



Westinghouse Justice Institute

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WINTHROP (MASS.) POLICE  
ORGANIZATION STUDY

LEAA TA

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## FOREWORD

The Board of Selectmen and the Chief of Police of Winthrop, Massachusetts, requested technical assistance in analyzing their police department in the light of accepted law enforcement guidelines. In response to this request, the Westinghouse Justice Institute, under the terms and conditions of LEAA Contract J-LEAA-016-72, U.S. Department of Justice, provided Richard H. Ward as Consultant. This report documents the findings developed from his three-day intensive on-site survey conducted in February 1973.

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## 1. INTRODUCTION

The following report is based upon a three-day on-site visit to the City of Winthrop, Massachusetts. The data herein are based upon (a) interviews with police officers, supervisors, the Chief of Police, the Board of Selectmen, and several citizens of Winthrop; and (b) the significant portions of 13 responses to a 17-page questionnaire distributed to all members of the police department. The primary charge of the Board of Selectmen and the Chief of Police was to conduct a general survey of the Town, point up critical areas of need and concern, and make recommendations consistent with the needs of the town of Winthrop and accepted law enforcement management guidelines.

The observations and recommendations contained in this report take into account the Town Meeting form of government which is applicable to Winthrop. The recommendations are, to the extent practicable, consistent with the present structure; in some instances it has been necessary to pose alternatives which will improve management effectiveness and efficiency. The primary goal of the study was to point the way to more effective and efficient police service in Winthrop, within the limitation of the short duration of the study. This latter precluded an exhaustive analysis of various operational aspects of the Department; no attempt has been made to evaluate patrol effectiveness or operational efficiency in the day-to-day context of the Department. However, in view of the findings contained herein, such analysis does appear warranted. Consideration should be given to future research and development.

The cooperation extended by the police officers and citizens of Winthrop indicates a real desire for improvement. The time taken out by these people to candidly discuss the issues and problems was most helpful in the survey; many of the recommendations are a result of suggestions made by those involved in and concerned with policing in Winthrop. The citizens of the Town can be proud of their Department, for it consists of a dedicated group of individuals truly interested in professionalization.

## 2. SUMMARY

Despite its relatively small size, the Winthrop Police Department is today facing challenges unlike most departments of similar size. Its close proximity to the Boston area and its identity as a recreational landmark are but two of the factors that make it unique. Despite a relatively stable residential population, there are indications that some growth is expected in the next decade, and its facilities continue to be taxed as more nonresidents take advantage of its recreational areas.

Despite a desire for professionalization and a positive attitude on the part of police officers, morale is a critical problem. In general, the Police Department does not feel that the Town is supporting it, and a comparison of Winthrop with other departments lends merit to the argument. In many ways the Town has been "penny wise and pound foolish" in not providing adequate equipment. In a time of continuing inflation and excessive taxes, it is not difficult to understand the attitude of the citizenry. Nevertheless, there are deficiencies in the Police Department, many of which can only be rectified through adequate funding.

On the other hand, the Department apparently has not made a strong enough case insofar as its needs are concerned. Further, the administration must be more aware of cost-benefits and resource allocation. A number of improvements could be made at little cost through careful budget analysis and reallocation of funds.

Organization and management of the Department require further study, and should be a primary consideration in the future. In large measure, morale is a function of management, and some attempt should be made to include officers in the development and decision-making process.

The Department appears to be understaffed, given its current workload; consideration needs to be given to its organization for the provision of services. The lack of an adequate records system makes this difficult, and some attempts must be made to analyze performance. There is no formal employee evaluation, which makes it difficult to point out areas where improvement is necessary. The lack of adequate supervision contributes to inefficiency, and the failure to state policy in written form makes it difficult to hold an individual accountable.

The salary scale is probably low for a Town of this size, but comparative data were unavailable. In any event, there is no doubt that the difference between officers' and supervisors' salaries is too small. This results in superior officers having to "moonlight" on details, and in some cases patrolmen are making more money than supervisors. A careful analysis of the salary scale is in order.

The quality of individuals on the Winthrop Police Department is high. There is a genuine desire to improve, and their cooperation in this study is but one example. The future of the Department depends upon cooperation between the citizens--through their elected representatives--and the management of the Department. With this in mind, perhaps the most important consideration is a recognition of the need for communication.

### 3. WINTHROP AND ITS CURRENT POLICE PROTECTION

The Town of Winthrop consists of a relatively stable population numbering approximately 20,000 (see Table 1). Presently, there are 32 sworn officers: a Chief of Police, three lieutenants, four sergeants and twenty-four patrolmen. The Department is four men below its authorized staffing. The ratio of police officers to citizens is one for every 625, or 1.6:1,000. At full strength the ratio would consist of one police officer for every 555 citizens, or 1.8:1,000. According to the FBI Uniform Crime Reports for 1971, this is fairly consistent with the national average of police department employees to population.

TABLE 1

Population of Winthrop  
1955-1970

1955	18,704
1960	20,190
1965	20,398
1970	20,335

The annual budget for the Police Department in 1972 was \$446,789, of which 95 percent went toward salaries and wages. The per capita cost of policing for the year was \$22.34.

The Town of Winthrop is a densely populated residential community with little industry. Its close relationship to beach and recreational areas, and its limited access, present several problems not common to cities of comparable size.

The present structure of the Department provides for one two-man automobile on patrol, a motorcycle and/or a man or two on foot, and a patrolman and a supervisor in the station. Additionally, there is one man assigned to investigative duties from 4-12 p.m., and two men assigned to the day watch, one of whom works primarily with juveniles and the other on case preparations for court. Both officers also perform general investigative duties. These schedules are somewhat diluted by vacations and sick leaves. There are two civilians assigned to the Department who provide clerical and secretarial assistance. A police auxiliary unit frequently provides additional patrol on weekends, both on foot and in a civil-defense vehicle. This vehicle, which bears police markings, is used by patrolmen and supervisors at various times. The Department also has a 1966 van which is used for transporting prisoners and for other law enforcement duties. All of the motorized equipment is in poor repair.

General law enforcement and order maintenance activity within the Department has shown a considerable increase over the past ten years, with arrests rising consistently since 1968 and calls for service rising dramatically since 1963. There was a decline in the number of calls in 1972, which may be related to increases in other areas. The number of criminal cases has also risen somewhat since 1967.

Generally, morale within the Department is poor, supervision is somewhat lax, and there is a need for improved management, planning, research, and administration. The apparent reasons for these conditions are manifold; they are detailed in later sections of this report.

#### 4. ORGANIZATION AND STAFFING

Figure 1 is a tabulation of the organizational structure of the Department. Although the ratio of supervisors to patrol officers appears adequate, there are a number of functional problems due to the relatively small size of the Department. Essentially, these relate to the number of men on patrol and the need for some specialization.

##### 4.1 Patrol Size and Distribution

The utilization of a balanced assignment chart, without consideration of the workload and peak assignment hours, results in an uneven distribution of manpower. Additionally, the use of a two-man car reduces patrol capacity and response time, and the utilization of a patrolman to man the communications center represents a loss of patrol activity. Finally, the absence of a vehicle for supervisors prohibits adequate supervision.

The Department is presently understaffed. The addition of four men, as authorized by the quota, will help alleviate some of the problems. However, as Figure 2 illustrates, the number of personnel in the Department has remained relatively stable since 1965. This coupled with the increased workload suggests that staffing is at a minimum level.

The present organization prohibits patrol flexibility in terms of assignment. There is generally a greater need for additional patrol support on the 4-12 shift and on weekends during the summer months. One method of alleviating this condition would be to establish a "floating" squad with the four additional members being hired. Most urban police departments require newly assigned patrolmen to work specific shifts during their probation periods, and such a practice is not inconsistent with general police policy. The men assigned to the "floating" squad would be required to work steady 4-12 or 6-2 shifts on a rotating basis similar to the present work schedule, that is, four and two.

FIGURE 1

ORGANIZATIONAL CHART  
WINTHROP POLICE DEPARTMENT

Chief of Police

2 Clerks

DAY SHIFT (8AM-4PM)

NIGHT SHIFTS (4-12) (12-8)

1 Lieutenant  
1 Sergeant  
5 Patrolmen  
1 Detective Sergeant: prosecutor  
1 Detective - juvenile off.

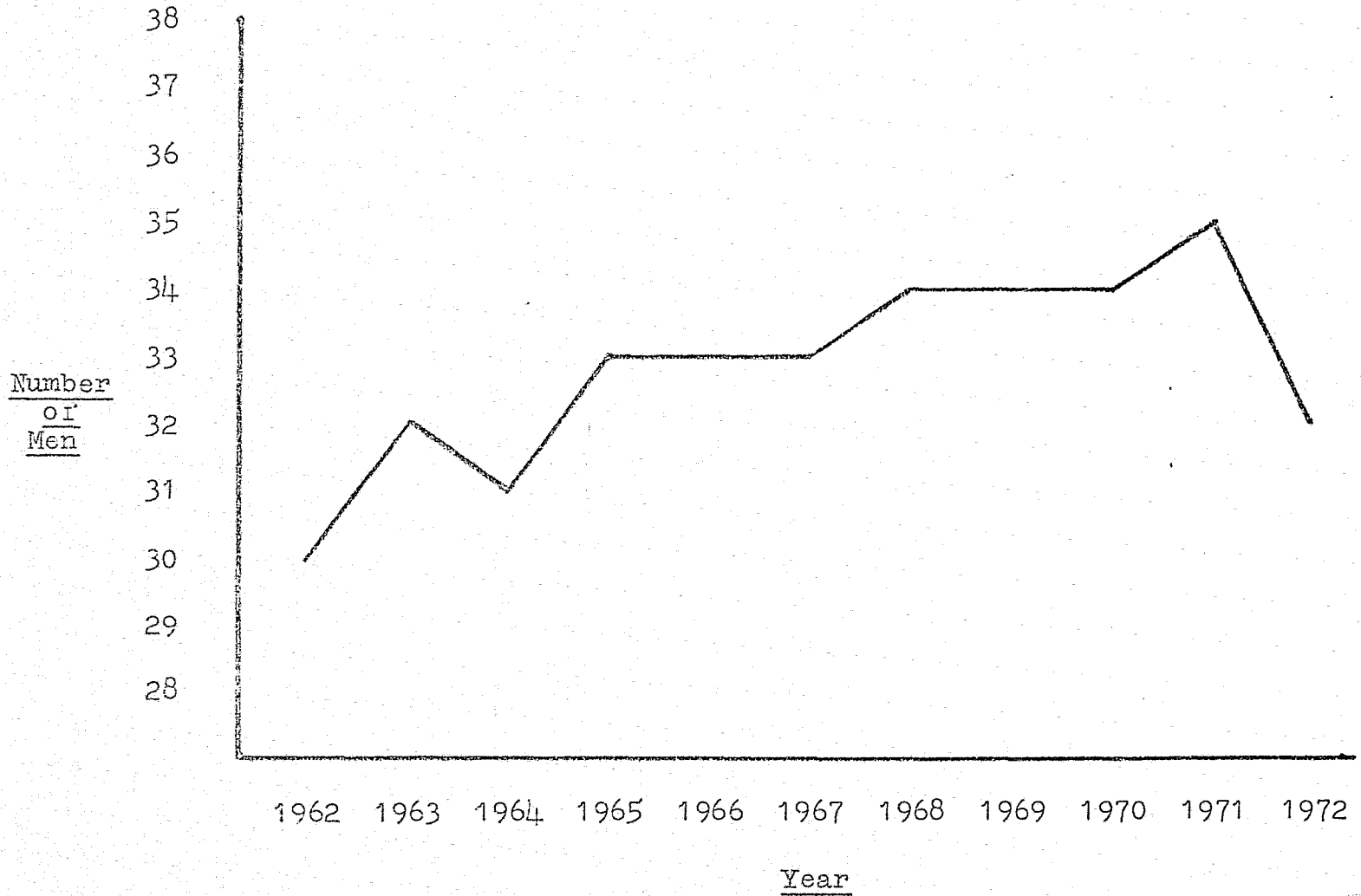
2 Lieutenants  
2 Sergeants  
14 Patrolmen  
1 Detective

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FIGURE 2  
NUMBER OF MEN IN POLICE DEPARTMENT  
1962-1972

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Ideally these personnel should work 6 p.m. to 2 a.m., which would provide overlapping coverage during shift changes and more personnel during peak work hours. In any event, since this addition of four men results in less than one additional patrolman on the street at a given time, all of them should be assigned to the night shift, with no addition to the day shift.

Given present staffing and the workload in Winthrop, the Department is also in need of additional manpower. While there is no set formula for personnel requirements, it would appear that Winthrop could use five additional patrolmen above the present quota. Obviously, the cost involved in additional hiring is a strong consideration, and attempts should be made to seek alternatives.

The present practice of manning the communications center with a patrolman is both costly and inefficient. The Department should explore the practicality of using civilians, preferably police trainees or cadets, for this function. The cost of hiring a trainee is considerably lower than that of a police officer, and would result in additional manpower on the street. Such an approach would realize the benefit of introducing individuals to the Department, and might enhance the recruiting function. College students on a work-study program (or working in the evening hours and attending school during the day) would seem ideal.

Assuming a trainee program were to be instituted, the Department could add one man to each watch at approximately one-half the cost of hiring additional patrolmen. An example of this is as follows:

Cost Factors: TRAINEES VS. PATROLMEN

Cost of hiring five additional Patrolmen @ \$9,187 per year.....	\$45,935 + fringe benefits
Cost of hiring five trainees @ \$5,200 per year.....	26,000 + fringe benefits
Cost saving	\$19,935 + savings in fringe benefits

Further, since trainees should be required to work five days, with two off, an additional saving would accrue.

## 4.2 Specialization

The present organizational structure does not provide for adequate use of specialized personnel. The size of the Department prohibits becoming too specialized, and it would not be wise to move in such a direction. However, by utilizing the individual interests and training of personnel, it should be possible to increase effectiveness and efficiency. In some measure this is being done now, but not in a formal manner. By developing a team approach to the police function, with each individual having a generalist-specialist responsibility, the Department could still maintain its patrol responsibility and provide a wider range of services. While such an approach would involve some training cost, this should be outweighed by the benefits to the Town.

Some of the specialist needs within the Department include planning and research, traffic safety, community relations, evidence collection, crowd control, and juvenile delinquency. Some of these functions are now being carried out, either by personnel permanently assigned or on a part-time basis.

Perhaps the most important need presently existing is in the area of planning and research. Since the Department cannot afford to assign an individual to this task full-time, it might be wise to assign one individual to work four hours a week on planning and research. This should be someone assigned to the day shift, who would be permitted to work on this assignment during the first four hours of his shift on a particular day when the need for men on patrol is at a minimum. Obviously, such an assignment must be taken seriously, and the individual assigned would be expected not only to produce staff reports and recommendations, but to explore the possibilities of external funding for special projects.

Another area of concern, especially given the increased number of traffic accidents, is in traffic safety and investigation. Presently, the Department has one officer assigned part-time to traffic safety. If additional officers were trained on the night shift, it would be possible to increase services. These officers should be responsible for giving lectures during non-peak hours on traffic safety, and would have the responsibility of investigating serious accidents. The Department has requested funding for a safety vehicle, and this might be a first step in the right direction.

Another area which would benefit from partial specialization is that of evidence collection. Presently, the investigators assigned to the day and night shifts do some crime scene work, but their efforts might be supplemented by training several officers in fingerprint collection and photography, and supplying them with the necessary equipment.

Such training and equipment may be available through federal or state funding. The increasing number of burglaries in the Town warrant greater emphasis in this area. Concurrent with this, greater attention should be given to the development of an adequate records section, for under the present system it is unlikely that latent fingerprint collection will have a high payoff. The records section could be maintained by one of the trainees.

Evidently there is some concern in the community relative to the Department, and this might be alleviated by training one or two officers to give talks before and to meet with the community. Community relations is something that all officers should be concerned with and be trained in.

Since the need for training is apparent, one of the supervisors should be designated training officer, and be responsible for developing an in-service training program. This is discussed in more detail in Section 8.2.

If the line-staff organization were changed to a team approach, each man should have a greater degree of involvement in the Department, and greater responsibility. A model of this approach appears in Figure 3.

## 5. MANAGEMENT

There are strong needs in the area of personnel management; both interview and questionnaire results indicate more than slight dissatisfaction in this area. Of twelve people responding to the questionnaire, nine felt that the Department's policies are poorly defined, and the remaining three felt they were adequately defined. These findings are consistent with similar responses to other items on the questionnaire. For example, nine of the twelve respondents disagreed with the statement, "Department policies are communicated clearly to all members of the department." And nine of the respondents disagreed with the statement, "Top management is really concerned about the problems of the average police officers."

Interviews with members of the Department supported these findings, and there appears to be a general feeling that personnel policies are not adequately defined. In some measure this was attributed to outside influence by the Board of Selectmen, although the majority of those interviewed felt a need for more effective leadership in the Department.

The lack of clear-cut policies with respect to management creates uncertainty on the part of subordinates, and results in indecisiveness.

FIGURE 3

TEAM ORGANIZATION

Chief of Police

Team 1

Lieutenant	-	Team Leader
Sergeant	-	Training Officer
Patrolman	-	Evidence Technician
Patrolman	-	Safety
Patrolman	-	Community Relations
Patrolman	-	Planning & Research
Patrolman	-	Plainclothes
Detective	-	Prosecutor
Detective	-	Juvenile Officer

Team 2

Lieutenant	-	Team Leader
Sergeant	-	Equipment Supervisor
Patrolman	-	Evidence Technician
Patrolman	-	Evidence Technician
Patrolman	-	Community Relations
Patrolman	-	Accident Investigation
Patrolman	-	Plainclothes*
Patrolman	-	
Patrolman	-	
Detective	-	Investigation

Team 3

Lieutenant	-	Team Leader
Sergeant	-	
Patrolman	-	Evidence Technician
Patrolman	-	Evidence Technician
Patrolman	-	Community Relations
Patrolman	-	Accident Investigation
Patrolman	-	Plainclothes*
Patrolman	-	
Patrolman	-	

\* Plainclothes assignments would be as needed to work on special problems.

There is a general failure to provide written orders and policies in the Department, which creates confusion as to meaning and intent.

A written order can be a matter of permanent record, reduces confusion to a minimum, and gives consistency to an instruction covering personnel working at different times and in different places.\*

With this in mind, a prime consideration should be the implementation of a formal process designed to establish clear policies and guidelines. This should include general, special, and personnel orders, which should be available to all concerned. Such an approach also makes it possible to establish responsibility and take action where violations occur. Under the present system there appears to be some confusion relative to particular responsibilities.

Finally, the Chief's responsibility to the Board of Selectmen and the Town also appears to need some clarification. There is, for example, some disagreement as to whether or not the provisions of Section 97A of the General Laws apply to the town of Winthrop. General policy should make the Chief of Police responsible for the day-to-day operations of the Department, although of course he is in turn ultimately responsible to the Town and its citizens. The influence of a town's elected representatives, in this case the Board of Selectmen, is generally something that should be clear to all parties. This is not the case in Winthrop now.

## 6. SUPERVISION

Line supervision in the police department is virtually non-existent. While the feelings of subordinates toward their supervisors are mixed--questionnaire results were evenly divided on the feelings of respondents toward their supervisors--it is apparent that patrolmen are not supervised properly on the streets. A major problem in this respect is the lack of transportation available to supervisors.

The present policy in Winthrop requires a supervisor to be on duty in the station at all times. While this presents no problem when two supervisors are working, it makes it impossible for a superior to conduct inspections when he is alone. There is no reason why a supervisor should be assigned permanently to the station, for in the event he is needed he could be called in by radio. Indeed, from a management and

\* Eastman, George and Ethel, editors, Municipal Police Administration. (Washington, D.C., International City Management Association, 1971), p. 41.

supervision standpoint, supervisors should be required (although they cannot now do so in Winthrop) to inspect subordinates periodically during each shift.

With this in mind, it is recommended that a vehicle be purchased for supervisors, and that each supervisor be responsible for the actions of men assigned to him. This means that a supervisor of patrolmen should not be assigned the responsibility for the station house. Such an approach not only results in greater patrol coverage, but maximizes the use of resources. The cost of providing the automobile, given the benefits, is minimal.

Under the present system, patrolmen are permitted to take their cars to post, which is a questionable practice that should be eliminated. However, to do so also requires the addition of patrol personnel, for there must be a means to provide backup support to the motor patrol team. Generally, foot patrolmen should be driven to their posts by a supervisor or the radio car team, and they should be picked up by them at the end of the shift. This eliminates any allegations of wrong-doings connected with having a car on post.

While the relationship of supervisors to patrolmen in a small department is likely to be closer than in the larger urban departments, it must be a rule that supervisory responsibility outweighs friendship. There are some indications that supervision within the Department, from an administrative standpoint, is also lacking. There is no formal roll call procedure, and many of the functions are carried out in a haphazard manner. Such an approach is not only inefficient, but may also prove dangerous, for if there is no formal sign-out procedure, there is no way of accounting for personnel assigned. In the event an officer is injured on his post and has no way of calling for assistance, his absence could go unnoticed under the present system.

In general, there is a lack of adequate training and responsibility in this area, and some consideration must be given to improvement. Supervision is an internal problem, and one that must be worked on by all concerned.

## 7. OPERATIONS

Although the short duration of this study precluded an in-depth analysis of the operational aspects of the Department, a number of points should be raised.

### 7.1 Work Load

To begin with, the workload of the Department has increased significantly over the past few years. Figures 4-9 offer a graphic portrayal of workload over the past ten years.

FIGURE 4

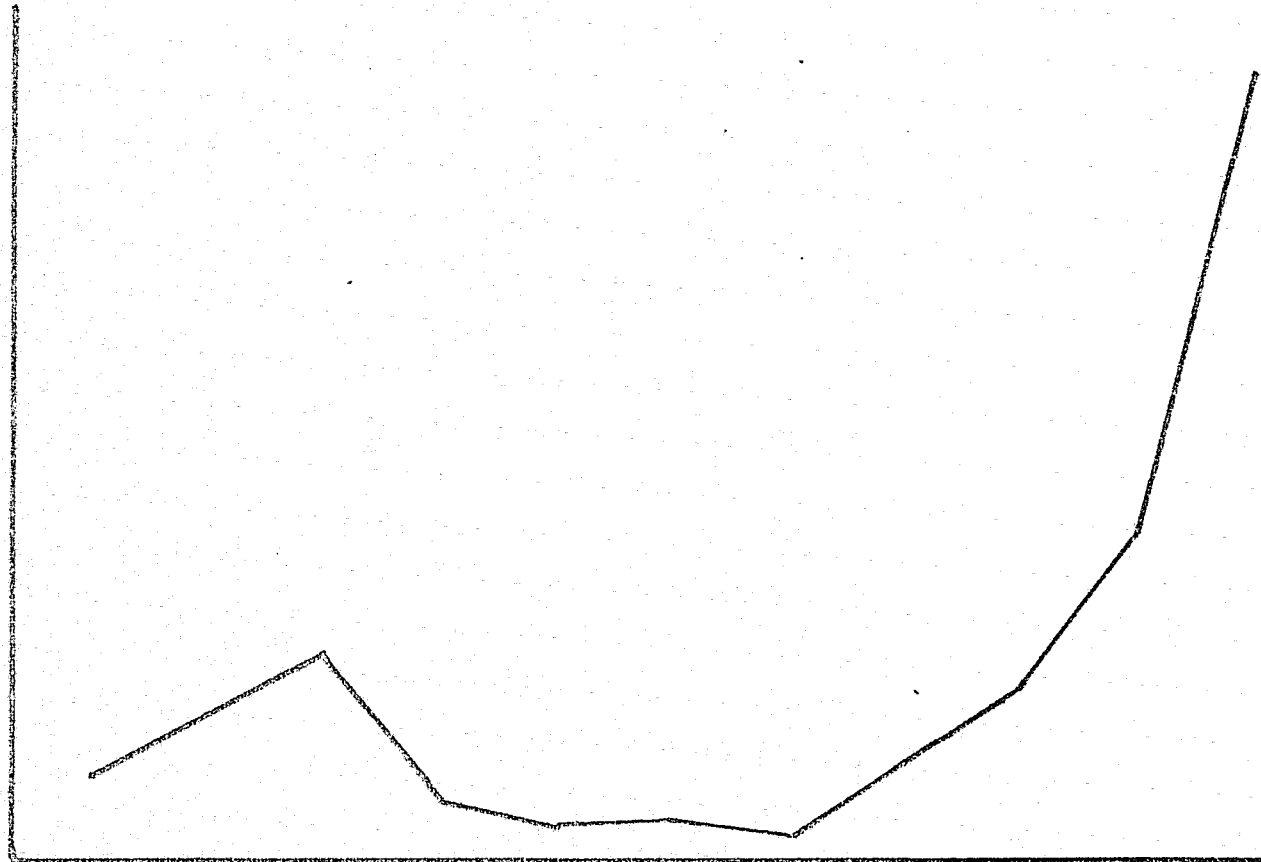
ARRESTS  
CRIMES AGAINST PERSONS AND PROPERTY

1962-1972

R-73-124  
13

Number  
of  
Arrests

250  
240  
230  
220  
210  
200  
190  
180  
170  
160  
150  
140  
130  
120  
110  
100  
90  
80  
70  
60  
50



1962 1963 1964 1965 1966 1967 1968 1969 1970 1971 1972

Year



FIGURE 5

ARRESTS AND SUMMONSES  
CRIMES AGAINST PUBLIC ORDER

1962-1972



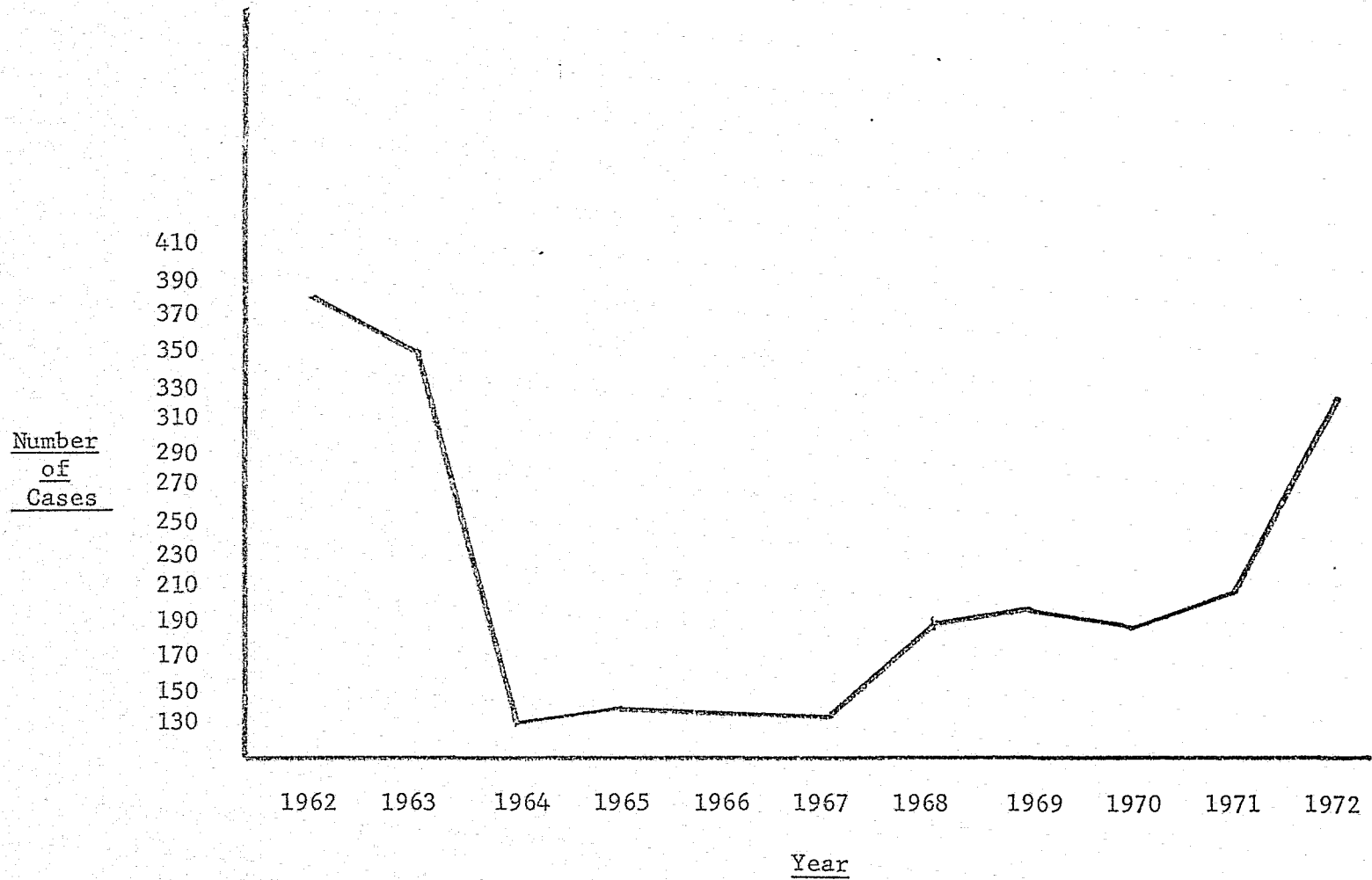
Number of  
Arrests &  
Summonses

R-75-124  
14

FIGURE 6

CASES INVESTIGATED  
CRIMINAL

1962-1972



R-73-124  
15

FIGURE 7

CASES INVESTIGATED  
HOUSE CALLS

1962-1972



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16

FIGURE 8

CASES INVESTIGATED  
MISCELLANEOUS

1962-1972



R-73-124  
17

Number  
of  
Cases

Year

FIGURE 9

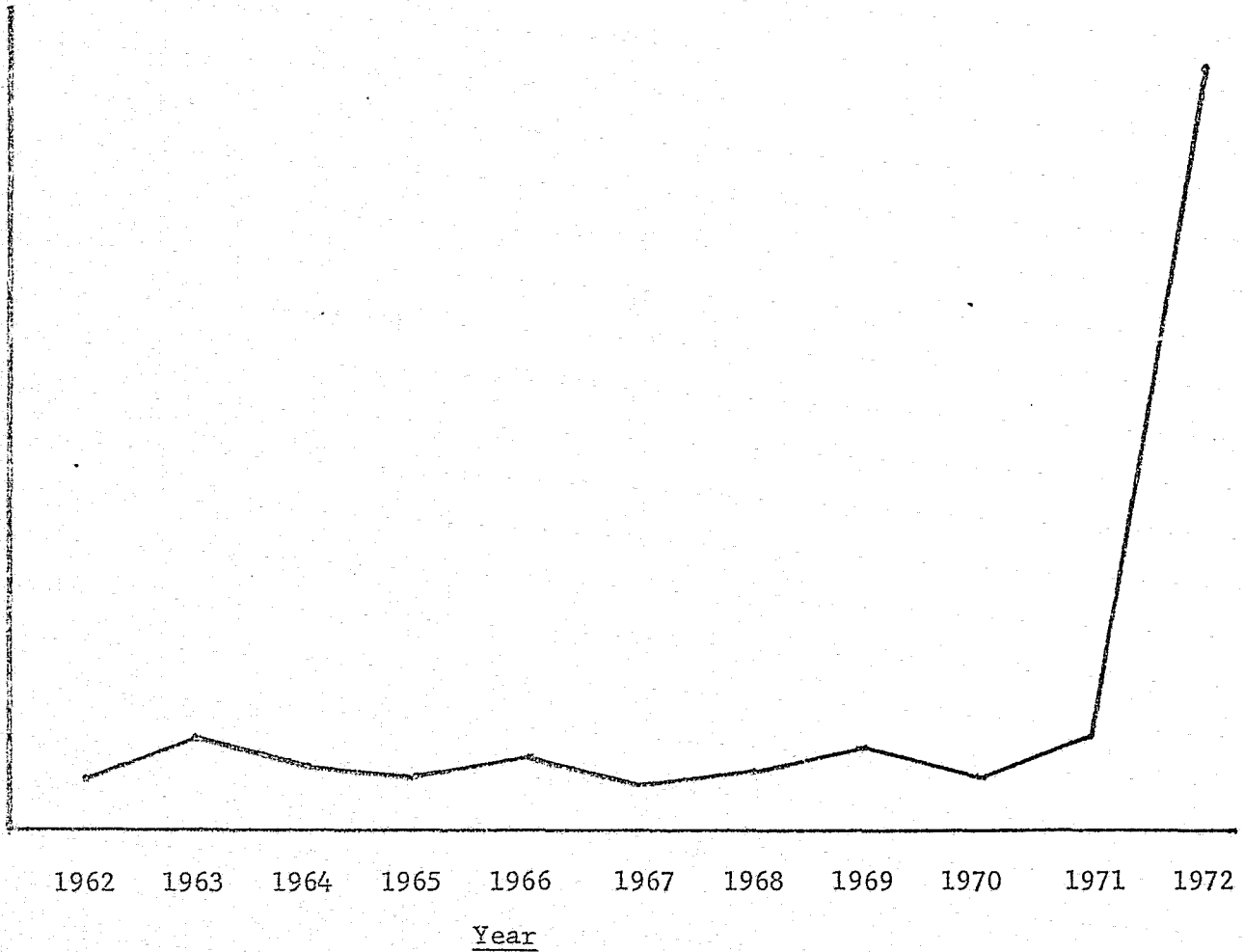
CASES INVESTIGATED  
AUTOMOBILE ACCIDENTS

1962-1972

R-73-124  
18

Number  
of  
Cases

1200  
1150  
1100  
1050  
1000  
950  
900  
850  
800  
750  
700  
650  
600  
550  
500  
450  
400  
350  
300  
250  
200



The number of arrests for crimes against persons and property have been increasing steadily since 1968. This is but one indication of the need for further analysis and evaluation of Departmental activity. When one compares the increases in workload to the number of officers employed, it becomes apparent that one radio car cannot adequately serve the needs of the community.

There are no data available for ascertaining the best possible resource allocation, but peak workload hours should be analyzed in order to better distribute personnel.

## 7.2 Foot Patrols

The utilization of foot patrolmen is questionable, and something that should be reviewed in Winthrop. Providing one extra vehicle would not only enhance the patrol capability, but provide for backup and increased services. The large number of calls justify an additional vehicle on patrol. During the summer months, the Department should also consider adapting one or two motor scooters to cover those areas now covered by foot patrolmen, which would increase their mobility and make it possible to patrol residential areas more effectively.

## 7.3 Two-Man Patrol Cars

Presently the Winthrop Department utilizes a two-man car. This practice is not generally considered good police management, although given the present organization, and the lack of a backup team, it is understandable. However, if an additional vehicle is assigned to the Department, it should be a one-man car. An analysis of crime patterns and trouble areas should be undertaken to determine the best method of deployment. Ideally, there would be three one-man cars on patrol at a given time, one of which could be an unmarked vehicle which could be used to conduct investigations.

## 7.4 Investigative Effectiveness

Currently it is impossible to ascertain investigative effectiveness. The Department employs three investigators, although one spends most of his time on prosecutions and one works primarily with juveniles.

### 7.4.1 Record Keeping

There was no way to determine the number of cases solved by investigation, or the actual number of crime scenes processed. With the increasing number of residential burglaries, some effort should be made to develop a better reporting system and provide for greater

follow-up. Training of several officers in evidence collection techniques, as noted earlier, may increase the probability of case solutions. However, the lack of adequate records system and proper equipment will also have an impact in this area. While the Department is too small to have its own crime lab facilities, it might consider purchasing some of the more rudimentary equipment necessary to make fingerprint comparisons and do basic photographic work. The individual currently assigned to this work does much of it in his own home and supplies much of the equipment himself.

The present reporting and records system leaves much to be desired, from the types of forms to the methods of filing and recording. The present "officers incident report" requires a narrative description. This proves both time consuming and ineffective, for it is easy to leave an item out. Figure 10 is an example of a forced response report, which requires the officer to collect certain types of data.

An analysis of the reports submitted to the Federal Bureau of Investigation for the Uniform Crime Reports indicates some discrepancies, especially insofar as cases cleared is concerned. While the discrepancies appear to be minor, it would be advisable to review the reporting procedures.

No radio log is maintained in Winthrop; all incidents and calls are supposed to be recorded in the journal. In order to develop a better understanding of the types of calls, times of response, and outcome, a new reporting system in this area should be explored.

#### 7.4.2 Door Checking

The current practice of checking doors should also be questioned. Patrolmen indicate that they spend numerous hours checking doors, which is something that most police departments abandoned years ago.

In one study conducted in New England\*, it was estimated that a small department conducted approximately 2,590,770 door shakes per year, finding only one open for every 5,955 shakes. The situation is likely very similar in Winthrop.

If a department is shaking doors routinely, the chief should explain to businessmen why he is discontinuing the practice and how the selective

\* Ibid, p. 99

**COMPLAINT REPORT \*FOR OFFICE USE ONLY** (Do Not Fold This Report) Additional Copies Required For: Complaint File No.

FD 313 152 (Rev. 10-71) (FORMERLY U. F. 81)

Complainant's Surname	First Name	Business Phone	6. Date and Time Reported				14 *	15 *	19. Pct	22. Compl. No.
Complainant's Address		Residence Phone	11. Day, Date and Time of Occurrence				16 *	17 *	27. Post	30. C.C.D. No.
		Apt. No.	36 *		39 *	40 *	41 *	42. Pct of Arrest	45. Arrest No.	
Offense (if any)										
Place of Occurrence		<input type="checkbox"/> Inside <input type="checkbox"/> Outside	50. Type of Property		51. Value of Property		57. Value of Property Recovered			
Type of Premises, Business, etc.			<input type="checkbox"/> Lost <input type="checkbox"/> Stolen							
Alarm No.		Pct.	Date and Time Transmitted		1. Autos Stolen or Recovered		2. <input type="checkbox"/> Autos Recovered by Other Auth. 3. <input type="checkbox"/> For Other Auth.			
Referred to		64. *	4. Currency		5. Jewelry					
Closed by Uniform Force		Desk Officer's Rank/Signature		6. Furs		7. Clothing		8. Firearms		
<input type="checkbox"/> Yes <input type="checkbox"/> No				9. Miscellaneous						
Witness's Surname		First Name	Address and Apt. No.				Residence Phone	Business Phone		
1.										
2.										

**PERPETRATOR'S DESCRIPTION** Victim will view photos  Yes  No

Sex	Color	Age	Hgt.	Wgt.	Hair	Eyes	Complexion	Other (Scars, Tattoo, Clothes, etc.)
1.								
2.								
3.								

**PERSONS ARRESTED:**

Surname	First Name	Address and Apt. No.	City
1.			
2.			

**DETAILS AS REPORTED BY COMPLAINANT AND/OR INITIAL INVESTIGATING OFFICER**

USE REVERSE SIDE IF MORE SPACE IS NEEDED (Carbon must be inverted)

<b>VEHICLE USED</b>	Make	Year	Color	License No.	State	Body Style	Other Characteristics
<b>WEAPONS USED</b>	<input type="checkbox"/> Revolver <input type="checkbox"/> Automatic <input type="checkbox"/> Pistol		Caliber	Knife (Describe)		Other (Specify)	
<b>EVIDENCE</b>	<input type="checkbox"/> None <input type="checkbox"/> Personal Belongings		Specify				
<b>DESCRIPTION OF LOST OR STOLEN PROPERTY - See Appendix G of R. &amp; F. Property Clerk Voucher No.</b>							
Article (Name Only)	Quantity	Value	Description (Include Serial Numbers Where Possible)				

Initial Investigating Officer's Name (Typed)	Investigating Officer's Signature	Precinct Commander's Signature
Rank Name Shift No. Command		Rank Name Command

Figure 10. Sample Complaint Report



shaking concept (shaking doors periodically on a random basis) will permit the department to give target occupancies more effective protection through more efficient and much more frequent coverage.\*

#### 7.4.3 Summer-Month Strategies

Some consideration must also be given to developing alternative strategies during the summer months. While the beach area is not considered to be within the Winthrop Police Department's area of responsibility, they are frequently faced with policing it. The citizen does not want to hear that it is in another jurisdiction. The Department does not currently provide for water safety in and around the town, despite the numerous boat clubs and beach areas. Consideration might be given to "taxing" the boat clubs to support police coverage on the water and so reduce vandalism and theft at the water recreation sites.

The traffic problem in Winthrop, particularly in the summer months, is readily apparent. The two roads in and out of town severely restrict traffic flow. As new construction and development of new recreation areas continue, the problem will worsen. The Department should be planning for effective traffic control. This might include using civilians during the hours of severest congestion, and working with the Highway Department to analyze traffic flow and develop improved routing patterns.

### 8. PERSONNEL

#### 8.1 Attitudes and Morale

Generally, there is a strong desire on the part of police officers in Winthrop to do an effective job. However, this is clouded by a morale problem, existent at virtually every level of the Department, which is undoubtedly affecting performance.

The most common reasons given for poor morale were interference by the Board of Selectmen, poor leadership, no set policies, poor pay and benefits, and lack of support by the citizens of the Town. Of the twelve respondents to the questionnaire, ten felt that working conditions in the Town were poor, eleven felt that public support of the Department was not high, and all twelve disagreed with the statement, "Morale in the department is high." Eight of the respondents indicated that their morale was low. The almost unanimous agreement to these questions, and similar findings from the interviews, indicate that morale is a serious problem in Winthrop.

\* Ibid., p. 99

The short duration of this study made it impossible to provide all the answers to this problem. Certainly, a primary concern is the lack of internal and external communication. In order to clear up some of the misunderstandings, it might be wise to develop a committee consisting of the Selectmen, the Chief of Police, a lieutenant, a sergeant, and two patrolmen, with the responsibility of meeting and discussing the issues confronting the Department. Since there are presently a great deal of mistrust and confusion, opening the lines of communication will perhaps lead to identification and solution of some of the problems. Representation on the committee among lieutenants, sergeants, and patrolmen should be by a vote, with each constituency electing its own representative(s). This would tend to eliminate implications of bias. This committee should not have power to make policy decisions, but rather should explore problem areas and make recommendations for improved morale.

The use of written orders and policies was discussed earlier, but it should be noted again that such an approach will reduce misunderstanding and confusion. Consideration should also be given to writing a manual for police officers, which sets the standards and expectations for employment in Winthrop. Presently, there appear to be several areas of confusion with regard to operating policy. This makes it difficult if not impossible to provide adequate supervision.

The Department and the Town should also communicate with other police departments of similar size in order to ascertain prevalent personnel policies and salary schedules. This should help in the formulation of new programs, and offer some baseline which could be used in collective bargaining. Salaries, workload, educational incentives, shifts, and promotion policies were of concern to those officers interviewed.

Finally, some consideration must be given to the budget process, for under a segregated budget the Department suffers when it cannot transfer funds to meet needs. A perfect example is the inability of the Department to use funds allocated for new personnel for overtime when understaffed. The lack of adequate vehicles also contributes to poor morale, and under the present system the Department cannot purchase required equipment unless it is specifically approved. The current equipment in the Department is in poor condition, and there are no provisions for adequate maintenance. If the Town expects a professional police department, it cannot ask its officers to go "begging" to have a vehicle serviced, or to secure equipment.

## 8.2 Training

The present training policy within the Department leaves much to be desired, despite efforts to improve in this area during the past

year. According to some officers, an individual may be on the street months before he attends the training academy. Despite this he is given a firearm and, with little or no knowledge of firearms procedure or the laws of arrest, he is assigned to patrol. Such an approach is not only dangerous to the community, but unfair to the officer.

Advanced and in-service training should be a primary consideration in the budget, and funds should be made available to permit officers to attend regional training schools. They in turn should be expected to provide in-service training. A supervisor should be designated training officer and should develop a comprehensive training program. The utilization of outside consultants to give lectures is relatively inexpensive and, if video-taped, could be used for subsequent sessions.

Despite the existence of an educational incentive program, few officers take advantage of it. A number of officers feel that the program is not only inadequate, but that it is difficult to get the incentive pay. Here again there appears to be a lack of communication. Ideally, an officer should be reimbursed for college credit, whether he received it before he joined the Department or while in the Department. Further, an officer should be encouraged to pursue courses in addition to law enforcement subjects, and incentive pay should not be limited in this regard. The educational incentive program in the Framingham Police Department offers one model that might be explored.

**END**

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