

*Police*  
INDIVIDUAL TECHNICAL ASSISTANCE REPORT

*In Response to a Request for Technical Assistance*

*(MA)* By the  
Ware, Massachusetts, Police Department

*manpower utilization, facilities,  
records, communications,  
and administrative practices*

March 30, 1973

Prepared by:

Public Administration Service  
1313 East 60th Street  
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

JOB #63

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DEPARTMENT OF JUSTICE

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I. PRELIMINARY INFORMATION

- A. **Consultant Assigned:**  
John E. Angell, Director  
Dayton/Montgomery County  
Criminal Justice Center
- B. **Date Assignment Received:**  
September 6, 1972
- C. **Date of Contact with LEAA Regional Coordinator:**  
September 6, 1972
- D. **Dates of On-Site Consultation:**  
Various dates, December 1972, January 1973
- E. **Individuals Contacted:**  
Not specified in consultant's report

II. STATEMENT OF THE PROBLEM

- A. **Problem as per Request for Technical Assistance:**  
Provide assistance in revising the records system, booking process, and work scheduling of the Ware Police Department and in planning for modification of its physical layout.
- B. **Problem Actually Observed:**  
As stated.

III. FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached consultant's report.

V. RECOMMENDED COURSES OF ACTION

See attached consultant's report.

## I. INTRODUCTION

Traditionally, police departments have two major functions, law enforcement and community service. The amount of emphasis that is placed on each of these functions varies from community to community. Small towns and cities usually do not have a sufficient number of social service agencies, and their citizens must rely on the police to provide the services they need. This is certainly the case in Ware. Ware police officers spend most of their time checking business places for open doors, assisting people who are seeking information, settling domestic and interpersonal disputes, and keeping an eye on the young people of the community to make certain they behave themselves.

Ware policemen deserve a great deal of praise from the community for the conscientious manner in which they perform these service activities. Although they seldom receive public attention for their work, their efforts prove they are dedicated to helping their fellow citizens. They are concerned about the problems of Ware. Their devotion to this area of police work would make large city police administrators envious. The citizens of Ware should be proud of the attitudes and performance of their police in this important area.

Regardless, however, of how well a police department is currently performing its functions, it is nearly always possible to improve on its efficiency and effectiveness. The Ware Police Department is definitely in need of reorganization and upgrading if it is to provide the best possible service to the citizens. The operation of the Police Department was observed in order to identify areas where improvement should be initiated. The following are the priority areas that should receive immediate attention:

1. The formal organization of the Department and manpower utilization.
2. The physical layout, facilities, and condition of the Department.
3. The personnel records and administration.
4. The service delivery, communications, and records functions.

The remainder of this report will be devoted to these problems.

## II. ORGANIZATION

While good organization alone does not necessarily assure effective efforts, it is a prerequisite to the success of a police department. Good organization makes it possible for a police department to make maximum utilization of its available resources. There are several acceptable methods for organizing a department, but this report will be based on the guidelines commonly referred to as the principles of organization. Additional information concerning the application of this approach can be found in *Police Administration* by Orlando W. Wilson and Roy C. McLaren (McGraw-Hill Book Company, New York), 3rd edition, and *Municipal Police Administration* by George D. Eastman (International City Management Association, Washington), 6th edition.

### Legal Status

Specific statements concerning the formal establishment of the Ware Police Department are fragmented and scattered among several legal documents. The *Code of the Town of Ware* (May 25, 1972) has a section establishing the Fire Department, but does not formally establish the Police Department. Therefore, it is important that the Board of Selectmen take immediate action to formally establish the Ware Police Department.

The following model is recommended as a basis for a Section in the *Code of the Town of Ware* to establish a sound legal foundation for the Ware Police Department.

Be it ordained by the Board of Selectmen of the Town of Ware, Massachusetts, that the Code of the Town of Ware dated 5/25/72 be amended as follows:

- I. **Department Established.** There is hereby established an Executive department of the Town of Ware which shall be known as the Ware Police Department. This Department shall be under the control and direction of the Board of Selectmen which is the source of all policy making, legislation, and executive authority in the Town of Ware.
  
- II. **Duties of the Department.** The Police Department is responsible for the provision of reasonable services, the prevention of criminal deviancy, the preservation of community peace and safety, the enforcement of the bylaws of Ware and applicable state and national laws, the protection of citizen rights as reflected in the state and national bills of rights, and such other responsibilities as indicated by the Ware Board of Selectmen. The specific activities undertaken in the performance of these duties must be within the limits established by constitutions and laws.

- III. Office of the Chief of Police.** There is hereby created the position of Chief of Police. The person holding this office shall be subordinate to the Board of Selectmen and subject to their directions. All other positions and personnel of the Police Department are directly subordinate to the supervision and direction of the Chief of Police and they shall adhere to his decisions.
- IV. Appointment of the Chief of Police.** The Chief of Police shall be appointed by the Board of Selectmen, and he shall serve at its pleasure. Before assuming the duties of his position, the Chief shall take an oath of office to support the constitutions and laws governing his behavior and to comply with the policies established by the Board of Selectmen.
- V. Departmental Rules and Regulations.** Subject to the direction and approval of the Board of Selectmen, the Chief of Police shall prescribe and execute such rules and regulations concerning the internal operation of the Police Department as are deemed necessary and proper. Failure to enforce established rules fairly and consistently can constitute dereliction of duty.
- VI. Officers of Police Created.** There are hereby established officers of police who shall be responsible for executing the duties of the Department as enumerated in Section II of this bylaw under the direction and supervision of the Chief of Police.
- VII. Grades and Ranks of Officers of Police.** The Chief of Police may designate such grades and ranks of officers of police as he deems desirable for the proper operation of the Department, subject to Civil Service Regulations and budgetary allocations of the Town. The Chief of Police may delegate to such designates such authority of command and supervision as in his opinion is commensurate with their responsibilities.
- VIII. Powers of Police.** The Chief of Police and all officers of police shall have the power and authority of a constable at common law, and such other powers as granted to municipal police officers under the public statutes of the State of Massachusetts.

**IX. Employment of Civilians.** The Chief of Police may employ civilians, who are not officers of police, to perform duties of a nonenforcement nature for the Police Department, when funds for such purposes are allocated by the Town.

**X. Police Calling Upon Citizen for Assistance.** Any police officer of the City, at any time, may call upon any person above the age of eighteen years, to aid him in arresting, retaking, or holding in custody any person, or to aid such officer in preventing the commission of an unlawful act, or to aid such officer in the general performance of his duty, and whoever shall neglect or refuse to give such aid or assistance when so called upon shall be guilty of violation of this bylaw and upon conviction shall incur a penalty of not less than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail, nor more than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail.

**XI. Resisting an Officer.** Any person who shall resist or impede any member of the Police Department in the performance of his duty, or shall in any way interfere or hinder or prevent him from performing his duty, and whoever shall in any manner assist any person in custody of any member of the police force to escape or attempt to escape from such custody, or attempt to rescue any person in custody, shall be guilty of a violation of this bylaw and upon conviction shall incur a penalty of not less than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail, nor more than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail.

**XII. Impersonating an Officer.** Any person who shall falsely assume or pretend to be a policeman or member of the Police Department of this Town, or of any other law enforcement agency, without being a member of the Department or the agency, or any one who shall wear in public or private the uniform adopted thereto, shall be in violation of this bylaw and upon conviction shall incur a penalty of not less than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail, nor more than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail.

**XIII. Counterfeiting the Police Uniform.** Any person who shall counterfeit or imitate or cause to be counterfeited or imitated, or who shall wear or provide another with any badge, sign, signal or device, or any part of the uniform adopted by the Police Department, without authority to do so from the Chief of Police, shall be guilty of a violation of this bylaw and upon conviction shall incur a penalty of not less than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail, nor more than \_\_\_\_\_ dollars and/or \_\_\_\_\_ days in jail.



This bylaw is consistent with the requirements of the General Laws, Public Statutes, and Special Acts of the State of Massachusetts.

### **Departmental Structure**

The Ware Police Department currently consists of a Chief, 1 sergeant, 9 full-time and 1 EEA patrolmen, 1 clerk—dispatcher, and 10 active sparemen (part-time patrolmen). There is no formal organizational chart, but the responsibilities are reasonably clear to everyone. These responsibilities bear little resemblance to those that are spelled out in the recently adopted Rules and Regulations.

The Chief of Police handles nearly all administrative, management, supervisory, and staff activities for the Department. He is the primary investigator of serious crime, the records clerk, the information officer, the dispatcher, and the issuer of bicycle licenses. He serves as his own secretary, prepares the budget, keeps personnel records, prepares schedules, tabulates and disseminates crime statistics, files departmental records, and maintains evidence on serious crimes. In attempting to perform all of these activities, he seldom has sufficient time to perform any of them to the best of his ability nor as well as he would like to do them.

Although the Chief of a small department must be more of a generalist than the Chief of a large police organization, the situation in Ware borders on the ridiculous. The Department must redesign itself to relieve the Chief of many of the routine clerical, supervisory, and staff functions that he currently performs. He should be able to devote the majority of his time to administrative and management responsibilities.

A step in the right direction was recently taken by the Board of Selectmen. The position of sergeant was established and an officer promoted to relieve the Chief of some supervisory activities. However, after the sergeant was promoted, no new patrolman was appointed to replace him, and he was forced to continue to perform most of the functions that he had previously handled as a patrolman. He does not have the time to assume much of the Chief's work load, nor has he been able to develop his role as a supervisor. This situation needs to be corrected.

The clerk—dispatcher is assigned to work evenings. There has never been a detailed definition of the responsibilities of this position, and one gets the distinct impression that everyone views this position as a temporary situation. The fact that the salary funds for it are obtained from the Emergency Employment Act re-enforces this impression. The incumbent's participation in a barber training program reflects her insecurity.

Since a precise description of the duties and responsibilities of the position of clerk—dispatcher has not been developed, the incumbent has informally carved out her own job. She has assumed the responsibility for answering the telephone, keeping a radio log, answering the police radio, acting as an information clerk, and assisting in the preparation of

records and files. She is relatively autonomous in that she does basically as she pleases. This is not a criticism of the person, but rather of the situation. Since she has an insecure position and no one has precisely specified what is expected of her, she does the best she can. There is a need for a job description and supervision of the position.

The patrolmen of Ware have learned to be self-directing and autonomous. They are generalists who make every effort to serve the demands and expectations of the public. They make the decisions about how they will work and what they will do with their time. Although their insecurity concerning how to do the job may not be well founded, it none-the-less exists. Nearly every officer contacted during the survey expressed a desire for more training and a need for more staff assistance.

Several of the officers were not familiar with the new rules and regulations. Most of the men felt that there was a need for improving their job descriptions, and the supervision of the Department. Nearly everyone indicated a dissatisfaction with the lack of system in running the Department.

Based on the initial survey of the Department, the following are the most important needs that can be corrected by an appropriately designed departmental structure.

1. There is need for two patrols on the streets at all times.
2. The Department must have one clerk—dispatcher on duty at the police headquarters at all times.
3. The Chief needs clerical and supervisory assistance.
4. The Department is in need of staff support particularly in the area of records and jail supervision.
5. The Department needs a person to assist the Chief with such administrative functions as reporting, planning, training, and resource management.
6. The men need assistance with follow-up investigations.
7. There is a need for supervision around the clock.

In attempting to design an organizational structure that will satisfy these needs, it is important to keep in mind that Ware needs a small Police Department that can emphasize service and yet deal effectively with crime. Small police departments are constantly under pressure to adopt structures that look like larger departments. Citizens who are not aware of the unique problems and work loads of small town police tend to assume that every

department should have a specialized officer who does nothing but juvenile work and another officer who devotes full time to investigating crimes. They tend to assume that a department that does not have such specialists is somewhat less professional. Nothing could be farther from the truth.

The Ware Police Department must be structured so that it most effectively addresses the problems of the local area. Therefore, it may not look like a big city police department. The following recommendations should be adopted to change the Department into an effective structure.

**It is recommended that an organizational structure consisting of two divisions, Staff Services Division and Operations Division, be adopted (see Chart I).**

The proposed organization provides for two divisions that will be responsible directly to the Chief. The Staff Services Division will have the major responsibility for communications, records, clerical assistance, property management, planning, and detention of prisoners. This Division will handle activities that occur within the police headquarters.

The Operations Division will perform the line functions of the Department. It will be responsible for responding to requests for service and investigating and disposing of crimes and disorder-causing incidents. Although the personnel working in the Operations Division will be uniformed officers, the supervisor of this Division or the Chief can authorize officers to change into civilian clothing if the circumstances suggest that a uniform is not appropriate. The officers working in this Division will be generalist-specialists—in other words, each officer will be a uniformed policeman first and foremost; however, each officer will also be trained in a specialized area such as narcotics, felony investigations, juvenile work, public relations, firearms, etc. When a problem arises that demands a specialist, the uniform officer who has the speciality can then be assigned to the problem until it has been solved.

This organizational arrangement depends on the Department's employees being extremely flexible. They will have to cooperate with each other and share responsibilities on occasion. While the Chief will be relieved of most routine matters and supervisory responsibilities under this plan, he will have to perform each in some instances. In addition, this system will necessitate establishing two new supervisory and two new clerical positions. The manpower requirements for this structure and the effective policing of Ware will be discussed in detail in the next section.

The primary functional responsibilities of the three major sections of the Department follow in outline form. These should not be taken as complete lists, but merely as guides which will need to be interpreted flexibly.

**A. Office of the Chief:**

1. Carry out the bylaws, policies, and directives of the Board of Selectmen.

2. Direct and coordinate all departmental operations.
3. Prepare and administer the departmental budget.
4. Direct and coordinate departmental, public, and community relations.
5. Provide the direction, and supervise and coordinate the activities of the two Divisions of the Department.
6. Insure that all policies and procedures are current and that the departmental employees are complying with all law, policies, and procedures effecting them.
7. Perform all work required of him by laws and his superiors.
8. Inspect all facilities, uniforms, and equipment to be maintained in good repair.
9. Report accurately the condition of the Department and its personnel, the changes in the Department, the success and failures of the Department, and the needs which the Department has to insure its effectiveness, to the Board of Selectmen.

**B. Staff Services Division :**

1. Perform radio and telephone communications duties.
2. Provide information service to the public and police at the station.
3. Perform all clerical work relating to services to the municipal and other courts, except that routinely handled by sworn personnel.
4. Be responsible for supplies, station equipment, and property.
5. Supervise the jail when persons are in custody.

6. Maintain warrant file and assign warrants for service within the City, mail for service outside the City, and assign for service in adjoining cities as determined by policy.
7. Assist the Chief with planning and budgeting.
8. Prepare annual and other administrative reports.
9. Perform secretarial, clerical, and filing chores for departmental personnel.
10. Maintain departmental complaint and criminal records.
11. Coordinate and perform activities related to property and facility maintenance, purchasing, and prisoner custody.
12. Perform functions related to parking meter repair and parking revenue processing.
13. Perform functions related to ticket and warrant processing.

**C. Operations Division:**

1. Be responsible for investigations of all complaints except as otherwise provided by policy.
2. Make follow-up investigations as feasible on all cases which are not otherwise assigned by policy.
3. Answer and make appropriate disposition of all called-for service cases.
4. Regulate citizen conduct and control crowds as required.
5. Make all traffic accident investigations.
6. Be responsible for traffic control, including enforcement of traffic laws.
7. Patrol streets and business sections of the City to suppress criminal activity and to control traffic.

8. Assist in emergencies such as fires, floods, cyclones, and man-made disorders.
9. Make inspections of business, industrial, and recreational facilities.
10. Assist Staff Services Division with records, communication, planning, and other activities when directed by the Chief or when they are short on personnel.
11. Perform other work as required or directed.

More specific responsibilities for the two Divisions should be worked out by the Department and specifically stated in a manual of organization. The preceding are only general suggestions that provide a framework that can be expanded upon.

Specific responsibilities for the various ranks have been provided in the manual of Rules and Regulations which the Board of Selectmen prepared for the Police Department in 1972. These rules are basically sound and generally acceptable to the Chief and officers of the Department. However, these rules are not being followed by the officers.

**It is recommended that immediate action be taken by the Chief of Police and police supervisors to obtain compliance with these new rules and regulations.** Every member of the Department should be provided with a personal copy of the rules. The Chief and sergeants should meet with the patrolmen and discuss the rules and their application. After everyone has been informed of what is required of him, periodic checks should be made to ensure that everyone is complying with the rules. Where there is deviancy, appropriate corrective action should be initiated.

### **Manpower and Personnel Assignments**

The crime related work load of the Department is not excessive. There is an average of less than three called-for service complaints for each eight hour shift. Slightly over 100 serious crimes were reported to the Police Department, and a total of 347 arrests (includes drunk and traffic arrests, and adults and juveniles) were initiated in 1972. This is less than one arrest during each 24-hour period. Crime is not a major problem in Ware.

However, in determining manpower needs, consideration must be given to other factors besides crime. Ware police officers are expected to perform a large number of noncriminal services. 1972 police records reflect involvement in 368 miscellaneous complaints, the investigation of 263 accidents, the location of 82 open doors, the administration of first-aid and hospital removal 44 times, response to 37 burglary alarms, delivery of 26 messages, and a variety of other services that citizens appear to expect.

In addition, the Town of Ware is spread over a wide geographic area. Only in the event of an emergency can the Town count on assistance from other police departments, and in such cases the lapse of time between the need for assistance and the arrival of police from other jurisdictions will be excessive.

It is also important to evaluate both the problem of supervision and the need for staff support for the Chief and field officers. Although supervision should be provided 24 hours a day, 7 days a week, this would take approximately five supervisors. Since this is an unrealistic number given the size of the organization, it is necessary to devise a workable arrangement which would provide for a minimum number of supervisors with work schedules designed to provide maximum coverage. First, let us deal with the question of the minimum manpower needed for the operation of the Department.

**Based on the preceding considerations, it is recommended that the Ware Police Department be provided enough manpower to ensure a minimum of two field officers and one inside staff person 24 hours a day.**

As a general rule of thumb, given a 40-hour work week and an average amount of time off for sickness, a police department needs five employees to cover one position for 24 hours. To staff the preceding recommended positions, the Police Department will need a minimum of 15 employees and 1 Chief of Police.

In 1972, spare men were used for approximately 3,600 hours. Therefore, if additional personnel is added to the Department, and the practice of using sparemen is stopped, the Town can establish a 15-man department without any sizable increase in costs.

The personnel needed for the Ware Police Department included three supervisors, one secretary-dispatcher, two clerk-dispatchers, and nine patrolmen. These people should be assigned to the two Divisions in accordance with the Personnel Assignment Chart (see Chart II).

In order to ensure the effectiveness of the organization, the following responsibilities should be given to each of the new positions.

1. **Supervisor-Staff.** The supervisor of the Staff Services Division can be either a sworn police sergeant or a civilian who is trained as a professional police administrator. This person will be responsible for organizing the Staff Services Division and selecting the appropriate, qualified secretarial and clerical persons to man it. He should have the primary responsibility for organizing the records and communications functions to meet the needs of the Department. He should act as an administrative aid to the Chief, and he will be responsible for the activities specified earlier in this section.

It should be noted that regardless of whether or not these changes are initiated, the cost of police protection is likely to increase.

On those occasions when he is the only supervisor on duty he will be responsible for providing functional supervision for the Operations Division as well as for the Staff Services Division. The work schedule (see Chart III) should be arranged to ensure that this supervisor will have frequent contact with the Chief and be interfaced with the two Operations Supervisors.

2. **Supervisor—Investigator.** Two officers should hold this rank. Since one sergeant position already exists, one additional officer should be promoted to this position. This officer will not only have the responsibility for supervising one shift of men; he will also be trained as an expert investigator and be responsible for proceeding with investigations. His specific responsibilities include the following in addition to his normal responsibilities.

1. Assist and advise field officers in investigations.
2. Assume primary responsibility for follow-up investigations of "major" cases which include burglaries, robberies, murders, and rapes.
3. Maintain relationships with other law enforcement agencies and make follow-up investigations of cases involving other jurisdictions.
4. Process or direct the processing of all juvenile cases after investigations are made by patrol officers, and assist in investigations as necessary.
5. Make all specialized investigations such as forged checks, embezzlements, and frauds.
6. Coordinate vice and narcotic control activities.
7. Coordinate and evaluate "minor" case investigations.
8. Perform such other investigative work as may be required.
9. Provide essential identification services.

This supervisor also has the authority to assign his subordinates to civilian clothing when he deems it necessary.

When the Supervisor—Staff is not working, the Supervisor—Investigator will functionally supervise the Staff Services Division.

3. **Secretary—Dispatcher.** This person will perform a dual role of being the departmental secretary and a complaint clerk—dispatcher. She will serve primarily the Chief and the Supervisor—Staff as a secretary. While she is on duty, she will also answer the telephone and dispatch the appropriate field officers. In addition, she will perform all of the records-keeping and information-giving services currently being carried out by the desk officer and the Chief.



4. **Clerk-Dispatcher.** The two people assigned to this position will have the primary responsibility for providing radio and telephone communications for the Department. They will maintain the departmental complaint and criminal records—filing, tabulating, and searching these as required. In addition, they will perform all of the other records-keeping and information-giving services expected of the desk officer.

The responsibilities of other positions have already been referred to.

The Personnel Assignment Chart (Chart II) has been prepared to suggest the assignment of days off to ensure maximum coverage at the appropriate times. No allowance has been made for vacations in the proposed schedule. However, the floating patrolman (4-a) is available to cover in the event of sicknesses and vacations. In addition, in some instances, it may still be necessary to employ personnel on a part-time basis to supplement existing manpower. This schedule does not mention the rotation of officers from shift to shift. In the interest of fairness and organizational effectiveness, all personnel should be rotated every three months. This schedule can be used as a model regardless of the rotation plan or the number of officers added to the patrolman position of the Department.

### **Manpower Utilization**

The smallness of the Ware Police Department, and the large geographic area that the Department must service, makes it imperative that officers combine vehicular patrol with foot patrol. Officers should be assigned to vehicular patrol areas, but they should be expected to periodically park, particularly in areas where there are schools, traffic, and parking problems, and heavy concentrations of businesses, and spend time walking and talking, to drop by the schools and visit with the students and teachers. They should walk the streets periodically and check parking violations and visit with merchants and shoppers. They should check with people who have reported crimes or requested services on previous occasions to see if they have any further information or if there is anything further the police can do to help. The patrol car should be used primarily to transport the officers long distances or move them quickly from one place to another.

At night, officers should not feel compelled to drive all night. They should check business establishments and residential areas on foot.

However, this type of activity is not possible if the officers are tied to a car by the radio. It is important that every on-duty officer carry a personalized radio with him so he can perform these worthwhile activities.

### **Conclusion**

This section of the report is far from conclusive. It represents an attempt at developing a broad plan for improving the effectiveness of the Ware Police Department, and at the same time, making a few recommendations for handling specific narrow problems.

If the Department is reorganized along the lines suggested, and the people placed in the supervisory and staff positions possess the proper skills and motivation, the organizational problems that have not been covered in this report will be addressed, more or less, automatically.

### III. FACILITIES AND EQUIPMENT

A law enforcement organization deals with many people and problems. More people have contact with the police department than any other governmental agency except the public schools. The attitudes of most citizens about their government are based on their impressions of their police. Therefore, the condition and organization of the police facilities and equipment have a significant influence on citizen attitudes toward government.

In evaluating police facilities and equipment, it is important to consider them in regard to the people they serve. These people can be divided into four groups:

1. The General Public
2. Police Employees
3. Other Governmental Agencies
4. Prisoners

Each group has specific needs and cause particular police problems that should be assessed in evaluating the equipment and facilities of a police agency.

#### Problems

The Ware Police Department facilities are inefficiently organized; they are inadequate for the security of prisoners, property and records, and they are in a deplorable state of repair. There is a general lack of security within the police area. Nearly every room of the Department is open to the public. At times, the building is left open, telephones are unattended, and anyone who comes in has complete access to all areas. **Even the wall lockers containing the loaded weapons of officers are at times left unlocked and open to the public.**

The Department does not have adequate equipment in the records-keeping and communications areas to ensure an efficient police operation.

The following specific problems need to be addressed:

1. The layout of the Department permits uncontrolled public access to any part of the Police Department including the office of the Chief, the confinement cells, the dispatch desk, and the squad room.

2. It is difficult for a visitor or a citizen seeking information to determine where to go to find a police representative who will assist. There is no conspicuously marked information desk.
3. The equipment is inadequate for holding criminal and complaint records, and the security over existing records is almost totally absent.
4. There are no designated storage areas for evidence and found property. This material is currently placed on the floor in the Chief's office, in a cabinet in the Chief's office, or in the personal locker of the individual officers.
5. The prisoner lockup area is out of sight of the rest of the Department, and a person could easily get into the cell block area without being observed.
6. The physical appearance of the Police Department suggests that it has not been painted nor thoroughly cleaned for several years.
7. The communications equipment is not adequate to keep the local department in touch with surrounding police agencies.
8. The storage space in the communications center for emergency equipment, such as weapons, ammunitions, and gas, creates a hazardous situation.

The elimination of these problems will cost money; however, it is essential that immediate action be initiated to correct them.

### **Recommendations**

**It is recommended that the offices of police be relocated along the lines of the rough layout in Chart IV.**

This arrangement would alleviate a number of existing problems. It would place the Chief of Police in a position of privacy where he can avoid being the Town's information clerk. Currently, the Chief's office is the first encountered upon entering the building, and its position makes it readily accessible to everyone. While the survey of the Department was being conducted, an interview with the Chief was interrupted on three occasions during a two-hour period by people who simply opened the door and walked into the office. There is a need to afford the Chief some privacy. The location of his office behind the Communications and Records office would provide him with the necessary insulation.

By relocating the Communications and Records office at the end of the hallway, 24-hour a day supervision could be maintained over the doors leading to the cell block and squad room. This change would also provide the additional room necessary for the office of the Supervisor—Staff and the filing cabinets and radio equipment. The room that currently contains the communications equipment could be converted into the Evidence and Property Storage room.

The Communications and Records office should be equipped with a counter-type half door which would be kept locked from the inside. No one except the Chief of Police, the Supervisor—Staff, and the Staff Services Division personnel would be authorized inside this area. This arrangement would strengthen the security of the records, evidence, and property. It would place the responsibility for records entirely on Staff Services, and reduce the possibility of records being misplaced or lost.

The Evidence and Property Storage room should be kept locked, and the only keys to this room should be held by the Supervisor—Staff. The room should be remodeled with shelves and cabinets that can also be locked to secure evidence. Each should be numbered so that evidence and property can be filed in a systematic fashion. Evidence deposit boxes should be constructed so that officers who collect evidence can deposit items, lock the box, and drop the key into a security box to be collected by the Supervisor—Staff. This would make it possible to maintain a chain-of-custody on all evidence.

The room that currently serves as a locker-squad room should be remodeled to provide the two Supervisor—Investigators with office areas as well as a locker room. Each of the supervisory officers should be given his own desk and telephone. Their offices should be kept locked except when one of the Supervisors is present. The Supervisor—Investigators could use the areas to interview witnesses, and plan their teams' operations. The remaining area should be equipped with a chalk board and sufficient furniture to make it suitable for roll call and training.

**It is recommended that the police area be remodeled and repainted to improve the appearance of the facilities and make them more businesslike.** It is difficult to develop high morale, or motivate officers to treat facilities with respect, when the area in which they work is in as bad state of repair as is the Ware Police Department. Therefore, it is important that the Police Department be remodeled and painted. Consideration should be given to carpeting the office areas. Although some people feel that carpeting is a luxury, it is easier to maintain and will save money in the long run. Since Ware is known for its quality carpets, it is surprising that the Town offices have not been carpeted—if for no other reason than the good advertising it would provide for local industry.

**It is recommended that new desks, files, and other office equipment be purchased to update the Police Department.** The Police Department needs new office equipment. Currently, the desks are old, worn, and in terrible condition. They should be refinished or replaced. There is also an insufficient number of desks. The Department has almost no filing equipment. The officers' lockers are in need of repainting or replacement. There is a need for chairs and bookcases. There is a need for a time-stamp machine that will stamp the correct time and date on any paper inserted. This machine is essential to good records control.

In addition to repairing, repainting, and refinishing the existing equipment to make it serviceable, the following items are the minimum that will be needed by the Department.

1. *Desks.* At least four new desks and matching chairs should be purchased—one for the Chief, one for each of the proposed supervisors.
2. *Letter Files.* The Department will need at least four 4- or 5-drawer files for storing the Case and Personnel Records.
3. *Index Files.* In order to establish adequate indexes for the retrieval of information, at least one 8-drawer 3- by 5-inch index card file will have to be purchased.
4. *Time-Stamp Machine.* The Department needs this machine so the dispatcher will record accurate times on the dispatch cards.
5. *Bookcases.* There is a need for at least two 5-shelf, five-foot bookcases to store notebooks, procedural manuals, state code books, and textbooks.
6. *Chairs.* The Department has a need for a minimum of 10 office type chairs with arms that can be used for visitors and for the training sessions.
7. *Typewriters.* In addition to the manual typewriters, which the Department currently possesses, there is a need for at least two electric typewriters. The IBM Selectric is a flexible machine with interchangeable type that would best serve the needs of the organization.
8. *Projectors.* Although not absolutely necessary, the Department should be equipped with at least one 35-mm slide, and one 16-mm movie projectors for use in training.

The preceding represents the minimum in office equipment that should be purchased to bring the Department up to a reasonable level of efficiency. Other items should be considered where there appears to be need.

### Operational Equipment

The Department appears to have sufficient basic equipment to handle the normal operational needs that officers encounter. However, there may be need for adding a few items, and for improving the procedures for handling and maintaining the operational equipment.

Although the time for the study was not sufficient to define precisely the needs in this area, the following improvements should be assessed.

1. **Communications Equipment.** The telephone company should conduct a survey that would assess the telephone needs in light of the recommendations of this report. Each of the supervisors should have his own telephone in addition to those that already exist. Consideration should be given to obtaining enough personalized radios to provide one to each officer on duty. Each officer should be required to carry a radio during the time he is on duty outside the headquarters. This would enable him to leave his vehicle and still be in radio contact with the base station.

Consideration should be given to improving the base station communications so that the Department will be in constant communications with other police departments in the area as well as the state police. Intercity communication is currently not possible. Such equipment could be purchased for less than \$1,000.

2. **Vehicles.** Although the two vehicles appear to be adequate to meet the basic needs, consideration should be given to adding one more vehicle that can be used routinely by the Chief and as a replacement in emergencies. Currently, when one of the cars has to be taken out of service for maintenance, there is no relief vehicle. This means that, at times, some citizens are without police service. Perhaps this vehicle could be a compact.
3. **Tear Gases.** The current supply of gas and related equipment is sufficient; however, arrangements should be made to improve the storage of this type of equipment. Since accidental leakage of gas is often a problem, special arrangements should be made to keep it stored in a well vented area away from the communications center. Perhaps the evidence room could be designed to house both the gas and the ammunition supplies.

4. *Investigative Equipment.* In the investigative area, there is a need for an inexpensive camera. This camera should be available for officers who are investigating serious accidents and crimes. In addition, measuring equipment and inexpensive evidence collection items should be provided.

Before purchasing any of the preceding items, the Board of Selectmen should expect the Department to define precisely the need and present sufficient justification for the requested items.

#### IV. PERSONNEL RECORDS AND ADMINISTRATION

The personnel records of the Ware Police Department are maintained in the Chief's office. They consist of a folder for each officer who is currently employed by the Department. These folders are filed in alphabetic order. Each folder contains a few letters, forms, and miscellaneous materials. The type and number of these forms do not follow any standard pattern. The folders do not contain any basic background information about officers. There is no systematic recording of information concerning complaints against officers, training and educational achievements, administrative and disciplinary actions, work assignments, nor other similar information that is normally considered important to the operation of the personnel function of an organization.

The physical condition of the files and their security is very bad. There is a definite need for a new file cabinet and file folders. The cabinet should be the type that can be locked, and kept locked when not in use. Access to these records should be limited to the Chief and the Supervisor—Staff except during those instances when another supervisor has a reason for reviewing an officer's record.

It is recommended that the following procedures and forms be adopted as a minimally acceptable system of personnel records. The recommendations contained herein do not deal with every form that should be kept in officers' file, but with those that are considered to be the essential for administrative purposes. These records should be supplemented with others that the Department deems important. All forms referred to have either been supplied to the Department or are available in standard texts or from cooperative larger departments.

##### Contact and Applications

In order to better evaluate the total personnel function it is important that records be maintained on each person who requests information about the application process. The Department should develop a handout sheet containing the standards they expect each applicant to meet, and a record should be made on a running log each time one of these sheets and an application form is handed out. This log should contain the person's name, age, address, nationality, and race. This log will provide useful information for future recruiting efforts. Regardless of the applications required by the State, each applicant for Ware should be required to initiate a detailed form. Once a person submits an application, the Police Department should initiate a personnel folder on him. The first items in the applicant's personnel folder should be his Application Form and a Pre-employment Process Control Sheet. A Supervisor—Investigator should be given the responsibility of investigating and processing each applicant for the Department.



The Pre-employment Process Control Sheet should be used to ensure that nothing is neglected in the processing and evaluation of an applicant. At each point in the processing of the applicant, the Supervisor—Investigator who is responsible for the investigation should note the action he took and sign his name as indication that the activity has been completed.

Additional records should be designed and included in each applicant's personnel file to give his complete history, both prior and subsequent to his employment by the Police Department. We recommend that at least the following items be included in every employee's file.

1. Original application or copy thereof.
2. Results of pre-employment interview by Chief and Supervisors.
3. Written examination results.
4. Results of physical examination.
5. Investigation results.
6. Appointment results.
7. Induction guide.
8. Personal data (bring up to date periodically).
  - a. Date and place of birth.
  - b. Address; telephone number.
  - c. Marital status (name of spouse).
  - d. Person to be notified in emergency.
  - e. Family data--names of wife and children and their ages.

Fair treatment of all officers depends on the Department conscientiously and consistently initiating records relating to their qualifications and performance. The following are illustrations of the minimum records that should be developed and maintained on each officer.

### **Applicant Interview Rating Form**

Each police applicant should be formally interviewed by at least the Chief and two supervisors prior to his appointment. An Applicant Interview Rating Form should be completed by each interviewer and included in each applicant's file.

### **Medical Examination Record**

The Police Department should require that a competent medical doctor retained by the Town examine each applicant and prepare a report certifying that in his opinion the applicant meets the standards established in a Medical Requirements form.

### **Personal History Card**

Once an applicant is appointed to a police position a Personal History Card should be maintained to be utilized for a running record of his progress with the organization. Particularly important, too, are records of the officer's training and experience.

### **Service Ratings**

There are a wide variety of service rating forms available. Although the format of the form provided to the Department may or may not be appropriate, some type of evaluation record should be developed, initiated, and systematically reviewed by the police supervisors and managers.

### **Personnel Manual**

It is imperative that the Police Department take immediate action to develop a Personnel Manual. This manual should contain: (1) job descriptions for each position in the Police Department; (2) information concerning the personnel procedures and forms; (3) information concerning salaries, fringe benefits, employee and management rights and obligations, and grievance system; and (4) special information such as the promotional system and other personnel information.

This manual should be used as a guide for personnel administration. A copy should be available for easy reference by any member of the Department or citizen. It should be updated when changes are initiated.

### **Personnel Administration**

The Chief of Police should set the tone for the Department by evaluating his immediate subordinates on a quarterly basis. He should privately interview each of the three supervisors, discuss the way they are performing, and initiate the recommended evaluation

form for their personnel jackets. The Chief should be responsible for maintaining the personnel file on each officer in a specially designated file cabinet in his office. Each officer's file should contain at least the information that was previously recommended.

Each supervisor should also be required to follow the same procedure with his subordinates on a quarterly basis. After evaluating each subordinate, he should turn the completed forms over to the Chief for filing. Disciplinary action and citizen complaints should be made a part of each officer's file.

**It is recommended that the Supervisor—Staff be made responsible for the functional supervision of the Department's training efforts.** The Supervisor—Staff in concert with the Chief and other supervisors and officers should define the priority training needs and arrange for appropriate training. In some instances, this will require sending officers to training programs that are held outside the Department. However, in the majority of instances, the training should be developed for the officers to attend at the Department while they are on duty. This means that the programs should be short (one-half to one hour), and conducted by the Chief, supervisors, and officers of the Department.

Records reflecting the training should be maintained on every session, and a notation should be made in the personnel records of each officer who received training.

**It is recommended that the Chief of Police hold open staff meetings with all supervisors and all officers who wish to attend at least once each month.** These staff meetings should focus on the progress of the Department over the past month, the problems that need attention, and the plans for the upcoming month. During these meetings, the Chief can reflect his concerns, and designate planning projects to various people. Each supervisor should be expected to present a report concerning the activities and progress made by himself and his subordinates. These meetings should be open to members of the Board of Selectmen if they care to attend. Minutes should be kept of each meeting for future reference. If properly carried out, this activity should serve to improve the ability of the Department to function as a team.

## V. COMMUNICATIONS AND OPERATIONAL RECORDS

It is impossible for Ware police operations to be carried out efficiently without rational communications and records methods. These two areas must be considered together because of their interdependency. Departmental communications arrangements determine the reliability, speed, and accuracy of information transfer, and the records determine the amount of knowledge stored as well as the recall ability of the department. Even though the development and maintenance of an integrated information system is a time-consuming expense, it is essential to the successful operations of a police department.

In a police department a communications study deals with those police operations, procedures, and personnel involved in transferring information from a citizen to someone within the police department or between members of the department by means of a radio or telephone. The basic objectives of the department's communications activities are:

1. Receipt of complete and accurate information related to the department's responsibilities.
2. Transmission of concise and accurate information received to the appropriate person.
3. Recording of the communications to enable the department to utilize the information at future dates.

The realization of these objectives is dependent not only on procedures, but also on the attitudes, abilities, and techniques of the communications personnel.

The most important function of police records is providing an accurate and prompt memory for the department. The history of the police department, its personnel, and to some degree its clients should be contained in a police records system. In addition, the records system should provide an accounting of the important actions taken by the department and its members. Records which are systematically stored will, at some point in the future, yield valuable information which may be used for:

1. Fulfilling legal obligations;
2. Assisting departmental personnel in field operations;

3. Administering the department;
4. Providing public information;
5. Assisting other agencies and persons who have a need for information that the department has detected.

Records that are initiated without definite intentions or follow-up actions are probably a waste of time. Records that are initiated but cannot be quickly retrieved when they are needed are a waste of tax monies. However, an honest, accurate, complete, and rational records system is worth the time, effort, and expense put into organizing and maintaining it. Such a system will return the amount invested through increased service to the public, improved performance by police personnel, and reduced personnel, equipment, and operating costs.

#### Existing System

The current communications and records arrangement in Ware can be best characterized as nonexistent. Communications are handled by a variety of people depending on who happens to be near the telephone.

During the morning hours, this activity is performed by the Chief of Police; at other times, it may be carried out by the clerk or a police officer who is assigned inside. No one receives any instruction in what to say or how to perform.

Although a few records are maintained by the Department, they are not sufficient in either quality or quantity to fulfill the previously listed five purposes for police records. The following is a brief overview of the currently maintained records.

1. **Radio Log.** The Ware Radio Log is supposed to record every dispatch that is initiated from the base radio, however. This is not the case—many dispatches are not recorded.
2. **Record Log.** The Record Log is a bound book which is maintained at the dispatch office. Every officer on duty is required to record the hours he works and the activities he performs during the time he is on duty in the Log.

If an officer is dispatched on a call, he is required to report on the incident, the action he took, and any other significant information he obtained in the Log. Each officer is required to record his arrests in this book. However, not only is the handwriting often illegible, but the information recorded is at times neither complete nor completely accurate.

3. **Accident Reports.** The only closed operational report form utilized by the Ware Police Department is the police report of Motor Vehicle Accident Report which is required by the Massachusetts Registrar of Motor Vehicles. These forms are used by police officers to report accident investigations. They are filed in a loose-leaf notebook by the date of the accident.
4. **Prisoner Property Form.** This is a mimeographed form (Chart V) that is used to record the property taken from a person who is confined in the Department lockup. It is placed in an envelope with the property and left in a desk drawer at the communications desk.
5. **Arrest Log.** The arrest log is a bound volume that is maintained at the communications desk. As arrested and cited persons appear in court, the Clerk of Courts records their names and the disposition of the cases in this log. It contains both juvenile and adult arrests.

For all practical purposes, the Department has no administrative or operational records. There is also no systematic recording and filing of complaints, investigative reports, or criminal records. It would be difficult for the Department to determine if or when a person has been involved in a police incident in Ware.

In addition, the Department has no warrant, property, evidence, or arrest files. There are no activity reports which accurately reflect their work loads.

**It is recommended that the Department establish a sound communications and records system and eliminate those existing practices that are consumed by the new arrangements.**

#### **Organizing a New System**

The responsibility for organizing and implementing a communications and records system will belong to the Supervisor of the Staff Services Division. This officer should be expected to design appropriate forms, develop procedures for reporting and filing, and supervise the personnel involved in communications and records activities. He will ensure that summary reports are prepared, index records are initiated, and all filing is completed promptly, and accurately once the system is implemented.

The physical arrangement for the communications and records function is a critical factor in the adequacy of the system. The relocation of the dispatch desk as illustrated in Chart IV will increase space in the room so that record-keeping equipment can be added. It will also place the dispatchers in a better position to receive personal requests for information while at the same time performing clerical, telephone complaint taking, and dispatching duties.

It is important that attention be given to ensuring the security of the communications and records area. The doors should have inside locks, and access into the area should be limited to: (1) the Chief of Police, (2) the Supervisor of Staff Services, and (3) the on-duty persons serving as dispatchers. Short of an emergency, no one else, including other supervisors, should be allowed inside the communications and records area. This will facilitate the definition of responsibility for records control and reduce the possibility of unauthorized persons removing records from the files. The selection and preparation of the proper personnel for the Secretary—Dispatcher and Clerk—Dispatcher positions are the next important step which must be taken in organizing effective communications and records. These activities are vital to the success of the field operations. It is important that particular attention is paid to hiring highly articulate people who are both skilled in records-keeping processes and who thoroughly understand the Town of Ware.

Each of these people should be given training prior to assuming the responsibilities.<sup>1</sup> They need to be thoroughly indoctrinated with the knowledge that the entire Department will be judged by the way they answer radio and telephone. They should be willing to exert every effort to satisfy the needs of citizens requesting service, assistance, or information. The Supervisor needs to take a hard position towards all rude behavior on the part of these people.

The training should be developed around the following considerations:

1. *General Public Assistance and Information Services.* People who are working in communications and records will man the information desk, department telephones, and base radio station. They should be prepared to assist both the public and government agents by answering questions about the police and the Town of Ware, providing aid, accepting all variety of complaints and initiating action for their solution, and processing any case requiring a police report. If they cannot help a person they should feel an obligation to ensure that the person will be referred to a place where he will be assisted.

<sup>1</sup> The telephone company should be willing to cooperate in this effort.

2. ***Initiation of Records.*** The training will have to prepare these people to initiate the records for which they are responsible. They must know the functions related to: (a) Departmental Information Bulletin, (b) Booking Prisoners, Arrests, and Citations, (c) Complaint Cards, (d) Case Log, (e) Index Cards, (f) Summary Reports, and (g) Memos.
3. ***Distribution and Filing.*** They must be able to sort and match complaint cards with case reports and related papers. They must make entries on the case log and they must know how to initiate and file index cards. They must be able to register and file warrants. In addition, they must be so thoroughly familiar with the records system that they can assist others with records problems.
4. ***Providing Office Services.*** They must be able to provide typing services to other departmental personnel, duplicate reports, proofread reports, prepare charts and graphs, and efficiently index, file, and retrieve information.
5. ***Preparation of Summary Reports.*** They must be prepared to tabulate and record all activity information necessary on the (a) Departmental Information Bulletin, (b) Department Activity Summary, (c) the Uniform Crime Reports. They will have to be able to maintain other activity summaries such as accident and crime location maps and special administrative summaries. In addition, they will have to prepare special administrative documents when directed by their supervisor.

All of the preceding will be under the direction of the Supervisor of Staff Services, but he can only provide general direction. The assigned officers' ability to proceed on their own will determine the effectiveness of the Communications and Records Section.

#### **Files**

A number of new files will be required in the new system. It is not possible to spell out every single file which will be needed, but the minimum essential files can be itemized.

**It is recommended that a Master Name Index, a Case File, a Vehicle File, and Wanted Persons File be established immediately.**



The following is a general overview of the purpose and nature of each of these files.

1. **Master Name Index.** This is a 3 x 5 alphabetically arranged card file that will contain a card on every person who has had a significant contact with the Police Department (see Chart VI). One of these cards will be initiated on whose name appears in a police report, who is arrested by the Ware Police, or who is wanted by the police. These cards will be maintained permanently; however, the information on the cards will be confidential and limited to those with a need to know, except it will be shown to the individual whose name is on the card upon his request.
  
2. **Case File.** This will be a letter-size, numerical file incident handled by the Ware Police. The case numbers will be assigned at the time a person request police action. This number will be recorded on complaint card and relayed to the assigned field officer at the time of dispatch. The officer will initiate a case report on each assignment and this will be matched with the complaint card and filed at the end of each shift. All follow-up, evidence, and investigative reports will be filed with the appropriate case in this file.  
  
This will give the dispatcher ready access to this information in the event it is requested by either a police officer or a citizen.
  
3. **Vehicle File.** The vehicle file will be a 3 x 5 index card file that will be maintained by (a) vehicle license number and (b) type of vehicle. Any vehicle that is towed, stolen, misplaced, or recovered will be immediately recorded in this file. This will give the dispatcher ready access to this information in the event it is requested by either a police officer or a citizen.
  
4. **Wanted Persons File.** This file will be a 3 x 5 index card file that is arranged in alphabetic order. (The warrants themselves will be filed separately.) It will include the names of persons for whom there is outstanding warrants, and lost persons or kidnapping reports. As these persons are apprehended or located the cards will be refilled in a dead file.

Other files may be added as the need is identified. The current firearms and bicycle license file should be continued.

### Control Logs

In order to ensure control over reporting and prevent tampering with records, it will be necessary to establish bound control logs for some records. These logs should be specially prepared bound books with consecutively numbered, nonremovable pages, and consecutively numbered lines for each record.

It is recommended that initially an arrest log, property log, and case log be established and maintained.

1. **Arrest Log.** This book should be established for recording every apprehension, arrest, and citation initiated by the Ware Police Department. Both adults and juveniles, traffic and criminal related detention or citation will be recorded in this book *by the officer* who initiates the action. It should contain the arrestee's name, date of birth, description, address, the charge, the type of action, if and where confined, date of arrest or citation, amount of bond, when released, by whom released, disposition of case, and case report reference number.
2. **Case Log.** All cases will be recorded on this log in the order of the case number. This is a control sheet to prevent losing information on cases. It should include (a) the case number, (b) name of complainant, (c) date of incident, (d) location of incident, (e) type of incident, (f) value of property involved, (g) who handled the case, and (h) the disposition.
3. **Property Log.** All evidence or property received by the Ware Police Department should be given an identification number and recorded in this book.

The need for other logs may be detected as the communications and records activities begin to progress. However, the basic legal and administrative functions can be met by these three volumes.

### Forms

In order to accumulate sufficient information to facilitate and justify rational decisions concerning the operation and administration of the Police Department, it is necessary to have collection documents. An evaluation of what, how many, and what type of collection forms are needed must compare the value of the time spent in initiating and processing the form with the potential payoff. It is important to keep the number to a minimum while at the same time providing sufficient forms to collect the information needed for sound decisions.

The Ware Police Department currently has almost no structured forms, and it is imperative that a basic group be established. It is only fair to point out that the implementation of the needed forms will likely be met with resistance from the employees of the Department. Report preparation entails additional work. Prepared reports are inherently control devices. Report preparation is generally viewed as time consuming, busy work by people who do not have a broad, long-range perspective; therefore, the following recommendations are likely to be the most controversial among the police employees. However, the following recommendations are based on practices that are already going on in the most efficient police departments in the country, and competent police administrators feel that such reports are crucial to an effective police operation.

It is recommended that the following reporting forms be adopted for use by Ware police: (1) Daily Activity Log, (2) Complaint Card, (3) Incident Report, (4) Accident Report, (5) Supplementary Report, and (6) Property or Evidence Report.

1. *Daily Activity Report.* (See Chart VII.) This activity log will provide a running account of the activities performed by each officer on the Department. Currently, the nearest thing to such an activity record is the record log which should be dropped. The activity log should accurately reflect all activities, dispatches, and related case numbers of each officer during his tour of duty. Each officer will be expected to accurately record times and locations of dispatches and incidents, services rendered, buildings and areas checked, case numbers used, and other descriptions of his work day. Each officer and his supervisor should be held responsible for the accuracy and completeness of this report. The back of the report (Chart VIIa) contains a summary section. The "officer" column will be completed by the officer, and the "shift" column will be completed on the Supervisor's log. The "shift" time column will contain a summary of how the entire shift allocated its time, while the "officer" time column will reflect how each officer used his time. The number "officer" column will reflect the reporting officer's activities, and the number "shift" column will summarize the number of activities for the entire shift.

In addition, this report contains information concerning the hours officers work, the vehicles used, the mileage driven, and miscellaneous comments. Along with maintaining his own activity log, supervisors will be responsible for collecting and compiling the logs of all their subordinates at the end of each shift. Supervisors will:

- a. Check the accuracy of their subordinates' activity logs.
  - b. Summarize their own activities in the appropriate space.
  - c. Total and summarize the activities of their entire unit for the entire work period.
  - d. Insure that all the activity logs from his unit are compiled with all other reports and provided to the Records Section for further processing.
2. **Complaint Cards.** (See Chart VIII.) This form is to be initiated by the dispatcher. It is the initial, control document which ties the entire case reporting system together. Complaint cards are prenumbered and they are filled out by the dispatcher prior to providing the request for police service or a complaint to a police officer. The card will be time-stamped (requires installation of an automatic time-stamping machine) at the time the request is received, at the time of dispatch, at the time the assigned officer arrives on the scene, and at the time the officer finishes the assignment. The dispatcher will notify the officer assigned of the case number at the time he broadcasts the assignment. All of the reports initiated by the officers will bear the appropriate case numbers. When an officer initiates action on his own, he will notify the dispatcher, who will initiate a complaint card and assign a case number.

The Complaint Card will be the first document in every case folder. It provides the numbering system for the case file. At the end of each shift, the dispatcher will match the complaint cards with the incident reports to ensure that every situation has a report on file.

3. **Incident Report.** (See Chart IX.) The Incident Report should be constructed in a way that it will automatically reproduce three copies. This report will be initiated to document the situation and the action taken in any request for police service or situation handled by the Ware Police. The form should be such that the police officer can print on it in black ballpoint following each dispatch or self-initiated police action (excepting door checks and

similar routine security duties). The report will be used for crimes against persons, crimes against property, missing persons, and miscellaneous activities. Its construction makes its use self-explanatory. The face copy goes to a hanger file in the squad room (for use by the field officers and the press) and the third copy goes to the Chief.

4. ***Accident Report.*** The Motor Vehicle Accident Report currently being used should be continued as required by state law. However, the processing of this report should be changed to that used for other types of incident reports. It should be assigned an appropriate case number and included in the case file. The requirements of distribution of a copy to the Registrar of Motor Vehicles should be met, but the normal incident distribution should be followed within the Department.
5. ***Supplementary Report.*** Supplementary Report should be used when there is a need to include material for which the Incident Report or Accident Report forms do not have space, or in the event additional information is developed on a case. It should also be used to document the clearance of a case when this occurs after the original forms are filed. The Supplementary Report should have the same Case Number as the original case.
6. ***Property or Evidence Tag.*** A form should be used for recording evidence, found property, property taken from prisoners, or any property or evidence that comes into the hands of police officers. **This property must be stored in the evidence and property room.**

No officer or supervisor is authorized to personally maintain property or evidence that he has received. Each item should be reported, tagged, and filed in the storage area. The Property or Evidence Report is recorded in the Property Log and filed with the Case Reports to which it is related.

These reports will provide the basic information needed for the effective operation of the Police Department. However, they should be continually evaluated and modified to meet the needs of Ware. Modifications or additional forms can be added as the needs are identified.

### General Reporting Instructions

In order to insure efficient and complete reporting of all police activities, the following rules will apply to all field reporting:

1. There will be a written report for every assigned case number. Even though an officer may not be able to obtain extensive information related to a case, if a case number has been assigned, an Incident or Accident Report will be initiated. Words such as "no report" are not sufficient. At least an explanation of why no report is necessary must be prepared.
2. The appropriate case number will be recorded on each report.
3. Each report will be legibly written, either printed, or in longhand, with a ballpoint pen in black ink or typed using black ribbon.
4. Each item on the report shall be completed by using one of the four types of entries indicated below:
  - a. Specific answers when the proper information has been obtained.
  - b. Use the abbreviation "UNK" when the reporting officer is unable to obtain the required information.
  - c. Use the abbreviation "NA" when an item does not apply to the investigation.
  - d. When there is insufficient space, write "See Remarks."
5. The proper designation of the complainant or victim, persons involved, and property on the left side of the Incident Report will be circled.
6. Additional reports or forms related to case will be noted on the Incident Report.
7. The box marked "Related" on the Incident Report will be used to record other case numbers of reports or cases that are related to the Incident Report.

## Reporting and Processing Procedures

The records reporting and processing procedures should be designed to provide complete and honest records of all police activities, increase the accuracy and efficiency of the records processing, and ensure that all requests for police service receive prompt and sustained police attention until it appears that continued efforts are without merit. The following procedure is recommended for reporting and processing case records.

**Activity 1: Decision to Initiate Police Action.** This decision can be made by (1) a dispatcher after receiving information from someone who contacts the Department in person or by telephone, or (2) a field officer who observes a situation which he deems as justifying his intervention.

If the decision to initiate action is made by the dispatcher, he (1) will initiate a complaint card, and (2) time-stamp the complaint card with the time the information was received.

A field officer who initiates action (1) will notify the dispatcher of the decision, and (2) provide the dispatcher with as much information possible for completing the dispatch card.

A complaint card must be initiated by the dispatcher in every instance where a decision is made to initiate police action.

**Activity 2: Assignment of a Case Number to a Police Action.** The dispatcher is responsible for: (1) recording the appropriate information on the complaint card; (2) advising the appropriate field officer of the case number for the case; and (3) time-stamping the complaint card at the time of dispatch, officer arrival, and officer in-service.

**Activity 3: Initiation of Appropriate Field Reports.** The field officer who receives a broadcast directing him to initiate action (or decides on his own to initiate police action) is responsible for: (1) noting this decision on his activity log; (2) recording the case number given him by the dispatcher; (3) initiating an incident report and related reports; and (4) affixing the case number to all reports related to the case.

**Activity 4: Field Report Compilation.** By the end of his tour of duty, each field supervisor will have: (1) collected all the reports initiated by his subordinates; (2) reviewed the reports to ensure their adequacy; (3) circled all indexing data with red lines; (4) compiled his own, and his subordinates, reports in chronological case number order; and (5) relayed the compiled reports to the dispatcher on duty.

**Activity 5: Report Review.** The dispatchers are responsible for: (1) accounting for all case reports by arranging the reports from supervisors in sequential order by case numbers and matching them with complaint cards; (2) checking the classification of all reports; and (3) spot reviewing the substance mechanics and grammar of the reports.

**Activity 6: Summary Report Preparation.** Summaries of data will be prepared by: (1) the field officer who will summarize his own activities on his activity log in the "officer" column; (2) the field supervisor who will summarize his own activities in the "officer" column and the total for his work force in the "shift" column; and (3) the Clerk-Dispatchers who will prepare the Case Log, Consolidated Daily Reports, Consolidated Monthly Reports, and other uniform crime reports.

**Activity 7: Distribution.** The dispatcher is responsible for: (1) separating the incident and accident reports for further distribution; (2) distributing one copy of the reports to the squad room and one copy to the Chief's office.

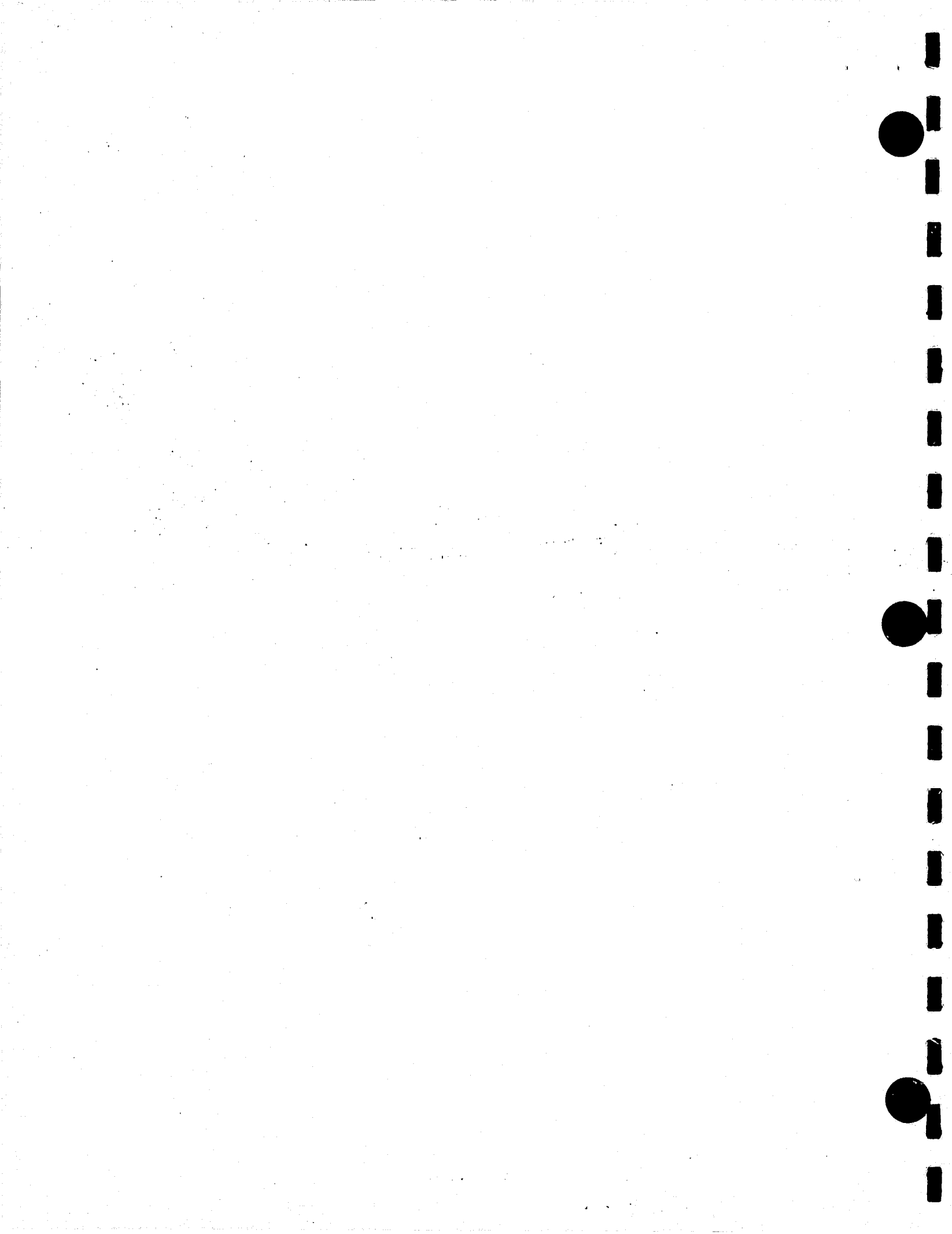
**Activity 8: Preparation of Index Cards.** The index cards will be typed by a Clerk—Dispatcher who will use the index information circled by the supervisors to prepare the appropriate index cards.

**Activity 9: Filing Case and Index Records.** The Clerk—Dispatchers have the responsibility for placing the case records into the case file in consecutive numerical order and the index cards in the appropriate file and order so that information can be located when needed.

**Activity 10: Inactivating or Closing Cases.** Cases can be inactivated or closed by: (1) an officer who initiates an arrest; (2) an officer who determines a case is unfounded; (3) an officer who makes an exceptional clearance; or (4) a follow-up officer who has exhausted all reasonable measures in investigating the case. Supplementary report forms are used to close cases.

**Activity 11: Retrieval and Release of Records.** The Clerk—Dispatchers will be responsible for: (1) retrieving records from the files; (2) reproducing copies of retrieved records for release to people who legitimately need them; and (3) ensuring that the original copies are returned to the case files.





## VI. SUMMARY REPORTS

The Police Department Clerk—Dispatcher should be responsible for preparing all summary reports for the Department. The most basic summary report should be the Consolidated Daily Report. Although such a report is currently being maintained, it is less than adequate.

### Consolidated Daily Report

It is recommended that the Police Department design and implement a new Consolidated Daily Report form that would reflect a more accurate picture of the police activities.

This report should be divided into at least the following six areas:

1. *Personnel*. This area should contain information related to the number of people who are working in each section of the Department.

The information for this report will be obtained from activity reports, department schedules, and case reports.

2. *Number of Offenses Known to Police*. This portion of the report should contain information related to the crimes that come to the attention of the Department, whether these crimes are reported to, or discovered by, the police. The currently used crime activity reports reflect the information needed in this area.

The information for this section is obtained from the Incident Register and previous Consolidated Daily Reports.

3. *Persons Arrested*. This section contains information about the number of persons arrested or cited for Part I and Part II offenses. This information is also currently on the Crime Activity Reports.

The information for this section will be obtained in the Incident Register, Arrest Docket Book, and the Citations issued.

4. *Allocation of Time.* This information should summarize the time devoted to the patrol and investigative activities for the preceding day.

The information for this section will be obtained by totalling the shift summaries made by the three shift commanders and entering these shift commanders and entering these totals in the appropriate space, and by copying the investigator's summary in the spaces designated for it.

5. *Productivity.* This should reflect a summary of the total number of activities carried out by the patrol and investigative activities.

The totals for this section can be tabulated from the summaries made by the commanders, which will be entered under the "shift" column of their Daily Activity Reports.

6. *Vehicle Status.* This should contain information concerning the vehicles available for patrol and operations during the previous 24 hours and the amount of mileage driven.

This information is to be obtained from the Activity Summaries.

#### **Office Processing and Filing**

The dispatchers should have the responsibility of compiling a Consolidated Daily Report before 9:00 a.m. each morning, and distributing copies to all supervisors. One copy of the report should be maintained in a chronological file by the Records Section.

In addition, copies of the Complaint Log should be distributed to all of the places that are currently receiving copies of all incident reports. This will keep them informed about the specific activities of the organization.

In extracting the summary data and filing reports, the dispatchers should follow the following procedures:

1. Separate the officers' Activity Logs from the Case Reports.
2. Record all cases in chronological order by case number on the Incident Register.
  - a. Under "Incident and Classification", record the Uniform Crime Classification for each report—or describe the incident or situation if no classification exists.

- b. Under "Circumstances", state the time and place of the situation or incident, the type and value of the property damaged or stolen, and other details of the incident or offense.
    - c. Complete the other sections of the Register with as brief and accurate information as possible.
  3. Forward the case report copies to the appropriate locations.
  4. Tabulate the summary information from the Force Commanders' Activity Logs.
  5. File the Activity Reports.
  6. Tabulate the Consolidated Daily Reports.
  7. Forwarding the second copy of Incident and Supplementary Reports (when appropriate) to the squad room and Chief's office.
  8. Prepare master name and cross-index cards on names and data that appear in the reports and records. A master name index card should be initiated on every name circled in red on Accident and Incident Reports.
  9. Arrange and file the cases in numerical order by case numbers.

#### **Additional Summary Reports**

In addition to the Consolidated Daily Report and the Incident Register which the Records Section should consider preparing and distributing daily, consideration should be given to preparing a number of other summary reports. Among these are the following:

**Consolidated Monthly Report.** The Consolidated Monthly Report is a form (8-79: REV 11/3/64) provided by the Federal Bureau of Investigation. It will be completed each month by tabulating the data necessary from the Consolidated Daily Reports and figuring the necessary percentages. Copies of this report will be distributed to the same persons who receive the Consolidated Daily Report.

**Monthly Uniform Crime Reports.** Each month two summary reports related to offenses known to the police should be completed and forwarded to the FBI. These reports are designated as Return A and Supplement to Return A.

The information for Return A will be copied from the Consolidated Monthly Report mentioned above.

The information for the Supplement to Return A will be compiled from the Register of Offenses Known Complaint Book.

**Consolidated Monthly Report Traffic Summary.** The Consolidated Monthly Traffic Summary will be prepared each month from information contained on the Incident Register. Copies of this report will be distributed to the same persons who receive the Consolidated Daily Report.

### **Retrieval**

The dispatchers have sole responsibility for ensuring that records that have been turned over to the Records Section are controlled. Any retrieval of information from their files will be their responsibility. No case or record will be removed except by a dispatcher and without a written record concerning who took it, for what purpose, and at what time.

## VII. IMPLEMENTATION AND CONCLUSION

The preceding report and recommendations do not address all of the problems of the Ware Police Department. Such an extensive investigation is not possible in five days. However, in light of Ware's difficulties, an attempt was made to identify and recommend ways of handling the problems that were identified as most serious.

The Board of Selectmen is urged to accept these recommendations, budget for them, and establish a schedule for their implementation. Once the personnel have been appointed, specific responsibilities should be assigned and persons responsible should be held accountable for not carrying out their responsibilities.

If the Board of Selectmen, the Finance Committee, and the Chief take the appropriate steps, there is no reason why the Town of Ware could not have a modern, professional police department within a year. However, unless the recommendations are implemented, the local citizens should be prepared to live with the current situation until action is initiated.

The existing situation is unfair to the citizen taxpayers as well as to the members of the Department. Both groups deserve better.

Since some aspects of the recommendations such as records involve technical skill beyond what local officers may have, the Town should not hesitate to seek assistance from someone who has the necessary knowledge. The investment will pay off over the long run. State assistance from the Governor's Committee may be available for such efforts.

CHARTS

Chart I  
PROPOSED TABLE OF ORGANIZATION  
WARE, MASSACHUSETTS, POLICE DEPARTMENT

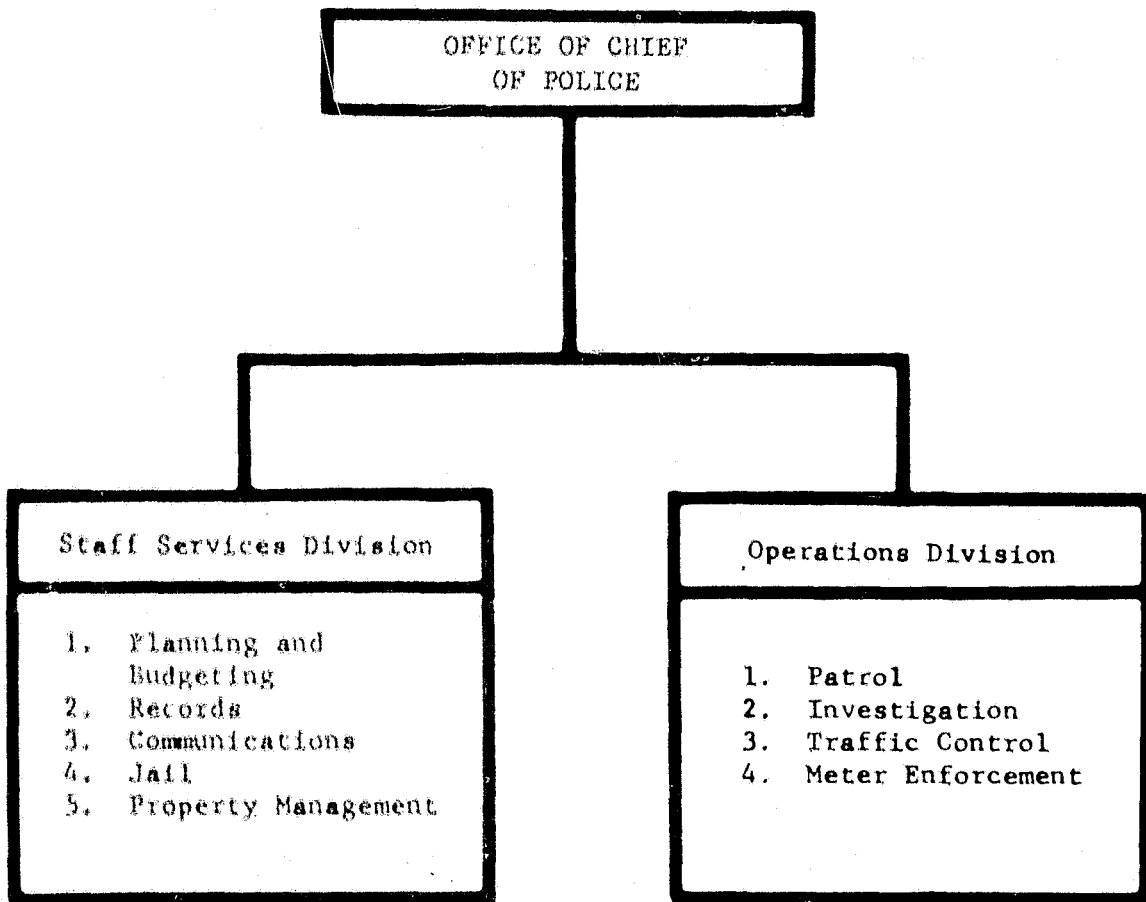
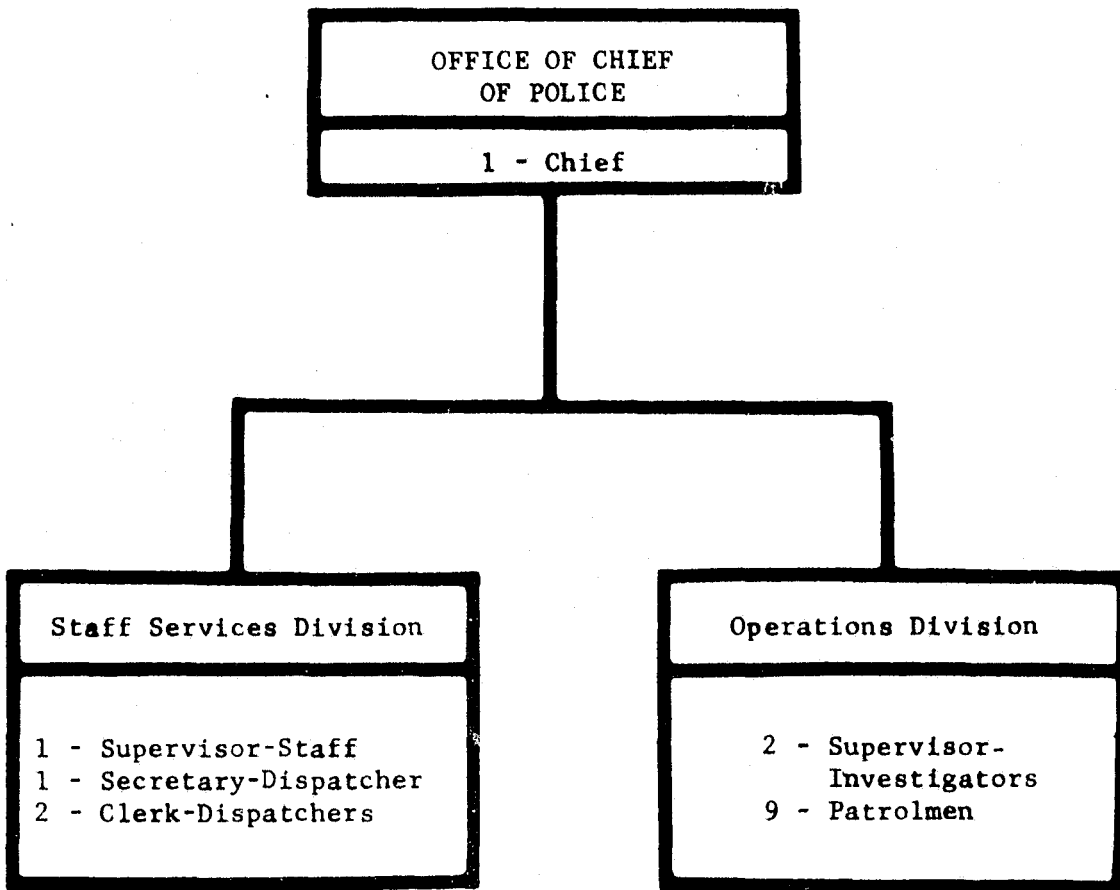




Chart II  
PERSONNEL ASSIGNMENT  
WARE, MASSACHUSETTS, POLICE DEPARTMENT



**Chart III  
WORK SCHEDULE  
WARE, MASSACHUSETTS, POLICE DEPARTMENT**

POSITION	HOURS	DAYS*						
		S	M	T	W	T	F	S
Chief	8:00 A.M. to 4:00 P.M.	X						X
Supervisor-Staff	8:00 A.M. to 4:00 P.M.			X	X			
Supervisor-Investigators	4:00 P.M. to 12 Midnight			X	X			
Supervisor-Investigators	12 Midnight to 8:00 A.M.	X	X					
Secretary-Dispatcher	8:00 A.M. to 4:00 P.M.					X	X	
Clerk-Dispatcher	4:00 P.M. to 12 Midnight	X	X					
Clerk-Dispatcher	12 Midnight to 8:00 A.M.				X	X		
Patrolmen (Total 9)								
1-A		X	X					
1-B	8:00 A.M. to 4:00 P.M.			X	X			
2-A		X						X
2-B	4:00 P.M. to 12 Midnight		X	X				
2-C					X	X		
3-A		X	X					
3-B	12 Midnight to 8:00 A.M.			X	X			
3-C							X	X
4-A (Flexible to cover for vacations, sick days, and training)								

**Summary of Number of Personnel on Duty by Shift, Day, and Rank**

<u>8:00 A.M. to 4:00 P.M. Shift</u>	S	M	T	W	T	F	S
SUPERVISOR	1	2	1	1	2	2	1
DISPATCHER	1	1	1	1	0	0	1
PATROLMAN	1	1	1	1	2	2	2
TOTAL ON DUTY	3	4	3	3	4	4	4
<u>4:00 P.M. to 12 Midnight Shift</u>							
SUPERVISOR	1	1	0	0	1	1	1
DISPATCHER	0	0	1	1	1	1	1
PATROLMAN	2	2	2	2	2	3	3
TOTAL ON DUTY	3	3	3	3	4	5	5
<u>12 Midnight to 8:00 A.M. Shift</u>							
SUPERVISOR	0	0	1	1	1	1	1
DISPATCHER	1	1	1	0	0	1	1
PATROLMAN	2	2	2	2	3	2	2
TOTAL ON DUTY	3	3	4	3	4	4	4

\*X signifies days off duty.

Chart IV  
RECOMMENDED PHYSICAL LAYOUT  
WARE, MASSACHUSETTS, POLICE DEPARTMENT

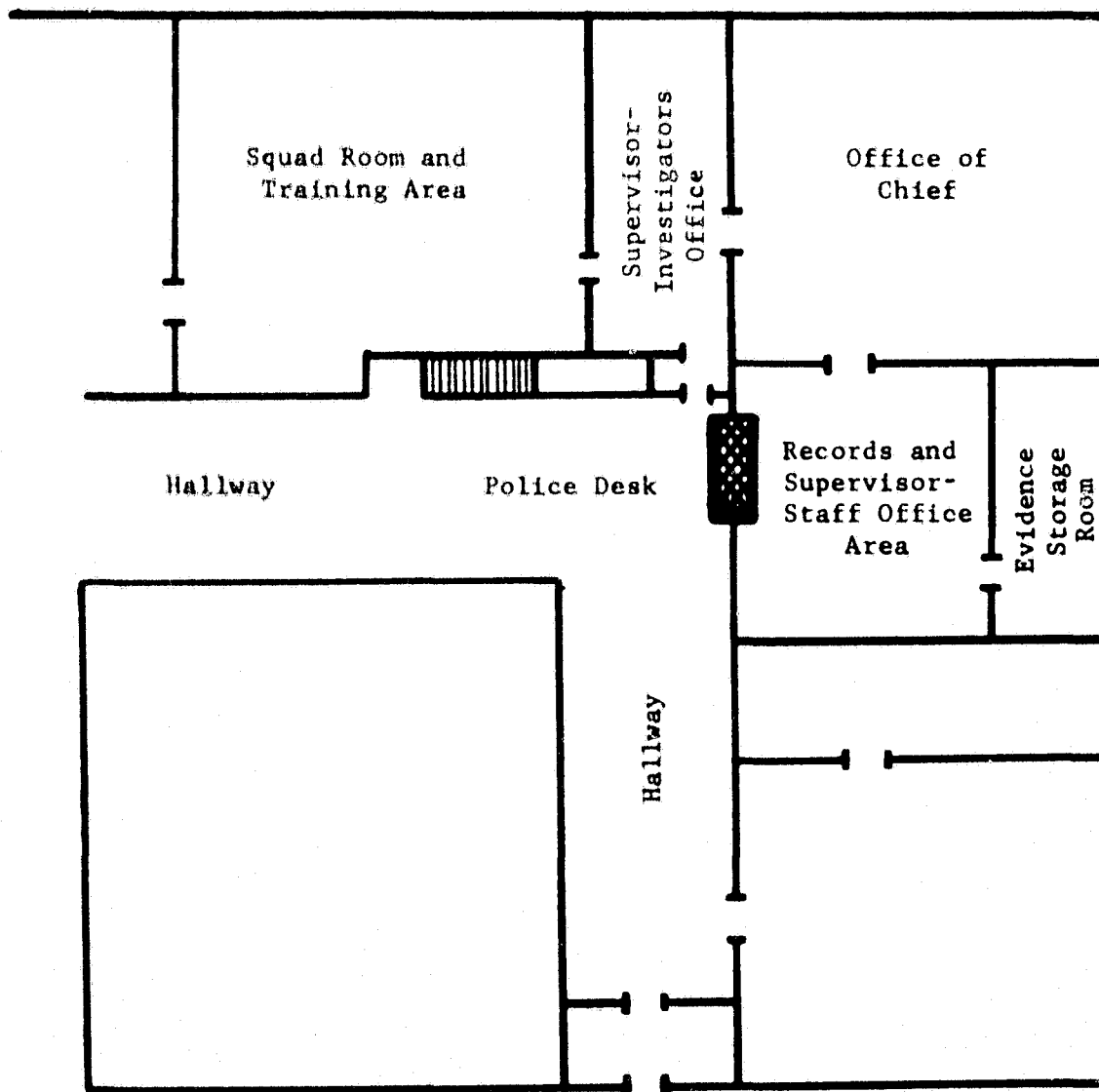


Chart V  
PRISONER PROPERTY FORM  
WARE, MASSACHUSETTS, POLICE DEPARTMENT

Date \_\_\_\_\_ Time \_\_\_\_\_

Prisoner's Name \_\_\_\_\_

Address \_\_\_\_\_

Arrested by \_\_\_\_\_

Articles Taken From Prisoner

Belt \_\_\_\_\_

Tie \_\_\_\_\_

Keys \_\_\_\_\_

Knife \_\_\_\_\_

Pen \_\_\_\_\_

Pencil \_\_\_\_\_

Wallet \_\_\_\_\_

Watch \_\_\_\_\_

Money \_\_\_\_\_

Other \_\_\_\_\_

Other \_\_\_\_\_

\_\_\_\_\_  
(Officer's Signature)

Received the above articles at \_\_\_\_\_ on \_\_\_\_\_

from \_\_\_\_\_.

\_\_\_\_\_  
(Prisoner's Signature)

Chart VI  
 MASTER NAME INDEX CARD  
 WARE, MASSACHUSETTS, POLICE DEPARTMENT

1. COMPLAINANT		2. D/O/OSS		3. CASE NUMBER	
4. COMPLAINANT'S ADDRESS		CITY		3a. ARREST NUMBER	
6. COMPLAINT AS REPORTED			7. COMPLAINT AS VERIFIED		
8. LOCATION OF COMPLAINT			9. BEAT OR OCCUR.	10. VAB. DISTRICT	11. REPORTING UNIT
13. VICTIM (FIRE NAME IF NOT PERSON)			14. D/O/OSS		12. ASSISTING UNIT
16. VICTIM'S ADDRESS			CITY		15. RESIDENCE PHONE
18. DATE/TIME OCCURRED			17. BUSINESS PHONE		
19. DATE/TIME REPORTED			20. NO. OF OFFENDERS		
21. NO. OF ARRESTS		22. PROP. RECOVERED		23. PROP. NOISI.	
24. PHOTOS TAKEN		<input type="checkbox"/> YES <input type="checkbox"/> NO			

Name

Assignment

Briefing Notes

# DAILY ACTIVITY LOG

Date

Shift

Hours

TO

Portable

Radio No.

## DESCRIPTION OF OFFICER ACTIVITY

KEY

TOTAL

TO

FROM

Chart VIIa

(Side 2)

FROM	TO	FROM	KEY	DESCRIPTION OF OFFICER ACTIVITY								
TIME				NUMBER								
SHIFT	OFFICER	KEY		KEY	OFFICER		SHIFT					
		1	Patrol	10	Initial Investigations							
		2	Desk		Follow-Up Investigation							
		3	Traffic Enfor.		Felony Arrest		On View	Not	On View	Not		
		4	Foot Beat		MISD. Arrest		On View	Not	On View	Not		
		5	Property Insp.		Persons Investigated							
		6	Surveillance		Vehicles Investigated							
		7	Juvenile Contacts		Interviews							
		8	Transporting Prisoners		Number of Property Insp.							
		9	Clerical		Open Doors & Windows		5					
		10	Investigation		Traffic Citations							
		11	Supervision In-Field	Parking Summons								
		12	Supervision In-Office	Vehicle Accidents Investigated		3	PD	PI	F	PD	PI	F
		13	Training	Fixed Post								
		14	Court	Vehicle Impound								
		15	Warrants	Vehicle No. _____								
		16	Capias	Ending Miles _____								
		17	Spl. Detail	Starting Miles _____								
		18	Liaison—Public Relations	Total Miles _____								
		19	Equip. Service & Repair	COMMENTS: _____								
		Total Hrs. Worked _____										
		Hrs. Required _____										
		Total Overtime _____										
SIGNATURE _____												
APPROVED _____												

Chart VIII  
**COMPLAINT CARD**  
 WARE, MASSACHUSETTS, POLICE DEPARTMENT

1 NAME		ADDRESS			PHONE	2 CAR/S	3	SGT.
4 INCIDENT		5 LOCATION		6 BEAT	7 REP. AREA	8 COMPLAINT NO.		
9 RECEIVED		10 DISPATCHED		11 ARRIVED AT SCENE		12 BACK IN SERVICE		
13 OFFICER/S ASSIGNED		17 REMARKS:						
14 NOTIFICATIONS SGT. <input type="checkbox"/> CAPT <input type="checkbox"/> CPB <input type="checkbox"/> LT. <input type="checkbox"/> DB <input type="checkbox"/> TB <input type="checkbox"/>								
15 DISPATCHER	16 ACTION TAKEN							
IF MORE SPACE NEEDED TUMBLE CARD-CHECK IF OTHER SIDE USED <input type="checkbox"/>								



INCIDENT REPORT

WARE, MASSACHUSETTS  
POLICE DEPARTMENT 1

Case Number  
Related Case #

1. Incident 2. Reported By 3. Address 4. DOB Month Day Year

5. How Reported Phone  Radio  Citizen  On View  Other  6. Time Rec'd 7. Date Rec'd 8. Rec'd By 9. Officer Assign

10. Place Occurred 11. Occurred Between 12. Time 13. Date 14. and 15. Time 16. Date 17. Weapon Gun  Knife  Other

18. Name No. 1 19. DOB Month Day Year 20. Name No. 2 21. DOB Month Day Year

22. Home Address 23. Phone 24. Home Address 25. Phone

26. Business Address 27. Business Phone 28. Business Address 29. Business Phone

30. Name No. 1 31. DOB Month Day Year 32. Sex 33. Race 34. Ht. 35. Wt. 36. Build 37. Comp. 38. Eyes

39. Address 40. Hair 41. Mustache-Beard-Hair Style 42. Glasses Yes No 43. Carrying

44. Phone 45. Occupation 46. Marks-Scars-Deformities 47. How Dressed

48. Vehicle Used: Yes No 49. Year 50. Make 51. Body Style 52. License No. 53. State 54. Color

55. Name No. 2 56. DOB Month Day Year 57. Sex 58. Race 59. Ht. 60. Wt. 61. Build 62. Comp. 63. Eyes

64. Address 65. Hair 66. Mustache-Beard-Hair Style 67. Glasses Yes No 68. Carrying

69. Phone 70. Occupation 71. Marks-Scars-Deformities 72. How Dressed

73. Vehicle Used: Yes No 74. Year 75. Make 76. Body Style 77. License No. 78. State 79. Color

80. Other

81. ITEM #1 82. Make: Brand: 83. License Number: 84. Year Model

85. Body: Type: 86. SERIAL No. V.I.N. No. 87. Color 88. Value

89. Markings 90. Size 91. Contents

92. Other

93. ITEM #2 94. Make: Brand: 95. License Number: 96. Year

97. Body: Type: 98. SERIAL No. V.I.N. No. 99. Color 100. Value

101. Markings 102. Size 103. Contents

104. Premises or Vehicle Locked? Yes No 105. Evidence Stored: Bin # Locker #

106. NARRATIVE

APPROVED BY:

INVESTIGATED BY:

No. of Pages \_\_\_\_\_