combatting burglary.

Between 1970 and 1975, New Hampshire's population increased from 737,681 to approximately 818,000, an almost 11-percent increase. This makes New Hampshire the 11th fastest growing State on a percentage basis and 33rd on a numerical basis. The State ranks 42nd in the United States in terms of population. In area, New Hampshire consists of 9,304.3 square miles, of which 85.1 percent is forest and woodland.<sup>2</sup>

Law enforcement in New Hampshire consists of the State Police, local departments, and county sheriffs' departments. In 1974, the per capita expenditure for policing was \$24.42 or \$19,956,546.3

The focus of this study is on the State Police; time constraints prohibited an analysis of local police and sheriffs' departments' capabilities. Of 7,325 reported burglaries in 1975, the State Police investigated 684, or almost 10 percent. An organizational chart of the Division of State Police appears as Figure 2-1.

The Division employs 15 detectives assigned to general investigations, and 7 assigned to drug investigations. A major, a captain, and two lieutenants are assigned supervisory and administrative responsibility. The 15 general investigators are assigned by geographical location, with 7 in the northern part of the State and 8 in the southern region. Detectives serve as generalists and are responsible for all cases assigned.

Central records are maintained by one sworn officer and three civilians. Three troopers and one civilian statistical clerk have been assigned to the newly formed Uniform Crime Reporting section.

<sup>1</sup>These figures were based on statistics from the Statistical Analysis Center of the Governor's Commission on Crime and Delinquency.

<sup>2</sup>"Statistical Profile of New Hampshire for Population, Housing. Geography and Economy," compiled by the New Hampshire Office of Comprehensive Planning, April 1976, pp. 1-11.

<sup>3</sup>New Hampshire Crime Analysis: 1973-1974, Governor's Commission on Crime and Delinquency, Statistical Analysis Center, p.49.

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# Figure 2-1. New Hampshire State Police Organizational Chart



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Statewide statistics are compiled by the Statistical Analysis Center of the Governor's Commission on Crime and Delinquency, by whom an annual report is produced.

There is currently no crime analysis capability that would aid in investigation, deployment, or resource allocation.

With respect to the crime of burglary, according to data compiled by the Statistical Analysis Center, the average loss per offense in 1975 was \$784.15; the total loss in 1975 was \$5,743,898. The number of reported burglaries by population category and by County appear in Tables 2-1 and 2-2.4 The higher incidence of burglary appears in Hillsborough and Rockingham Counties, which account for 52 percent of the population in the State. It is interesting to note that the largest percentage increases from 1973 to 1975 were in the Counties of Belknap, Strafford, and Grafton all of which were larger than the statewide average of 23 percent. These counties border on the most densely populated county, Merrimack, which showed a 22-percent increase. It is unfortunate that data were unavailable that would make it possible to further refine the locations of reported burglaries.

The only available statewide data regarding arrests were in the juvenile category, where 587 juveniles were arrested for burglary in 1974.

The lack of a Uniform Crime Reporting System, which is currently being implemented, creates problems in analyzing data. Furthermore, since cases handled by the State Police may or may not be included in the totals reported, there is no way to determine the Division's overall impact on the crime of burglary in the State.<sup>5</sup> The State Police do maintain records of cases investigated by the Division, which represent at least one data source that is available for more indepth analysis.

The number of burglary investigations handled by the State Police from 1973 to June 1976 appear in Table 2-3. According to these figures, the clearance rate as defined by the Federal Bureau of Investigation leaves much to be desired from an analytical standpoint.

The following Section offers a more comprehensive analysis of the problem.

<sup>4</sup>Data presented are from local police departments, exclusive of reports from the State Police and sheriffs' departments in order to avoid duplication. See New Hampshire Crime Analysis, Ibid., p. 1.

5The State Police respond to calls in areas where there are no police departments, but also respond to assists from local departments and agencies. What percentage of cases handled by the State Police appears in the statewide totals is questionable; theoretically, one could add another 10 percent to the number of reported burglaries.

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TABLE 2-1

Reported Burglaries by Population Category: 1973-75

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	,					
Population Category	#	of Reporte Offenses		Popul	Per 100,00 ation Repo	
State Totals	1973	1974	1975	1973	1974	1975
0 - 2,500	1,164	1,633	885	1,387	1,857	1,615
2,501 - 5,000	655	987	925	794	966	1,146
5,001 - 10,000	1,071	1,383	1,362	997	1,112	1,275

R- 7.6	5,0
4-224	10,0

10,001 - 25,000	1,133	1,664	2,053	633	976	1,174
25,001 and over	1,657	1,986	2,100	760	911	988
TOTALS	5,680	7,653	7,325 State Rate	841	1,089	1,163

Source: Statistical Analysis Center, 1975 Report, p. 25

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# TABLE 2-2

Reported Burglaries by County: 1973-75

	#	f of Report Offense		% Increase or Decrease: 1973-75	Per 100,000 Population Reporting		
County Totals	1973	1974	1975		1973	1974	1975
Belknap	340	519	618	(+45)	1,039	1,482	
Carroll	484	558	263	(46)	3,251		1,930
Cheshire	398	441	470	(+15)	•	3,489	2,743
Coos	119	136	106	(-11)	1,227	1,206	1,457
Grafton	178	376	236	(+25)	486	482	495
Hillsborough	2,054	2,531	2,345		445	913	631
Merrimack	593	722	•	(+12)	869	1,062	2,028
Rockingham	1,075		759	(+22)	827	. 888	1,025
Strafford	229	1,593	1,706	(+17)	869	1,226	1,400
Sullivan		488	618	(+63)	343	714	1,430
SULLEVAIL	210	289	204	(- 3)	757	1,038	674
TOTALS	5,680	7,653	7,325	(+23) State Rate	841	1,089	1,163

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Source: Statistical Analysis Center, 1975 Report, p. 26.



# TABLĖ 2-3

Burglary Investigations Handled By State Police: 1973-June 1976

	<pre># of Offenses</pre>	# Cleared	% Cleared	
1973 – Total	542	100	18.4%	
Forcible Entry	507	73	14.3	
No Force	32	7	21.8	
Attempted	3	0	0	
Total Property Stolen - \$316,296				

1974 - Total Forcible Entry No Force Attempted Total Property Stolen - \$841,587	630 556 65 9	122 106 14 2	19.3% 19.0 21.5 22.2
1975 - Total Forcible Entry No Force Attempted Total Property Stolen - \$589,219	684 583 94 7	259 230 27 7	37.8% 39.4 28.7 28.5
1976 - (Jan-Jun) Total Forcible Entry No Force Attempted Total Property Stolen - \$194,729	322 280 32 10	88 76 8 4	27.3% 27.1 25.0 40.0

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Source: Division of State Police



# 3. ANALYSIS OF THE PROBLEM

# 3.1 Methods Used to Address the Problem

In addition to conducting interviews, analyzing available statistics, reviewing records and reports, and observing operational methods, a review of pertinent kiterature concerning burglary was undertaken. There are a number of strategies and directions that may be undertaken in developing a comprehensive plan for combatting burglary. The following areas were addressed in this study:

- Statistical Data.
  - Available data.
  - Data requirements.
- Administrative and Support Services Capabilities. - Crime laboratory.
  - Crime analysis.
- Patrol Operations.
- Special Unit Operations.
- Investigative Operations.
- Crime Prevention Efforts.

In addition to the analysis of general data, 262 individual burglary cases for the year 1973 were selected at random for indepth study. These cases represented 38 percent of those handled by the Division in 1975. This analysis provides a better understanding of the crime of burglary in New Hampshire.

# 3.2 Burglary in New Hampshire

In order to understand the crime of burglary, the case analysis focused on the following variables retrieved from "Initial Investigation" and Arrest reports:

- Geographic location, by Troop.
- Time of day.
- Day of week.
- Month.

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• Type of premises.

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- Means of entry.
- Vehicle used.
- Amount of property taken.
- Amount of property recovered.
- Type of property removed.
- Arrests by age and number of persons in each incident.
- Physical evidence.
- How arrest was effected.

The above variables were analyzed for frequency distributions and in cross tabulation. It should be noted that these cases only represent those handled by the State Police and they might not be representative of all burglaries in the State. Experience would indicate that burglaries in the population centers would not fit this model; however, it is believed that it is generally representative of burglaries in suburban and rural areas in the State. While this analysis leaves much to be desired from a crime analysis standpoint, it does provide information that should assist both in decisionmaking and as a model for the development of a more comprehensive system that will meet the daily needs of law enforcement agencies throughout the State.

# 3.2.1 Burglary by Location

The distribution of burglaries in this sample was almost equal for each troop. The number of cases and percentage of the total cases in each Troop appears as Table 3-1.

These figures indicate that the burglary workload distribution is relatively equal despite the variations in geographic areas covered. No analysis of other workload factors was undertaken that would assist in determining manpower distributions.

Data available on reports would make it possible to further define the geographic distribution of burglaries and this should be undertaken in future analyses.

# 3.2.2 Time of Day

It is difficult to ascertain the time at which a burglary occurs because there is usually some time between the actual occurrence and the report. An analysis of the times that reports were taken tends to indicate the majority of burglaries occurred during daylight hours. Table 3-2

> R-76-224 3-2 .



Number and Percentage of Cases by Troop

Nur Troop А В С D Е F

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# TABLE 3-1

umber	٤	Percentage
41 .		16
42		17
44		17
43		17
38		15
44		17
252		99



# TABLE 3-2

Reported Burglaries by Time and Shift

# TIME

	Hour	Number	Percentage	Hour	Number	Percentage
	0000 - 0059	9	4.1	1200 - 1259	15 .	6.9
	0100 - 0159	6	2.7	1300 - 1359	7	3.2
	0200 - 0259	1	.4	1400 - 1459	13	6.0
	0200 - 0259 0300 - 0359	1	.4	1500 - 1559	13	6.0
	0400 - 0459	-	•	1600 - 1659	23	10.6
-	0500 - 0559	3	1.3	1700 - 1759	11	5.1
Ĭ	0600 - 0659	9	4.1	1800 - 1859	8	3.7
7	0000 = 0039 0700 = 0759	15	6.9	1900 - 1959	7	3.2
5	0700 = 0733 0800 = 0859	14	6.5	2000 - 2059	8	3.7
2		14	5.5	2100 - 2159	6	2.7
		11	5.1	2200 - 2259	5	2.3
	1000 - 1059 1100 - 1159	5	2.3	2300 - 2359	13	6.0

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	SHIFT	
Hour	Number	Percentage
0000 - 0800 0800 - 1600 1600 - 2400	44 90 81	20 - 42 38



illustrates the number of burglaries reported by hour during 1975 and the percentage distribution. While 42 percent of the reports were between the hours of 0800 and 1600, almost 52 percent of the burglaries are reported between the hours of 0800 and 1700.

The high concentration of burglaries during daylight hours indicates that a patrol strategy deploying personnel in unmarked vehicles has a higher probability of success than traditional uniformed patrol officers distributed equally over time.

3.2.3 Day of Week and Month

Most burglaries occurred or reported on Thursdays, with Fridays and Sundays ranking second and Wednesdays ranking third (see Table 3-3).

More burglaries occurred in the month of August than any other month, with May and April ranking second and third (see Table 3-4).

These figures indicate that the deployment of personnel should be highest on Wednesday through Sunday during the months of April through October in order to combat burglaries.

# 3.2.4 Type Premises

Not unexpectedly, the highest percentage of burglaries involved residences. Seventy-seven percent of the burglaries were in residences, 40 percent in year-round residences and 33 percent in vacation homes. Business establishments accounted for 19 percent of the burglaries (see Table 3-5).

An analysis of the types of business burglaries would not appear to indicate drug-related crimes; drug stores and professional offices accounted for less than 1 percent of the burglaries. Grocery stores and chain stores accounted for almost 8 percent of the business burglaries; gas stations and garages for less than 4 percent.

# 3.2.5 Means of Entry

The means of entry is most likely to be through a door or window. Door entries were made in 53 percent of the cases, window entry in 45 percent, through the roof or a vent in 2 percent.

# 3.2.6 Use of Automobile

Automobiles were observed or identified in 13 percent of the cases. Of these cases, 7 percent involved incidents where an arrest was not made and at least a partial description of the car was made (e.g., year, make, or color). This would indicate that an observation is made by a

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 $(r_{i}) \in \tilde{V}$ 

•••••<sup>\*</sup>

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<u>Mon</u>. W Tues. Number 29 . 30 12% 12% Percentage

> TABLE 3-4 Reported Burglaries by Month

Num Month January February March 1 2 1 April May 28 29 June July 20 2 August September October 3 2 2 November 1 December

# TABLE 3-3

Reported Burglaries by Day of Week

led.	Thurs.	<u>Fri</u> .	<u>Sat</u> .	<u>Sun</u> .
35	44	38	28	38
14%	<sub>.</sub> 18%	16%	12%	16%

iber	Percentage
4	5.67
.4	
24	9.72
1	4.45
28	11.34
29	11.74
20	8.10
23	9.31
30	12.15
23	9.31
25	10.12
15	6.07
5	2.02

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Public Buildings Other

TOTAL

ť

# TABLE 3-5

Reported Burglaries by Type of Premises

Number	Percentage					
46	19%					
99	40					
80	33					
7	3					
12	5					
244	100%					

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citizen in a relatively high number of cases. Such information would be of value in crime analysis and investigations.

The geographic characteristics of New Hampshire virtually necessitate use of an automobile to commit a burglary; and since it is unlikely that suspects would steal a car for the average burglary, vehicle identification should be an important tool in developing investigative leads. In cases where an arrest has been effected, it should be possible to scarch files for other cases involving similar vehicles.

# 3.2.7 Property Stolen, Recovered, and Type

Based on these data, the average dollar loss per burglary is \$685.16 and the average recovered is \$86.99. An analysis of the types of property taken indicate that general items and personal property are taken most frequently (see Table 3-6).

While it is difficult to describe items in the "other" category, they range from clothing to kitchen utensils. Of particular interest is the high percentage of electric items, almost 30 percent, which can be identified through serial numbers or a property identification system. The theft of antique items is recognized as a problem by the State Police; rightfully so since antiques are reported stolen in 10 percent of the cases.

# 3.2.8 The Use of Physical Evidence in Investigation

Because burglary is a difficult crime to solve, the use of physical evidence both to identify suspects and to link them to the scene of the crime is important. The most common forms of physical evidence collected are latent fingerprints and footprints. Fingerprints were collected in 6 percent of the cases analyzed and footprints in 7 percent of the cases. Impressions, fibers, and tool marks were collected in less than 3 percent of the cases.

Overall, physical evidence of some kind was collected in 14 percent of the cases. Of the 65 cases where an arrest was made, physical evidence was collected in 9 percent of the cases.

There is no way to determine the role that physical evidence played in the solution of cases, although it would appear that more effort should be directed toward this area. Of the six cases where physical evidence was collected in arrest situations, five of them were in Troop F; four cases involved footprints, and two fingerprints. The sample is too small to make any generalizations concerning this, but physical evidence collection should be explored further.

# 3.2.9 Arrests

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While some would argue that arrests do not offer a true picture of the population committing the crime -- there is no way to measure those

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Property Type

Money

Electric (i.e. TV, Stereo)

Personal, exc. Jewelry

Antiques

Tools

Other

\*Based on percentage of total cases examined in which this item was removed. Multiple items may be removed in a single burglary which accounts for total in excess of 100 percent.

3-9

# TABLE 3-6

Types of Property Involved in Burglaries

n = 262

Percentage in which	
225	8
27	
36 5	
10	
15	•
40	

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not apprehended -- they do provide some understanding of the general criminal population.

Arrests were made in 26 percent of the cases studied.<sup>6</sup> Of these, arrests were made at the scene in 6 percent of the cases; in 27 percent of the cases the suspect was identified at the scene but arrested later, and in 66 percent of the cases the suspect was not arrested or identified at the scene and the arrest was effected through an investigation.

The number of individuals arrested in each case was analyzed and the results appear in Table 3-7. In 54 percent of the cases, two or more individuals were working together.

The mean age of suspects arrested was 15, confirming the belief that much of the burglary problem is attributable to juveniles. Table 3-8 illustrates the age groups of all persons arrested in 1975 by age groups of all persons arrested in 1975 by age group and month.<sup>7</sup> Juveniles accounted for 40 percent of the arrests for burglary in 1975, and persons under the age of 21 accounted for 75 percent of all burglary arrests.

3.3 Physical Evidence and Crime Laboratory Facilities

The Division of State Police provides laboratory services for the State. A survey of the Crime Laboratory was conducted in 1976 through a previous technical assistance visit. According to this report:

> The laboratory staff is subject to call for processing major crime scenes on a 24-hour-a-daybasis. Laboratory staff responds to approximately 75 calls per year. A crime scene van equipped with cameras, physical evidence collection kits, latent fingerprint kit, casting kit, and basic tool kit is available to respond to the crime scene calls.<sup>87</sup>

The laboratory employs one latent fingerprint technician, who is responsible for processing crime scenes, conducting latent print searches, and classifying fingerprints.

<sup>6</sup>This is not inconsistent with the 39-percent clearance rate reported, for a case may be cleared without actually effecting an arrest. See FBI Uniform Crime Reports.

<sup>7</sup>Compiled from State Police Uniform Crime Reports.

<sup>8</sup>New Hampshire: Survey of Crime Laboratory Service Delivery System, Theodore R. Elzerman, consultant; Westinghouse Justice Institute, Report No. 76-85, pp. 3-5.

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# TABLE 3-7

of Cases	where One	
re Persor	ns Arrested	Percentage
29		45%
23		35
10		15
2		3
_1		1
65		

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TABLE 3-8

Burglary Arrests by State Police-1975

Month	<u>Age</u> 10 Under	11 12	13 14	15	16	17	18	19	20	21	22	23	24	25 29	30 34	35 39	40 44	45 . 49	50 54	55 59	60 64	65 +	TOIN
Jan				1	2	4	4	1		1	2		2	3	2			1					15
Feb.			1	2	1	3	2	2	<del></del>		<u>.</u>												4
Mar			1		1		1		5	2	2			6	4	3	1						24
Aor.			6		5		1				1						1						-
Мау			2	2	1	1	3					1			•			*					-
June				3		3			2				1										1
July			4		4	1	2				1	1		3	1	1			6				<u>-</u>
Aug.				. 3	3	5	5	3	4		2			3	2		· 2	·					2
Sert.		2				2	3	19	2			1	1	1				1					- 25
Oct.			2	1	• 4	5	4		5		1		1	4	1			1			1		19
Nov.	1			16	5	ı	1	1	2		1	1	<u></u> .	3	1				······				20
Dec.				4		3	9	4	3	3	1				1								2
TUTALS	1	 2.,	16	32	26	28	34	30	23	6	11	4	5	23	12	4	4	3	•		1		26

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Source: Uniform Crime Reports Division of State Police

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The majority of cases handled by the laboratory involve drug analyses and identification; 77.6 percent of the cases over the past 3 years involved drugs. $^9$ 

The laboratory is well equipped and generally well staffed, although it would appear that there is a need for upgrading the level of evidence collection in the field by nonlaboratory personnel. For example, despite the increase in burglaries, there was no corresponding increase in the number of laboratory submissions related to burglary. The consultant doing the study of laboratory services felt that this was due to a lack of awareness by local investigators of physical evidence potential and inadequate laboratory facilities to provide analysis on a reasonable length of time. A major recommendation made was for the establishment of four crime specialist teams.<sup>10</sup>

The number of cases handled by the laboratory over the past 3 years appears in Table 3-9. A more specific report of laboratory functions over a 29-day period indicates that six burglary cases were processed, with a total of 80 exhibits (see Table 3-10). This total may not reflect all burglaries processed since some latent print examinations may have been for burglary.

The fingerprint technician estimated that he averages approximately two "matches" per month. At present, there is no automated fingerprint search system available to the State Police, and several of those interviewed felt this would be helpful in solving burglaries.

# 3.4 Criminal Investigation

Due to the heavy caseload, the investigative capability of the State Police-Suppears to be taxed heavily. The investigators assigned to field units are generalists, located geographically into a Northern and a Southern Unit, commanded by a detective lieutenant. There is no burglary specialization, although an effort is made by supervisors to assign similar cases to one investigator. The current organization of the Detective Bureau appears in Appendix B.

A concept paper that requests external funding for eight additional officers, who would be assigned specifically to burglary investigations, has been submitted to the Governor's Commission on Crime and Delinquency (see Appendix C).

<sup>9</sup>Ibid., p. 4-1. 10<sub>Ibid</sub>., pp. 4-1, 4-3.

> R-76-224 3-13



# Drug Criminalis 2,120 583 2,163 564 1,882 605

555 183

# TABLE 3-9

Crime Laboratory Case Data: 1973-April 1976

stics	State Police	Other	Total
	732	1,971	2,703
	634	2,093	2,727
	495	1,992	2,487
	147	591	738

Source: New Hampshire: Survey of Crime Laboratory Service Delivery System, No. 76-85 Conducted by Theodore R. Elzerman, Westinghouse Justice Institute.

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Туре	Cases
<u>Type</u> Aggravated Assault Arson Blood Burglary Chemical Inv. Document Drugs Firearms Hit & Run Homicide Latents Manslaughter Paint Poison Bane	2 10 2 6 1 2 253 3 6 4 22 1 1 1
Rape Robbery Stolen Property Untimely Death	1 1 1 1

TOTAL

318

# TABLE 3-10

Crime Laboratory Cases Processed: September 21-October 31, 1976

No. of Ex.	Analysis Time (Hours)
12	9.00
· 28	21.00
6	2.00
80	52.00
1	4.50
40	14.50
602	248.94
28	25.25
45	55.00
43	57.50
105	91.50
5	· 3.00
3	15.00
9	10.00
15	10.00
4	6.00
2	2.50
17	9.00
1 045	(77.10

1,045

633.19

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Source:	Crime	Lal	ora	atory
	Divisi	lon	of	State
	Police	9		

R-76-224 3-15

ness of investigators in handling and solving burglary cases.

Interviews indicated that investigators generally feel overworked and understaffed; in some instances, an investigator may be responsible for a whole county. The large caseload makes it difficult to meet and coordinate information and, according to those interviewed, the patrol force lacks sufficient time to adequately assist in burglary investigations.

3.5 Planning and Research, Crime Analysis

A study of the State Police in 1973 by a technical assistance consultant indicated the need for a Planning and Research Unit. This function is currently carried out by one individual, who is also responsible for the Records Unit. The consultant's report noted:

> To be fully effective, the planning and research unit should be formally designated, assigned directly under the Executive Officer. and charged with responsibility for a coordinated work program to achieve the specified objectives directed by the Executive Officer. The absence of coordinated planning will give rise to action by reaction rather than along carefully predetermined lines....<sup>11</sup>

One of the recommendations concerning the Planning and Research Unit was to:

> Collect and interpret statistical data regarding crime, manpower, deployment of personnel, and financial expenditures.<sup>12</sup>

Lack of manpower has prohibited the establishment of a formal Planning and Research Unit.

Closely related to the planning and research function is the need for a Crime Analysis Unit that would be responsible for analyzing specific crime patterns, identifying suspects and coordinating efforts. It is anticipated that part of this function will be developed in conjunction with the Uniform Crime Reporting program, but this will be a minimal effort given existing resources.

11Preliminary Study of State Police Division, New Hampshire Department of Safety, John Francini, consultant, Westinghouse Justice Institute, Report No. R73-109, p. 7-1.

12Ibid., p. 702.

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The lack of available data made it impossible to undertake a caseload analysis of individual detectives. It would appear that there is a wide variation in the number of burglary arrests made by individual detectives, which may be due to any number of factors. There is a need to develop a records system that will enable the administrator to evaluate the effective-

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aft.

# 3.6 Crime Prevention and Fencing

The Division of Stale Police does not operate a formal crime prevention program. The Division recently published a flyer "Personal Property Record" in cooperation with the Department of Safety, which employs one person devoted to crime prevention efforts.

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There is no formal fencing program that might aid in the recovery of property and the identification of known fences. It is believed that much of the stolen property, particularly antiques finds its way out of the State.

# 3.7 Training

Training related to the crime of burglary is minimal. New troopers attend the Police Training School, which covers a wide range of topics, including preliminary investigation, criminalistics, crime-scene search and search warrants. This program includes a simulation exercise in processing a crime scene for latent prints and other physical evidence. There do not appear to be any specific lectures devoted exclusively to burglary.

There is no formal training program for investigators, although most appear to have attended several special schools related to crime investigation.

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# 4. FINDINGS AND CONCLUSIONS

The objective of this assignment was to provide assistance to the Division of State Police in developing a comprehensive plan to address the crime of burglary in the State. The following observations were based upon interviews with key individuals, an analysis of available statistics, and a review of current literature and research relative to the crime of burglary. The following discussion centers on key findings of this study and presents the Consultant's conclusions.

# 4.1 Burglary in New Hampshire

The increasing number of reported burglaries in New Hampshire is indicative of a trend that is likely to continue if population projections are accurate. It is estimated that by 1985 New Hampshire's population will exceed 1,000,000.<sup>13</sup> In 1970, there were almost 250,000 housing units occupied year round, a 28-percent increase over 1960.<sup>14</sup> It is estimated that there are over 35,000 vacation homes in the State.

In 1974, youths between the ages of 5 and 17 years number 199,000, accounting for 24.6 percent of the resident population. It is anticipated that there will be a slight percentage decline of juveniles in the 10-19 years age bracket between 1970 and the year 2000, but it should be noted that the numerical increase is estimated at more than 55,000 youths.

Given the above figures, it is probably safe to say that, unless checked, the number of burglaries will increase over the next decade. Much of this increase will be in rural areas where police resources are generally scarce.

# 4.2 Statistical Analysis

Available data and that collected for this study indicate that there are definite patterns that, given further research, will aid in developing several specific strategies for attacking the burglary problem. Those areas that should be given primary consideration include:

13"New Hampshire Population Projections for Towns and Cities to the Year 2000," prepared by the New Hampshire Office of Comprehensive Planning, November 1975.

<sup>14</sup>Op. Cit., "Statistical Profile of New Hampshire..." p. 10.

<sup>15</sup>Op. Cit., "Statistical Profile of New Hampshire..." pp. 3,4.

4-1

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• Establishing a burglary investigations unit.

- Establishing evidence technician units.
- Developing a crime analysis capability focusing on a crime specific approach.
- Improving resource allocation procedures.
- Encouraging the development of anti-truancy programs in the schools.
- Upgrading investigative effectiveness through training and better coordination.
- Implementing a crime prevention program.
- Improving records and reporting systems.
- Improving coordination with local police agencies.

' Statistical data indicate that reported burglaries occur within definite time periods, that they are generally committed by persons under the age of 21, that residential burglaries are the major problems, that some form of physical property is usually removed, that physical evidence in the form of latent prints is likely to be available in a significant number of cases, and that improved investigations will increase the probability of an arrest.

4.3 Manpower and Resources

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The current manpower of the State Police appears inadequate to cope effectively with the burglary problem. The large geographic area to be patrolled and responsibility for other law enforcement services prohibits an effective approach to the burglary problem.

An analysis of the organizational structure and delivery service factors of the State Police was beyond the scope of this study. Nevertheless, some consideration should be given to evaluating resource allocation within the Division in an effort to increase effectiveness.

The proposal to add an eight-man burglary investigative unit makes sense given the magnitude of the problem. The administration maintains that this cannot be done with existing personnel.

There is also a need to improve the evidence collection capability of the Division, particularly in the burglary area. Here again, personnel shortages make such a program difficult to implement.

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Caps indicate existing units. Upper and lower case indicate suggested additions.

Figure 4-1. Antiburglary Program Organizational Model



developing pattern analysis, and collecting and collating intelligence information.

- Lyidence Technician -- Responsible for processing crime scenes, assisting laboratory personnel in identification of suspects. and for other patrol assignments as assigned.
- Planning and Research Personnel -- Conduct research into all areas assigned. Develop plans that will assist the administrator in effecting efficient and effective programs.
- Fingerprint Classifiers -- In addition to general assignments in fingerprint classification, responsible for analyzing latent prints from crime scene.

# 4.4.3 Operational Component

The operational aspects of an effective antiburglary program will depend on the ability of the Division to provide adequate information to patrol units and to provide relevant information for investigative followup. An indepth discussion of crime analysis techniques was beyond the scope of this assignment; however, the bibliography lists several sources that should be of interest.

The effectiveness of the Burglary Teams will depend upon a high degree of motivation, adequate training, and realistic assignments. Case management and supervisory practices should be initiated in order to evaluate the unit and individual effectiveness.

The crime laboratory should have access ideally to an automated, singledigit fingerprint system, although this is probably currently prohibitive. In the absence of an automated system, an effort should be made to develop a manual system. One such system that offers a model is the Battley latent print system; however, it should be noted that a large number of prints will eventually require extra clerical assistance.

The implementation of a burglary prevention program should be explored utilizing existing resources. The Prescriptive Package, Police Burglary Prevention Programs, published by the Law Enforcement Assistance Administration's National Institute of Law Enforcement and Criminal Justice, offers suggestions for crime pattern analysis, community education programs, premise security surveys, property-marking programs, and selected surveillance techniques.

<sup>16</sup>See for example, Intervention Strategies for Burglary: Prevention, Investigation, Apprehension, Final Report Phase 1, The Analytic Sciences Corp., 6 Jacob Way, Reading, MA 01867, June 1972. R-76-224

4-5

4.4.4 Cost Factors

The cost of implementing the above program will depend largely upon the ability of the Division to shift some resources, but it is unlikely that all of the manpower necessary can be drawn from existing resources. It is estimated that the yearly cost of this program will range between \$150,000 and \$200,000. In 1974, the estimated dollar loss to burglary in New Hampshire was almost \$2 million. If one makes the assumption that the program is only 10-percent effective, it will have paid for itself.

# 4.4.5 Experimentation and Research

Despite an increase in research related to the crime of burglary, there is still much to learn. The program discussed above should be subject to strict evaluation procedures. An experimental design should be used that will aid in determining the most effective strategies. It may be that the geography of New Hampshire prohibits successful patrol efforts, or that the large number of juveniles involved in burglary makes latent print identification difficult because there is no previous record.

A primary thrust of the Planning and Research Unit should be to conduct indepth, ongoing research into Division programs.

4.4.6 Relationships with Other Agencies

A general assumption has been made throughout this report that the Division of State Police makes every effort to develop cooperative relationships with other law enforcement agencies. An effective burglary program will depend upon this cooperation.

Some effort should also be made to develop an understinding with local prosecutors, particularly in dealing with multiple offenders. Little is gained if individuals are arrested but not prosecuted for lack of evidence and the like.

# 4.4.7 Burglary Prevention Through Anti-truancy

The Antiburglary program described in this report is enforcement and apprehension oriented. Prevention activities are equally important. Some consideration should be given to the State Police's role in these activities. The data presented herein suggest that a coordinated anti-truancy program may be the single most effective step toward reducing the incidence of burglary. Consider the following:

- The mean age of those individuals arrested for burglary is 15 years.
- Over 78% of reported burglaries occuring during the ten school months (September - June).

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- Over 72% of reported burglaries occurred during the school week.
- Burglaries occur most frequently between 0700 and 0900; and 1500 and 1700, when students are travelling to and from school.

The Consultant did not have the time or data available to investigate the relationship between truancy and burglary rates. This should be studied and strategies for reducing truancy developed with school officials. Further the relationship between burglary targets and students routes to and from schools should be considered.

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# 5. RECOMMENDATIONS

The following recommendations were delineated more clearly in Section 4. They are listed below in summary form. In some measure, these recommendations reflect the views of a large number of individuals. They are consistent with current approaches to coping with burglary, and they represent a crime-specific planning approach focusing on a specific problem. There are, no doubt, other law enforcement problems that must be taken into consideration, and any decision to implement these recommendations must be made in this light.

# 5.1 Primary Recommendations

- Establish Burglary Investigative Teams.
- Establish evidence technician program. 8
- Establish crime analysis unit. 9
- ø
- Ø
- 0 programs in the schools.
- 0 and investigators.
- Implement a crime prevention program.
- Coordinate efforts with local agencies and 8 prosecutors.

Develop single-digit classification system.

Establish planning and research capability.

Encourage the establishment of anti-truancy

Provide training in burglary investigation and crime-scene handling to patrol officers










American Justice Institute Criminal Justice Pilot Project, CAPER: Crime Analysis Project Evaluation-Research, Reproduced by National Technical Information Service, US Department of Commerce, Springfield, VA, March 1972. A guide for constructing a simple manual or computerized system for crime analysis, project evaluation and research capability.

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APPENDIX A

Unauthorized Entries Chapter 635

> R-76-224 A-1



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635:1 Burglary 635:2 Criminal Trespass

635:1 Burglary.

I. A person is guilty of burglary if he enters a building or occupied structure, or separately secured or occupied section thereof, with purpose to commit a crime therein, unless the premises are at the time open to the public or the actor is licensed or privileged to enter. It is an affirmative defense to prosecution for burglary that the building or structure was abandoned.

II. Burglary is a class B felony unless it is perpetrated in the dwelling of another at night, or if, in the commission of the offense, attempt at commission or in flight immediately after attempt or commission, the actor is armed with a deadly weapon or explosives or he purposely, knowingly or recklessly inflicts bodily injury on anyone; in which case it is a class A felony.

III. "Occupied structure" shall mean any structure, vehicle, boat or place adapted for overnight accommodation of persons, or for carrying on business therein, whether or not a person is actually present. "Night" shall mean the period between thirty minutes past sunset and thirty minutes before sunrise.

IV. A person may not be convicted both for burglary and for the offense which it was his purpose to commit after the burglarious entry or for an attempt to commit that offense, unless the additional offense constitutes a class A felony.

V. A person is guilty of a misdemeanor if he makes or mends, or begins to make or mend, or knowingly has in his possession, an engine, machine, tool, or implement adapted and designed for cutting through, forcing or breaking open a building, room, vault, safe, or other depository, in order to steal therefrom money or other property, or to commit any other crime, knowing the same to be adapted and designed for the purpose aforesaid, with intent to use or employ or allow the same to be used or employed for such purpose.

SOURCE: 1971, 518: 1, eff. Nov. 1, 1973.

## ANNOTATIONS

tion of alcohol was a factor to be considered in resolving the issues in the case 1. Intent properly informed the jury that intoxica-Jury charge that burglary and arson tion could prevent the formation of required a finding of specific intent and specific intent. State v. Warren (1974) that the effect of defendant's consump- 114 NH 196, 317 A2d 566.

# CHAPTER 635 UNAUTHORIZED ENTRIES 635:3 Trespassing Stock

Comments to 1969 Report

This section is a restatement of former RSA chapter 583-A right and which we the free the article in

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635:2 Criminal Trespass.

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II. Criminal trespass is a misdemeanor if (a) the trespass takes place in an occupied structure as defined in RSA 635: 1, III; or

(b) the person knowingly enters or remains

(1) in any secured premises; or

(2) in any place in defiance of an order to leave or not to enter which was personally communicated to him by the owner or other authorized person.

III. All other criminal trespass is a violation.

IV. As used in this section, "secured premises" means any place which is posted in a manner prescribed by law or in a manner reasonably likely to come to the attention of intruders, or which is fenced or otherwise enclosed in a manner designed to exclude intruders.

SOURCE: 1971, 518: 1, eff. Nov. 1, 1973.

Comments to 1969 Report

This section replaces all of the trespass provisions in former RSA chapter 572. The basic proscription is against entering a place knowing there is no right to do so. This is a violation. There may, however, be circumstances that make the offense a good deal more serious, such as a trespass in a place likely to cause alarm (an occupied structure) or following a lawful order to leave or in defiance of notice by sign or fence that trespass is not permitted. The offense then is a misdemeanor. Its substance is derived from the Model Penal Code, § 221.2.

635:3 Trespassing Stock. If any person having the charge or custody of any sheep, goats, cattle, horses, or swine shall knowingly, recklessly, or negligently suffer or permit the same to enter upon, pass over, or remain upon any improved or enclosed land of another without written permission of the owner, occupant, or his agent, and thereby injures his crops, or property, he shall be guilty of a violation.

SUCRCE: 1971, 518: 1, eff. Nov. 1, 1973.

# UNAUTHORIZED ENTRIES

635:3

I. A person is guilty of criminal trespass if, knowing that he is not licensed or privileged to do so, he enters or remains in any place.

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APPENDIX B

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New Hampshire Division of State Police Detective Bureau

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COLONEL PAUL A. DOYON

DIRECTOR



TO ALL PERSONNEL:

- 1. ESTABLISHMENT: This order establishes the Detective Bureau within the Vivision of State Folice.
- 2. SCOPE: This SOP covers the Administrative and Procedural Duties of all Personnel assigned within the Detective Bureau.
- 3. OPERATION: The responsibility for the operation of the Detective Burcau will be that of the Eureau Commander.

ADMINISTRATIVE PROCEDURE

All criminal activities, records and all services relating thereto, in the Division of State Police, with the exception of the Criminal Intelligence Unit which shall be a function of the Executive Officer, will be the responsibility of the Detective Bureau.

'The organization, administration, and operational procedure will be the responsibility of the Eureau Commander, with command supervision over all personnel assigned thereto.

Whenever a member of the Traffic Bureau investigates a criminal offense that is the direct responsibility of the State Police, he shall conduct the initial investigation to the point of solution, if such is the case. If a prolonged investigation is deemed necessary, he shall as soon as practicable notify the Detective in the area of the investigation. It will then be the responsibility of the Detective to continue the criminal investigation, jointly or otherwise.

The Commanding Officer of the Detective Bureau shall be responsible for the administration of all sections and units assigned to the Bureau and shall be accountable to the Executive Officer for all his official activities. He shall plan, administer, and coordinate the direction of all criminal investigations engaged in by the Division of State Police. He shall also coordinate the activities of the Petective Bureau with all other law enforcement agencies, and shall provide assistance to them whenever requested throughout the State.



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### BUREAU COMMANDER

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continued

SOP #2

He shall command the following sections and units within the Detective Bureau:

Investigation Section

Criminal Unit - Northern and Southern Units Drug Unit - Northern and Southern Units Special Investigations Unit Technical Service Unit

Crime Laboratory Unit Records and Reporting Unit License and Permit Unit

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A report of contraband expenditures will be submitted without delay by the Bureau Commander to the Director of the Division or the Executive Officer.

The Detective Bureau Field Units are divided geographically into command areas for administrative and operational control purposes. The areas are designated as the Northern Unit and Southern Unit and will be commanded by a Detective Licutenant. The geographic division will correspond with that of the Traffic Bureau for this purpose.

# A. ADMINISTRATIVE

- of the Detective Bureau.
- to his unit within the Burcau.
- all cases.
- 4. He shall work in close cooperation with the Troop of his unit is assigned.
- 5. He will coordinate all Bureau activities under his whenever possible.

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- 2 -

Special Service Section

FIELD UNITS

DETECTIVE LIEUTENANT

1. He shall be responsible to the Commanding Officer

2. He shall supervise and direct all personnel assigned

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3. He shall report in person to the Bureau Commander, or in his absence the Executive Officer, and submit all matters and information pertaining to the Detective Bureau that may have come to his attention, and will make written reports of his observations on

Commander or any other officials with whom a member

command with the Area Commander and/or Thoop Commander

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SOP #2 continued

- 6. He shall assist and instruct personnel under his supervision in the proper discharge of their duties and shall be held strictly responsible for their efficiency, discipline and general good conduct and appearance.
- 8. He will periodically inspect all vehicles and and operational availability.

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- B. INVESTIGATIVE:

  - 2. He shall be responsible for the investigation of all criminal activities. He will coordinate and supervise in court.
- He shall cooperate with, and assist when requested, all Federal, State, County and Local law enforcement agencies.
- 4. He shall perform such other duties as may be prescribed by the Director of State Police, the Executive Officer, on the Bureau Commander.

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7. He shall be responsible for the prompt submission of reports on any investigation, complaint or correspondence concerning matters coming under his jurisdiction. It will be his duty to see that all requests for service, complaints, investigations and subsequent reports sequired are espeditiously handled by personnel assigned to him.

equipment assigned to personnel under his command in order to insure its readiness, proper condition, .

He shall respond to the scene of all major crimes as directed, and skall have direct authority over all State Police personnel assigned to the investigation. He will exercise functional supervision over all Crime Laboratory and technical service personnel assigned to an investigation unless otherwise directed by the Bureau Commander.

the collection and preservation of evidence, the detection and arrest of all defendants, and assist in the preparation and presecution of all such cases

SOP #2 continued

A. DUTIES AND RESPONSIBILITIES:

Detective Sergeants and Detective Corporals assigned to the Detective Eureau will be under the direct command of, report to and be responsible to the Detective Licutenant in command of the field unit in which they are assigned.

2. They shall be responsible for the investigation of all criminal activities, the detection and apprehension of criminals, and such other matters as may be assigned to them by their supervisors.

 They shall conduct investigations, and submit reports on the prescribed forms in a concise, accurate and legible manner within the time limits set forth by Administrative orders.

4. They will notify the Unit Commander, or in his absence the Bureau Commander, within a reasonable time, of all criminal complaints they have received and are currently investigating. If additional personnel or technical services are required, they will be requested through the Unit Commander, or in his absence, the Bureau Commander.

They will cooperate and work in conjunction with other members of the Division in mutual investiga-tions conducted by the State Police.

6. They will cooperate with, and assist when requested, all Federal, State, County and Local law enforcement agencies.

They will make periodic contacts with Federal, State, County, and Local law enforcement agencies within their field area for the exchange of information and general overall police relations.

8. They will keep themselves neat and clean appearing at all times. They will be responsible for the State Police equipment issued to them and it will be kept in good condition and readiness at all times.

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# DETECTIVES

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Unit Commander, on in his absence, (the Buneau Commander.

the Bureau Commander.

Unit Commander.

the Unit Commander.

Dist. #1

- 5 -

9. They shall during off duty hours, exclusive of days off and Annual Leave, the exception being stand by duty, keep Headquarters informed as to where they may be reached with a minimum of delay should any emergency arise. There will be no deviation from this policy without prior approval of the Unit Commander, or in his absence, the Bureau Commander.

10. They shall perform such other duties as may be prescribed by the Director of State Police, the Executive Officer, the Bureau Commander, or the

1. Funds will be available for the purchase of evidence in criminal cases. The procedure will be as follows.

2. Requests for funds must be in whiting, in proper form, to the Buneau Commander. The requests will be forwarded to the Burcau Commander upon approval of

3. Funds will not be expended without prior approval of the Unit Commander or in his absence, the Bureau Commander. Emergency situations excepted.

4. Whenever funds are expended for the purchase of evidence in any form, a report of the expenditure will be submitted on proper forms provided, to the Bureau Commander. The report, complete with the officer's signature, will reach the Bureau Commander within 48 hours of the purchase.

1. No member of the Detective Bureau will organize or participate in any raid without the prior knowledge and approval of the Unit Commander, on in his absence,

2. Any planning or requests for raids will be coordinated with the Unit Commander, or in his absence, the Bureau Commander. Any requests for additional personnel on equipment will be made through the

QUINEL PAUL A. DOYON

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Concent Paper for Eight Ac

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APPENDIX C

Concept Paper for Eight Additional State Police Positions

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# CONTINUED 10F2

# . · reported crime only. will confine their efforts to three principal areas: (2) The cultivation of informers, and to be involved in fencing activities.

# CONCEPT PAPER

# for • . Eight Additional State Police Positions

The Division of State Police in New Hampshire are charged with principal law enforcement functions in communities with a population of less than 3,000. New Hampshire has 176 such communities with an aggregate population of 186,000. The major incidents of crime occurring in these communities and indeed in all communities throughout the State and the nation is burglary. The attached inter-office memorandum depicts statistics on a 3 1/2 year compilation of incidents of burglary handled by the Division of State Police. It should be noted that these figures represent

It is the intention of the Division of State Police to seek Federal support for 8 additional officers, all of whom shall be specifically assigned to burglary investigation. These 8 officers

(1) Development of an intelligence base for burglary operations; (3) The identification and investigation of individuals known

These officers would be assigned as follows:

(1) 1 each to four troops and 2 each to two other troops. It is the intention of the Division of State Police to seek legislative support of this concept and tentative legislative commitment to support this effort financially at the conclusion of the next biennium assuming

" the program proves to be effective and successful"."

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Accordingly, it is intended to seek Federal support for a period of 30 months - 1 January 1977 through 30 June 1979. The anticipated funding needed is as follows: For calendar year 1977 - \$215,000. This amount includes salaries, buy money, and the necessary capital equipment including automobiles. It should be noted that the request for automobiles is a one time request. The second calendar year requirement is for \$140,000 and the final six month request will be for approximately \$71,500. The following should be noted - that the individuals involved

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in this project would be exclusively involved in dealing with the crime of burglary as specified above and that it is necessary that both tentative legislative commitment be secured and a tentative 30 month commitment of Federal funding be secured.

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# STATE OF NEW HAMPSHIRE INTER-DEPARTMENT COMMUNICATION

# DATE

AT (OFFICE) July 22, 1976 Headquarters

<u># of Offenses</u> 542 507 32 3 16,296	<u># Cleared</u> 100 73 7 0	<u>%age Cleared</u> 18.4% 14.3 21.8 0
630 556 65 9 1,587	122 106 14 2	19.3% 19.0 21.5 22.2
684 583 94 7 9,219	259 230 27 7	37.8% 39.4 28.7 28.5
322 280 32 10 ,729	88 76 8 4	27.3% 27.1 25.0 40.0

Mark C. Thomason Corporal # 173

END

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