

**REPORT**

**MANCHESTER-BY-THE-SEA, MA**  
**POLICE DEPARTMENT**  
**ORGANIZATIONAL ASSESSMENT**

**NOVEMBER 2015**

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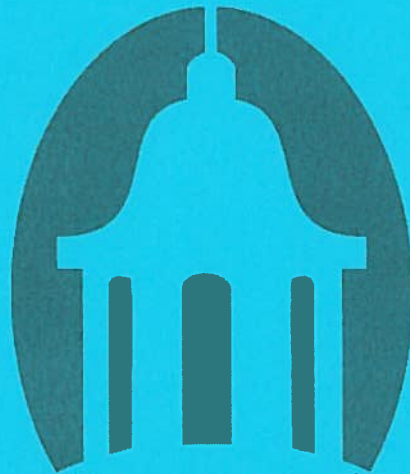
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# ***REPORT***



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**POLICE DEPARTMENT**  
**ORGANIZATIONAL ASSESSMENT**

**SEPTEMBER 2015**



**CHAPTER 1**

**OVERVIEW**

The Town of Manchester-by-the-Sea, Massachusetts, a municipality within Essex County, engaged Municipal Resources, Inc. (MRI), of Meredith, New Hampshire, to conduct a review of the public safety departments within the community. The consultants were to concentrate on making observations and comments regarding the organizational structure and staffing of each public safety department, as well as review other aspects of the fire and police departments which would impact the efficient delivery of public safety services within the framework of national best practices. This document is the report of the assessment of the Manchester-by-the-Sea Police Department. MRI assembled a team consisting of retired Massachusetts police chiefs Bruce MacDougall and Neil Ouellette, led by MRI vice president and Project Manager Alan Gould, to work on this project.

The MRI police team met extensively with Chief Glenn McKiel, as well as members of his staff to determine the current operational status, challenges, and future goals of the department. The team inspected the Manchester-by-the-Sea police station facility and reviewed Chief McKiel's plans for renovation of the communications and lobby areas. With the assistance of Town Administrator Gregory T. Federspiel, eight "comparable communities" in Massachusetts were identified, and a survey requesting pertinent public safety details was requested from each. This project also included offering a community survey to residents in order to adjudge how the department is perceived by the community at large. Team members interacted with department employees and took a tour of the community. Key members of the department were interviewed in order to gain relevant information regarding the rules and practices of the department. All data and observations were analyzed in relation to comparable communities, as well as national best practices as determined by the standards of the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA).





## CHAPTER 2

### POLICE DEPARTMENT FACILITIES

#### Overview

A police station fulfills a number of needs and functions within a community. Obviously, it is expected to house the municipal police operation, but the building itself represents so much more. The structure is a symbol of the local government at work, a place where citizens turn for assistance when confronted with problems, crimes, or accidents. It is imperative that it be professional in appearance and a model of efficient usage to reflect the work that occurs within its walls. The building needs to be identifiable, accessible, and usable to the public, while at the same time being a structure that effectively houses the unique functions that transpire within a modern police department.

The layout of the facility should include a welcoming greeting area, office space to allow for effective work to transpire, significant storage space, interview rooms equipped as mandated by recent court decisions, a sufficiently sized evidence room, a well-planned and constructed prisoner holding area, a training/meeting area, a report writing/roll call area, a break room with kitchen facilities, locker rooms and bathroom facilities for both genders, proper space for equipment, as well as computer and communications equipment, records storage space, a secure sally port, and adequate accommodations for vehicle parking.

Public safety buildings are usually planned for a fifty year life. To plan and construct a building for less of a horizon usually leads to the need to build a new structure long before it was planned. Once a new police facility is constructed, it is often neglected and forgotten. A police station, like any public or private structure, must be cared for through adequate maintenance, care, and attention. Time and money need to be assigned for the ongoing maintenance and upgrading of this municipal asset to assure a long and productive life in service to the community.

#### Observations

The Manchester-by-the-Sea Police Department is a masonry and brick building attached to the town hall, and centrally located at 10 Central Street. The structure was built in 1970, and first occupied in 1971. There is no signage directing attention to the facility other than the markings on the exterior of the building. The interior of the structure is made up of a main floor consisting of a lobby and a communications/report room, which is also shared by the administrative assistant. The chief and the sergeants also have separate offices on this floor. A set of stairs leads to a basement floor which contains areas for prisoner booking, cells, and one locker room. E-911 and computer equipment is stored in the hallway, along with a long gun locker. Additional office space was recently acquired in the basement area connecting the police department with town hall, and this space accommodates

the department's second in command, Lieutenant Todd J. Fitzgerald, as well as the department's detective/court prosecutor. The overall usable square footage is approximately 1989 square feet based upon a recent department measurement. This includes 742 square feet on the main floor, 1090 on the lower level, and 157 square feet in the new office for the lieutenant and the detective. These figures do not include the garage/sally port which contains 1092 square feet.



The heating system for the facility is electric and no outstanding problems were reported. Cooling is provided by one air conditioner in the communications/report writing/administrative assistant area, as well as one air conditioner in the chief's office. These two window air conditioners do not adequately cool the facility, with variations of temperature and noise interfering with work. There was no other air circulation provided in the design of the building. The electric system for the facility is described as mostly adequate with some need for additional outlets. There is a backup generator. The generator is tested once a week and the department has a contract with an outside vendor to provide preventative maintenance. The facility is provided with town water and town sewerage. There is a major problem

with the sewer system as it backs up two to three times a year, spilling raw sewerage on the basement floor. Different attempts to correct this issue have failed to date.

The police station is wired with internet access and all officers are provided access. The police department currently uses a software package called Microsystems to provide for its records' management system. The police department is linked to town hall and shares an email system with other town departments. The server for the E-911 system is in the basement hallway. During a recent visit, MRI observed the doors to the E-911 cabinet open with fans blowing toward the server. MRI was told that the temperature of the server had gone to high and that the department was told the system would be deactivated if the temperature was not lowered.

Access to the facility is by the use of hard keys. There is a closed circuit television system in place which is monitored by the dispatcher on duty and is also recorded. Cameras watch key locations inside and outside the police station and town hall. A handicapped entrance to town hall is controlled by a buzzer in the communications room for after-hours access. Overall security of the police department is inadequate. This is particularly true in the lobby/communications area. The building is not protected by a sprinkler system or a burglar alarm. A holding cell is used to house evidence and this cell is card access controlled. There are smoke detectors and CO2 detectors in the cell area. The Town has a contract for a private company to clean the Police Station and Town Hall three times a week, but, unfortunately, the interior of the Police Station reflects a lack of basic cleaning. MRI police team members observed trash baskets overflowing on multiple occasions.

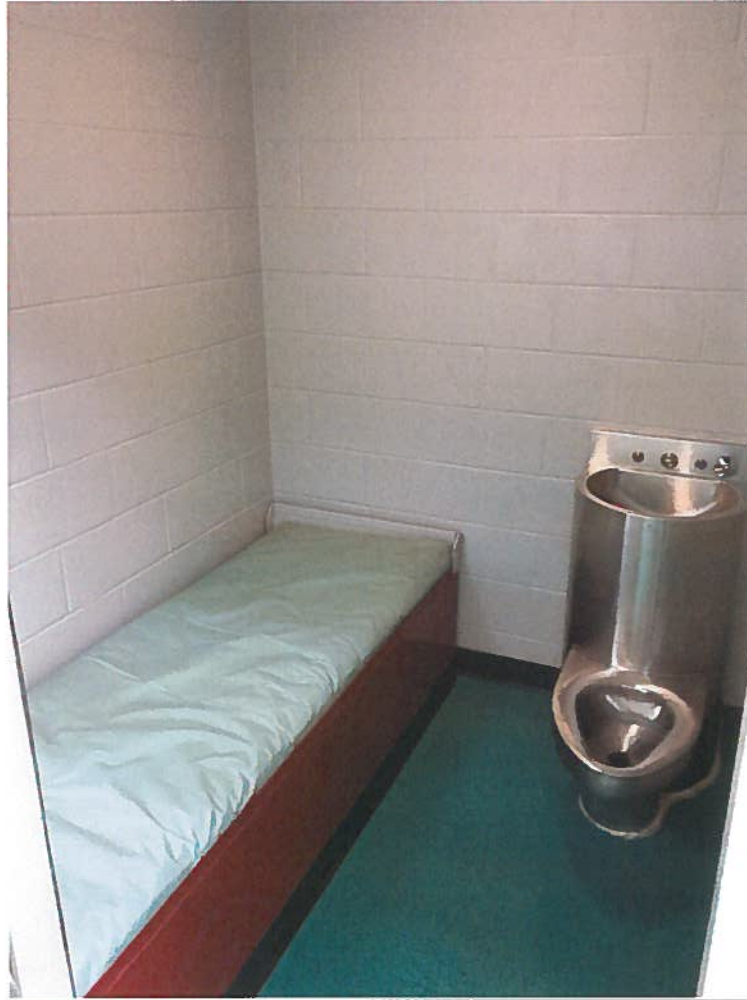
Parking space availability for department vehicles, employees, and visitors was adjudged to be inadequate by visiting team members based upon multiple observations. This parking lot is a major municipal parking area and is utilized by employees and visitors to town hall, as well as persons visiting other nearby buildings, including day visitors and shoppers. The garage/sally port, which is used to escort prisoners into the building, has not been viewed from an officer safety or prisoner escape perspective as many long handled tools which could be used as potential weapons remain unsecured.



A close inspection of the booking and cell areas of the building was conducted by the MRI police team. There is a panic button in the booking room, as well as panic alarms on officers' portable radios. There are secure lockers for officers to store their firearms during the booking process. Arrest bookings are entered directly into the computer system by the booking officer. When possible, there is a second officer present. Digital photos are taken of each prisoner and uploaded to become part of the arrest report. Fingerprints are taken using the ink system and forwarded to the Massachusetts State Police for digital entry into nationwide data bases. Prisoners are often released on bail, with those that must be held driven by cruiser to Middleton, where they are left in the custody of the Essex County Sheriff's Department.

Prisoners being held in Manchester are monitored by closed circuit television by the dispatcher on duty. Mandatory, in person, prisoner checks are recorded by an officer hitting a button on the cell hallway wall. All supervisors are trained in prisoner suicide prevention as required by law. All officers have access to universal precaution supplies and equipment for cases of exposed body fluids. There is a fire extinguisher and a first aid kit present. Prisoners could rinse their eyes after being sprayed with

pepper spray utilizing the sink in each cell, but an eye flush sink was not available. There are no records of ongoing sanitation or security inspections of the holding area by the Manchester Police. The chief was able to provide a copy of the May 8, 2015, inspection report of the cell area as conducted by the Massachusetts Department of Public Health. There were some minor cleanliness and supply issues noted in that report which have already been addressed. Of a more serious concern were potential prisoner suicide risk observations by the state inspector. The inspector made three observations of potential anchor points for prisoner suicide by hanging. These were described in the report as “The ceiling ventilation grill in cells M2, M3, and F/J1. The Central door support in cells M2 and M3. The support beam in Cell M3.” These issues have never been brought up through the State inspection before this May and Chief McKiel is reviewing each item with the inspector. If modifications prove necessary, the Chief is prepared to solicit quotes for the required repairs. In 2012, as part of the police accreditation process, the Manchester-by-the-Sea Fire Department provided the police department with the legal requirements for life safety equipment and inspections for the police station. This includes annual inspections of fire extinguishers, fire alarms, heat detectors, smoke detectors, and CO2 detectors. There is no record of such annual inspections being made other than the cards on the fire extinguishers in the building. Smoke and CO2 detectors are found in the cell and booking areas, but nowhere else in the building. An evacuation plan map is posted on the wall in the booking room, but there is no indication it has been approved by the fire department.



Chief McKiel has sent a plan for relocating the lobby window and communications room to the town administrator and board of selectmen. This would allow for utilization of the present lobby as a much needed conference/interview room, and a redesign of the current communications/report writing/administrative assistant area into a more professional space allowing for improved working conditions. The town has responded by providing partial funding for the beginnings of this project. Repurposing the current lobby area, as well as whether a combined police/fire communications room will be needed, remain matters under consideration by the town.

### **Recommendations**

- 2.1 The town should consider street signage on main streets identifying the location of the police station.

- 2.2 Further attempts to remedy the sewerage backup problem at the police station should be undertaken. Regardless of who may occupy this building in the future, the sewer issue amounts to a significant health issue and requires on-going attempts to find a solution.
- 2.3 The overall security of the police facility needs to be improved, especially in regards to the lobby area. Insurance groups such as the Massachusetts Interlocal Insurance Association (MIIA) have given grants in the past for such purposes.
- 2.4 With the assistance of the Manchester-by-the-Sea Fire Department, additional smoke and CO2 detectors should be purchased and installed as required.
- 2.5 The lack of overall cleanliness of the police facility requires attention. The interior of the building has a need for a thorough cleaning. Maintenance of this municipal asset, which is utilized around the clock, requires more than a brief visit from a cleaning company once a week.
- 2.6 The sally port/garage where prisoners are led into the building should be revisited by department personnel and viewed from an officer safety and prisoner escape perspective. One example would be the removal or securing of the large number of long-handled tools resting up against walls which could be used as weapons against an officer by a prisoner who has slipped his/her handcuffs.
- 2.7 The department should experiment with scanning and uploading copies of arrestee's fingerprints to arrest reports. This would keep the report, the photo, and the fingerprints all in one location.
- 2.8 The department should consider if the installation of an eye wash sink would offer superior service to a prisoner or officer who has been contaminated by pepper spray, rather than utilizing the sinks in department cells.
- 2.9 The chief should designate an officer as keeper of the lockup. A job description and policy should be written and adopted. This individual should make documented inspections of the cell and booking area on a weekly basis, checking for sanitation and security issues.
- 2.10 The suicide prevention recommendations recently noted by the State Department of Public Health should be resolved.
- 2.11 The Manchester-by-the-Sea Fire Department should be engaged with assisting the police department with meeting mandated life safety requirements. This would also be helpful in the police accreditation process. The fire department should be requested to perform an annual inspection of the police facility and point out any suggestions for enhanced safety. This should

include approving all posted evacuation plans. Records of those inspections should be maintained.

- 2.12 The lack of a female locker room should be addressed through the use of a written directive until such time as a new police facility can be secured.
- 2.13 Chief McKiel's suggested repurposing of a portion of the current lobby area should be given serious consideration. The square footage and operational needs of the police department are quite real and negatively impact police effectiveness.
- 2.14 There are a large number of serious building deficiencies facing the current police facility. Many of the deficiencies noted in this chapter were also observed in the 2006 Study of the police department conducted by CTC, Inc. It is quite evident that a new structure to house the police department is needed. The community should begin the very long process of placing a new police station into their capital improvement plan.





## **CHAPTER 3**

### **VEHICLE FLEET AND EQUIPMENT**

#### **Overview**

Police vehicles are a means to transport a trained police officer to the scene of an incident where his/her experience and municipally granted authority are required. Types of vehicles utilized in police service are selected based upon a number of factors, including the ability to function well in all kinds of driving conditions, as well as being able to safely hold emergency equipment, tools for accidents and investigations, and handcuffed prisoners. Patrol officers spend a great deal of time in their vehicles and it acts as their office. Cabin space must be sufficient to allow for drivers to remain seated for long periods of time without incurring adverse physical conditions. Engines for a vehicle used by the police are susceptible to long hours of idling, interspersed with sudden instances of emergency operation. Often the expected life of a police vehicle is measured in engine hours rather than mileage due to this idling issue. Vehicles that are driven by multiple operators appear to sustain more wear and tear during their lifetime than vehicles assigned to one or two officers. Police vehicles must be reliable, well maintained, and replaced on a consistent schedule. For these reasons, it is important for a community to have a reasonable vehicle replacement plan and a vigorous preventative maintenance program.

In addition to a marked and specially equipped police vehicle, a police officer is uniformed to distinguish him/her from other individuals and he/she is assigned a number of pieces of personal equipment that allows the officers to fulfill their mission. Uniformed officers must be well dressed, groomed, and equipped. Efforts must be ongoing to assure that uniformed officers, as well as plainclothes officers and civilians, represent the agency and the community well by adhering to the highest standards of appearance.

#### **Observations**

The Manchester-by-the-Sea Police Department currently utilizes a fleet containing a total of ten vehicles. This number is broken down into three marked patrol vehicles operating as front line vehicles, three administrative vehicles for training and court, a vehicle for the chief of police, and a vehicle for the detective. The fleet also contains one spare marked vehicle and a K-9 cruiser which was an older cruiser scheduled for trade but was retrofitted with grant funds for its current purpose. The department also controls two specialty vehicles; a 2003 Honda 4-wheel, all-terrain vehicle (ATV) and a 2014 Harley Davidson motorcycle. The ATV is owned and the motorcycle is on a two year lease. The department has a policy governing police vehicles, 1-48.2014.

With the exception of the all-terrain vehicle and the motorcycle, all vehicles in the fleet are Ford products and consist of both sedans and sports utility vehicles (SUVs). The oldest vehicle in the fleet, excepting the ATV, is a 2011 Ford Crown Victoria sedan. The newest is a 2015 Ford Police Interceptor. Front line cruisers are currently on a three year replacement plan. Administrative vehicles are on a six year replacement plan. A spare cruiser is maintained by keeping the best of any cruisers slated for trade-in. The K-9 cruiser will be replaced with additional grant funding. Vehicles are purchased through a state bid following appropriation of monies in the Capital Budget at Town Meeting.



Department of Public Works employees complete routine maintenance on police vehicles, with a Ford dealer completing all warranty and more complex repairs. The municipal mechanics are not Automotive Service Excellence (ASE) certified. The department purchases a three year unlimited warranty with each new cruiser, which keeps repair expenses to a minimum. Police department vehicles are detailed once a year, with officers responsible for keeping the interiors and exteriors clean at all times. Officers have access to protective equipment should they need to clean body fluid spills in a vehicle. Officers inspect their assigned vehicle before each shift, but they do not utilize an inspection sheet. Damage or mechanical issues are conveyed to the officer assigned to oversee the fleet, as well as notifying the chief and the lieutenant. Cruisers taken off-line for safety or maintenance purposes are listed on a cruiser status board.

A review of the number of marked and unmarked vehicles for comparable departments indicates a high of 11 in Cohasset and a low of 5 in both Topsfield and Wenham. Manchester-by-the-Sea registered with 8. The numbers included in this analysis do not include specialty vehicles such as motorcycles or off-road vehicles. In an effort to determine a fair numeric ratio upon which to analyze these results, MRI devised a ratio arrived at by dividing the number of cruisers by the number of full-time officers. The results range from a low of .4 in Dover, to a high of .7 in Carlisle. Manchester-by-the-Sea's ratio is .57, which places it as third from the highest, with Carlisle and Cohasset with a higher ratio of cruisers to number of officers. Included in the number of cruisers for Manchester-by-the-Sea is a cruiser dedicated to the K-9 program. This vehicle cannot be used for any other purpose or by another officer. This vehicle was purchased with grant funds. The Chief's vehicle, the detective's vehicle, and the K-9 vehicle are dedicated to specific purposes and generally not utilized by other officers. Vehicles are required to transport officers to the recruit academy as well as other training opportunities. Cruisers are also needed to transport officers to court and to be available for service on the front line due to routine maintenance or major breakdowns.

<b>NUMBER OF CRUISERS PER FULL-TIME OFFICERS IN FY 2016</b>			
	<b>Cruisers*</b>	<b>FT Sworn Officers</b>	<b>Cruisers per Officer</b>
<i>Carlisle</i>	7	10	0.7
<i>Cohasset</i>	11	18	0.61
<i>Dover</i>	6	15	0.4
<i>Hamilton</i>	7	13	0.54
<i>Marion</i>	8	15	0.53
<i>Topsfield</i>	5	11	0.45
<i>Wenham</i>	5	10	0.5
<i>Average</i>	7	13	0.53
<i>Manchester</i>	8	14	0.57
<i>* Includes marked and unmarked sedans, no specialty vehicles</i>			

Front line cruisers are equipped with a shotgun, a rifle, a laptop computer, a prisoner containment divider for one prisoner, a life vest, a rescue ring, a rescue disk, limited accident and crime scene equipment, a fire extinguisher, oxygen, an Automatic External Defibrillator (AED), and a first aid bag including an EpiPen and a sharps container. Some items not seen in the inspection of a line cruiser were video recorders, an animal snare, or tire deflation devices. The Town of Manchester currently relies upon the Fire Department to administer the opiate overdose neutralizer, Narcan. In opiate overdoses, the few minutes between the arrival of a police officer and the fire department paramedics may be crucial to the patient's recovery.



Sworn officers of the department currently carry Glock, Model 22, .40 caliber, semi-automatic pistols. Chief McKiel relates that the department has had a very good record with these weapons. A new generation of the same make and model pistol has been ordered and will arrive at the department shortly. After the transition to the new firearm, the department will have six spare weapons. Officers have access to a Glock trained, in-house armorer, and these firearms are inspected at the annual qualification. Other personal equipment issued to officers includes pepper spray and an expandable baton. The department does have one less than lethal weapons system which provides the ability to shoot bean bags from a shotgun. Officers do not currently carry Tasers.

The Manchester-by-the-Sea police uniform consists of an all dark blue uniform, which is common for local police agencies in New England. The chief, on occasion, wears a white shirt for special occasions. The department has a written directive on the care and wearing of the uniform and issued equipment. Uniform parts are specific as to make and model and approximately three uniform companies in the area are used by officers. Sworn personnel currently receive an annual clothing allowance of \$1,100.00 and an annual cleaning allowance of \$225.00. The uniform allowance is a credit which can be used at a uniform supplier. The cleaning allowance is issued by check to individual officers. The chief states that supervisors are vigilant for uniforms showing wear or in need of cleaning. All officers viewed by the MRI police team appeared to take pride in the wearing of the uniform and the general impression was of a professional appearance.

The department has a ballistic vest policy which mandates officers wear their protective vests on duty. The agency participates in both the federal and state vest purchase grant programs, and follows manufacture's recommendations to replace vests every five years.

In the cruiser, equipment, and uniform areas, the town and the Manchester-by-the-Sea Police Department are doing a number of things correctly. Putting cruiser purchases on a pre-determined schedule, purchasing a warranty covering vehicle mechanical issues, and having officers responsible for cruiser cleanliness would all fall under this comment. The town has not made the mistake of issuing checks for uniform replacement directly to officers, as happens in many communities, but rather has established a credit system. The department also mandates the wearing of a protective vest by officers and defrays the cost of vest replacements through utilization of the vest program grants offered at the federal and state level.

### **Recommendations**

- 3.1 The Town of Manchester-by-the-Sea should investigate the value of training at least one of their municipal mechanics to the standard of having Automotive Service Excellence (ASE) status.

- 3.2 The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) requires agencies seeking accreditation to have

*A written directive specifies the equipment to be included in every patrol vehicle and establishes a system to ensure replenishment of supplies for operational readiness (Standard 41.3.2).*

MRI would therefore suggest the department consider the development of a written directive covering the required equipment to be in patrol vehicles, along with a computer based or hard copy cruiser inspection sheet to be completed by each officer at the beginning of his/her tour.

- 3.3 The department should review the value of video recorders, animal snares, tire deflation devices, and Narcan, and decide if any of these items should be added to the standard equipment for patrol vehicles.
- 3.4 The department should re-visit the Police Vehicle Policy and re-write the section on Specialty Vehicles to more specifically respond to the requirements of CALEA standard 41.1.3, such as authorization, conditions, and limitations of usage, as well as a listing of equipment to be kept in the two specialty vehicles.
- 3.5 The department should consider instituting more frequent handgun inspections by supervisors. An annual inspection is insufficient to assure firearm readiness.
- 3.6 All department personnel that could potentially be exposed to bodily fluids, such as blood in a cruiser, in addition to access to universal precaution supplies, should be trained in proper cleaning methods to avoid contamination.
- 3.7 The chief should ensure that all officers are trained in the utilization of the less than lethal weapons system, bean bag rounds. All officers should be comfortable and able to place this system into use with incidents requiring this response. This weapons system should be a topic for a written directive.
- 3.8 The department should monitor surrounding and comparable communities for their adoption of Tasers. Communities around the country are demanding that some individuals in need of being taken into custody or stopped from continuing their actions be subdued through a means short of the use of a firearm.

## CHAPTER 4

### USE OF TECHNOLOGY AND CURRENT RECORDS

#### Overview

The role of the law enforcement has changed drastically over the last decade due to the fact that emerging technology has impacted not only the way we investigate and respond to crime, but the domination it has had on changing the way criminals now commit offenses against their victims. It is common in policing today that some type of technology plays a vital role in the commission of a crime. Police departments need technological capabilities to meet the challenges of responding to and investigating these crimes. Smart policing requires officers and employees to understand and use multiple technological platforms as they perform day-to-day duties from call taking and dispatching, to responding to calls for service, and capturing evidence, in an information age that allows a patrol officer to snap a picture of a video monitor from an armed robbery and within seconds transmit it to police officers in multiple jurisdictions. In today's society, most people possess a mini-computer, such as a smart phone, to not only communicate by telephone, email, and social media platforms, but to conduct personal banking, purchase goods and services. This technology also allows for the ability to track an individual in real time or during a future investigation. As we manage technology within law enforcement we need to evaluate varying technologies to determine what benefits administrators can realize on staffing levels, while being aware of the recurring costs associated with purchasing and maintaining these technologies.

Unfortunately, some law enforcement agencies, especially smaller ones, often struggle financially to provide emerging technologies within their agencies. Grant funding and regional partnerships are two important options available to smaller agencies as they develop and implement technological capabilities within their jurisdictions.

#### Observations

The Manchester-by-the-Sea Police Department has a limited amount of technological capabilities within the agency. One of the first observations which MRI made relating to technology was the lack of a Computer Aided Dispatch software application to identify and record calls for service within the agency. The agency does utilize its Pro IV Sun Microsystems records management platform for logging police incidents. Additional areas of concern within the dispatch area is the lack of any mapping program, real-time geographical information system map of the service area, an electronic roll call platform for immediate recall of noteworthy information regarding crimes, wanted persons and vehicles, and operational electronic data which can be accessed during crisis events.

The Massachusetts State 911 Department provides Manchester with four wired 911 lines, four wireless 911 lines, one published two-way number, and a single one-way incoming phone line. The equipment is standard “Vesta Pallas” technology with Orion MapStar call mapping software. The 911 equipment is located on the lower level of the police station, in the common corridor that leads to the prisoner holding area, and often the door is open on the unit so fans can cool the equipment. This situation places the emergency 911 equipment at risk and can also be a hazard for officers and prisoners who must walk past this equipment daily. The Massachusetts State 911 Department provides all required emergency 911 system equipment to the Public Safety Answering Point (PSAP) and also funds equipment and training needs through the Massachusetts State 911 Department’s Support and Incentive Grant and the 911 Training and Emergency Medical Dispatch (EMD) compliance grant.







According to Chief McKiel, the department utilized the Support Grant to purchase a new Zetron dispatch console system in January 2011. The console monitors seven channels: Manchester-by-the-Sea police main channel, Manchester-by-the-Sea fire main channel, DPW main channel, Boston Area Police Emergency Radio Network (BAPERN), North District, BAPERN area wide channel 3, and BAPERN area wide 4. The equipment for this console is located in a rack/cabinet in the office next to dispatch. There are also two radio cabinets in the attic of the building. One contains the BAPERN Control Station and the other contains a back-up repeater for the police department. There is also a Manchester-by-the-Sea Fire CDM1250 unit located on top of one of the cabinets that is connected to the main radio console. Additional radio equipment, which provided the town with a back-up communications system, is located on the second floor of Town Hall in a room adjacent to the Emergency Operations Center (EOC), which is the Board of Selectman's room. Although this equipment is secure and not accessible to the public, it lacks any HVAC equipment to regulate the temperature of the equipment. The department has its own police channels and is a member of the Greater Boston Police Emergency Radio Network, which allows for cross-jurisdictional police interoperability within the region. The fire department is also a member of the Essex County fire radio system, which coordinates mutual aid responses within the region.

The police department has its main radio transmitter in a secure masonry building on Powder House Hill. The equipment is located in a locked radio cabinet and is equipped with a UPS battery backup. The radio is connected back to dispatch with a copper phone line. There is a voting receiver that determines appropriate radio signal paths mounted on the Essex fire watch tower, which is also connected by copper phone line. The tower is in a very obscure location, and can only be reached by a department owned All-Terrain Vehicle.

The police department utilizes Motorola HT 1250 portable radios and the cruisers are equipped with a mix of Motorola Centracom radios and a newer vintage Kenwood model radios. Cruisers currently are equipped with Patrol PC mobile computers and one spare cruiser has a Dell laptop computer. The mobile computers are networked and able to connect back to the station via the Criminal Justice Information System, and officers are able to run registry and warrant queries from the cruiser that backfill mobile reporting software. Currently, the department provides two I-phones capable of a host of computing and messaging, one to the chief and one to the detective/prosecutor. Other members of the department utilize their personal cellular telephones for communications with the station.

The department currently does not possess or authorize Electronic Control Devices such as devices commonly known as Tasers; however, some department personnel mentioned the perceived need for such a less lethal force option. MRI understands that some communities feel that electronic control devices are not necessary due to the size of the department and being a very safe community; however, currently the police are dealing with large numbers of citizens

who suffer from mental health and substance abuse issues across the country who often pose a threat either by possessing a weapon, such as a knife, or place themselves in a threatening position in hopes that they will be shot by a police officer (Suicide by Cop). Officers without less lethal force options are often forced to deploy deadly force against these suspects, often ending in tragedy for the officer, suspect, and family. Manchester-by-the-Sea should consider providing officers with electronic control devices. A cost effective approach to their implementation would be to purchase three units and exchange them from officer to officer at shift change, as most shifts there are two patrol officers and a supervisor on duty.

The Manchester-by-the-Sea Police Department currently has one in-house Dragger alcohol breath-testing machine and a portable breath-testing unit. The units are calibrated and serviced by the Office of Alcohol Testing under the Executive Office of Public Safety and Security at no cost to the department. The department currently does not have an electronic finger print scanner to process arrestees' fingerprints at the point of booking. This is significant due to the fact that a fingerprint scanning unit is able to electronically send the prints to the FBI database, where they are compared to known prints of offenders across the country and returned, sometimes in a matter of minutes. Due to the mobility of our population it is more important than ever to confirm the identities of arrestees prior to their release on bail. Additionally, their previous record, along with their status as drug and sex offenders, could have a significant effect in their proper handling by officers and weigh into the decision by the court to release them. Manchester-by-the-Sea should consider funding a fingerprint scanner if the department is unsuccessful in obtaining a grant for this equipment.

### **Recommendations**

- 4.1 The Manchester-by-the-Sea Police Department should attempt to secure funding by grants or budget requisitions to implement Computer Aided Dispatch, a mapping program, and an electronic roll call platform for dispatch, especially if they will be providing police/fire dispatching services as GIS overlays are instrumental when coordinating emergency response within the community.
- 4.2 The Manchester-by-the-Sea Police Department should evaluate the benefit of implementing electronic control device technology within the department to allow officers an additional force option to deadly force within the community.
- 4.3 If the dispatch center is going to be renovated and relocated, the Manchester-by-the-Sea Police Department should consider relocating 911 technologies to another more secure climate controlled area of the building.
- 4.4 The Manchester-by-the-Sea Police Department should attempt to fund an electronic fingerprint scanner if the department is unsuccessful in the grant application process.

## CHAPTER 5

### DISPATCH FUNCTION

#### Overview

Policing has changed dramatically over the last several decades. Keeping pace with the acceleration of new technology has proved challenging for most law enforcement agencies. Nowhere has that change been more dramatic than in the area of communications. The use of computers, the internet age, the increasing accessibility of information, and the recognition of the critical role telecommunications professionals play in providing safety and security for our citizens have all combined to place significant demands on limited resources. Still, the basic function of Public Safety Communications has not changed over the years. According to CALEA, the core function of any communications division is to satisfy the immediate information needs of the law enforcement agency in the course of its normal daily activities and during emergencies (CALEA Chapter 81). This means being able to effectively transfer information between the public and the officer on the street.

#### Observations

The dispatch center is located within the police facility, in a small area behind the front lobby, staffed by a civilian employee, who acts as a receptionist to visitors in addition to his/her dispatching responsibilities. Although, there is a counter that partially secures the area from the lobby, a person with evil intent could easily access the center and overpower the civilian, especially if no sworn officer was present in the station. The public is also in a position to overhear sensitive radio and telephone conversations, along with observing the dispatchers and all activity being conducted in the center, including a television set which dispatchers are allowed to watch during downtime. Currently, three full-time dispatchers work a 5-2, Monday through Friday, schedules, and are supplemented on the weekend by four part-time dispatchers, some of whom are also reserve police officers. One prominent issue that MRI detected is that all full-time dispatchers work Monday through Friday, leaving the busiest shifts/days covered by part-time personnel, where often the most serious calls and incidents are processed. MRI's experience in dispatch centers in Massachusetts indicates that most dispatchers work on a rotating 4-2 schedule, similar to their policing counterparts, and many provide civilianized police/fire dispatch services.



The Manchester-by-the-Sea dispatch center provides dispatching services to the police department and will take over the fire department dispatching when a fire/medical call requires all on-duty personnel to respond for service. Currently, police dispatchers provide Emergency Medical Dispatching (EMD) services to the community, but instead of utilizing the computerized Medical Priorities ProQA application, Chief McKiel advised that they prefer to use the old manual card sets to conduct EMD. MRI would caution against this practice as the computerized application allows for call tracking of the matrix of questions and responses which the card sets do not. The recorded telephone could be utilized if there was question; however, the call must be recorded and archived properly.

The Town of Manchester-by-the-Sea contracted MRI to conduct a feasibility study in January 2015 to evaluate benefits for Manchester-by-the-Sea to join the Essex County Sheriff's Department Regional Emergency Communications Center (ECRECC) for police/fire dispatch services. That Study's findings identified cautions based on the current organizational structure of the center and line of authority. Research indicated that although there are two executive boards which are comprised of police chiefs and fire chiefs who are supposed to determine

dispatch policies and protocols, MRI felt that because the director and assistant director of the center report directly to the sheriff, the boards were really advisory in nature and did not have to respond to the board's request. This came from a couple of participating communities commenting that although the ECRECC listens to their requests, they do not always accommodate them as they think they should. There was also trepidation due to the possible inclusion of the City of Lawrence within the center's service area, which MRI felt that due to the size and sheer volume of calls for service required for that city, Manchester-by-the-Sea could receive a decreased level of dispatching service. At that time MRI recommended that Manchester-by-the-Sea move toward joining the center as long as the prelisted quantifiers were fully vetted with the town.

Town elected officials indicated that Chief McKiel and his department were very reluctant to give up the dispatch function, professed that crime victims would be vulnerable if the station was closed, and did not believe that the dispatch services would be conducive to the service in which Manchester-by-the-Sea residents had grown accustomed. Apparently, meetings were held to evaluate the ECRECC and numerous police personnel in uniform attended the meetings, thereby transitioning it into a political issue as opposed to a service delivery issue. As a result, the town has been directed by the board of selectman to progress on a dual path, whereby they will create a civilian police/fire dispatch center by reclaiming some additional space from the town hall and lobby area, and move the center into an enclosed area to service both departments, along with looking into joining a regional dispatch center which the City of Beverly will build and manage. MRI would caution the elected and appointed officials that much thought and contemplation should be exerted prior to agreeing to transition dispatch services to a community that has never before performed civilianized combined police/fire dispatching. The City of Beverly employs civilian Fire Alarm Dispatchers to service the fire department, but police dispatching has historically been accomplished through sworn officers. The ECRECC has absorbed talented civilian dispatch personnel from numerous communities that it serves with significant experience in this sector.

Currently, the dispatch center utilizes one existing console to provide service to police personnel. As mentioned in the previous chapter, the center lacks any formal Computer Aided Dispatching (CAD) software application; however, the police do have the Pro Q IV Records Management System (RMS) by Sun Microsystems which includes the mobile module. The department has laptop computers in every police cruiser that are networked to the station via air card, so officers can run plates and persons, allowing the mobile system to backfill reporting fields, thereby saving time and officers from needing to return to the station to compile minor incident reports. Although the department does not currently have any electronic solution for roll calls or a real-time geographic information systems town-wide mapping solution, MRI discussed the opportunity to procure these applications under the Massachusetts 911 Department's Support and Incentive Grant, which provides Manchester-by-the-Sea with \$10,874 annually to be utilized for dispatch equipment. Fortunately, Manchester-by-the-Sea

has utilized the monies for upgrades to the dispatch center as opposed to some municipalities that write off dispatch salaries and realize no enhancement of operations equipment.

MRI reviewed dispatch policies, procedures, and practices, and found the dispatch center to provide quality services to the police department considering a significant lack of technology and software systems, along with very cramped quarters, which appears to be a fishbowl for the public wishing to conduct police business. Numerous policies have been revamped due to the pending certification process and numerous standards were allegedly incorporated within their policy and procedures; however, MRI was provided a complete copy of newly written policies the week of September 15, 2015, although a large number of them have not yet been issued to personnel.

MRI observed the following areas not to be complaint with national best practices within the dispatch area. The dispatch policies lacked a written directive establishing procedures for obtaining and recording relevant information of each request for criminal and non-criminal service or self-initiated activity (CALEA 81.2.4). The policies lacked a written directive, which establishes procedures for radio communications to and from field officers (CALEA 81.2.5). The center does not currently have any status indicators for officers to show who is available for service and those tied up at a call for service. There was no written directive describing procedures to be followed by communications center personnel in responding to victim witness calls for information or services (CALEA 81.2.7). The policies lacked a written directive, which specifies criteria for accepting and delivering emergency messages (CALEA 81.2.11). There was no written directive establishing procedures for prompt handling and appropriate routing of misdirected emergency calls (CALEA 81.2.12). The dispatch center does not have security measures to limit access to authorized personnel, as all officers have to pass through the center as they enter the station's front door, and it appears personnel congregate during slow periods.

### **Recommendations**

- 5.1 The Manchester-by-the-Sea Police Department should consider bargaining a change in hours if needed with the full-time dispatchers to incorporate a 4-2 schedule, and consider hiring one additional dispatcher so that the majority of dispatching shifts will be covered by full-time personnel and should realize consistency in dispatching duties on the weekends when serious situations arise.
- 5.2 Manchester-by-the-Sea should move cautiously in partnering with any agency to provide dispatch services due to the fact it may be costly or impossible to have their 911 telephone lines reconnected in the local center if they are not happy with the service level provided, especially if the proposed center lacks experience in civilianized public safety dispatching.

- 5.3 Manchester-by-the-Sea Police Department should consider procuring a Computer Aided Dispatch (CAD) software solution, along with a mapping module and electronic roll call application if they continue dispatching at the local level by leveraging State 911 Support and Incentive Grant Funding.
  
- 5.4 Manchester-by-the-Sea Police Department should issue current policies and ensure these written directives cover the previously described standards, which were lacking during our review.



## CHAPTER 6

### WRITTEN DIRECTIVES REVIEW

#### Overview

Necessity requires that every police department have a written set of directives outlining the policies and rules that will govern the police operation. Rules are required to standardize the work being performed, the appearance of officers, and the employee discipline delivery system. Policies are needed to guide officers in how the department wants various crimes, accidents, and incidents processed and resolved. It identifies expected performance levels, and acceptable and unacceptable actions by the employee. It identifies job descriptions, which are also included among the required directives to ensure that officers appointed to a specific rank or level of responsibility are aware of all of their duties. Together, this set of written directives gives all persons with an interest or responsibility in policing in the community, a definitive view of what is supposed to be done, how it will be done, and by whom. They exist to minimize the liability of the department, protect citizens and officers from unfair treatment, and provide a high level of service to the public. Although written directives cover all aspects of the police operation, most important are those directives that deal with high liability areas of the organization, which could open the agency to large civil awards in the future. MRI confined their review to those high liability police and procedure reviews.

#### Observations

The Manchester-by-the-Sea Police Department has been enrolled in the Massachusetts Police Accreditation Commissions self-assessment process since November 2012. Currently, the department has a host of newly created policies and procedures, which appear to be state of the art policies containing standards for those national best practices that the Massachusetts Police Accreditation Commission requires for their certification program. MRI will evaluate those high liability policies individually below to assure the community that all required national best practice standards are covered. MRI was provided copies of the following high-risk policies during a site visit but they did not have any issue of effective date attached. MRI requested a matrix or spreadsheet from Lieutenant Fitzgerald but instead they were provided an e-mail with all the issued policies attached on September 14, 2015 at 18:13 Hrs. along with another e-mail containing policies that had not yet been issued to personnel. The department has continued to issue numerous newly written policies over the course of MRI's review. As a result, the report reflects observations relating to written directives and practices, which were in place and known to department personnel when observations of that specific area were conducted.



## Pursuit

The Manchester-by-the-Sea Police Department currently has a vehicle pursuit policy, which is consistent with national best practices. The policy does not have an issue date attached to it so it is unclear if it is currently in place. MRI requested a status report or spreadsheet indicating what policies have been issued, what employees have been trained on, and what policies are still awaiting formal distribution to the department. Lieutenant Fitzgerald provided a listing of issued policies on September 14, 2015, and the pursuit policy was not included in the listing.

## Use of Force

The Manchester-by-the-Sea Police Department provided policy # 1-9.2013, Use of Force, to MRI for review. This policy did not contain a date of issue or effective date; however, it was issued to personnel prior to September 14, 2015, according to Lieutenant Fitzgerald. Initial review found some areas of concern, such as the policy defines auxiliary officers as non-sworn employees, but the next paragraph, Procedures, section A, bullet 2, indicates that an auxiliary officer may use force against another when he/she is making or assisting in making an arrest. National best practices require any officer capable of making arrests to complete a full-time academy prior to having that authority (CALEA Standard 33.4.1). Page 3 contains quantifiers after "The use of deadly force during an arrest is not justifiable unless the employee effecting the arrest:"; the remaining three bullets should be indented. Section 4, Defense of a third person, bullets 2, 3, and 4 should also be indented for the same reason. Page 6, section C, bullet 3, has a typographical error "probably cause" instead of reasonable belief. Page 7, # 2 "where practical, prior knowledge to discharging a firearm", officers shall identify themselves as law enforcement officers and state their intent to shoot appears to be another typographical mistake. Page 7, section (D), Deadly Force Restrictions, bullet (2), Moving Vehicles: decisions to discharge a firearm at or from a moving vehicle shall be governed by this policy and are prohibited if they present an unreasonable risk to the officer or others, but does not contain restrictive language requiring the officer to reasonably believe he or others to be in imminent danger of death or serious bodily injury, nor does it describe the inability for a bullet to penetrate a vehicle or glass. The policy also speaks to a separate and distinct policy for reporting the use of force, although allowable, it seems counterintuitive to have a separate and distinct policy for reporting the use of force. The current policy does describe the escalation and de-escalation of force continuum and appropriate measures to be used on suspects based on their actions and level of resistance. The only additional information, which could assist officers in comprehending the policy, is the colored escalation and de-escalation of force diagram utilized by the Municipal Police Training Committee (MPTC).

## Evidence and Property

The department's Property and Evidence Policy, # 1-21-2014, has been reviewed as part of this assessment. Although the policy lacks any issue date, when MRI toured the facility it appears the department is following the policy in practice. On page 5 of the policy, the last sentence above # 3 appears to be a typographic error and does not make sense. One omission was found on page 8, under section 11, Special Considerations Items; jewelry was not included in the items, which national best practices suggest requires heightened security (CALEA 84.1.2). On page 13, the paragraph above (G) Vehicles, contained a typographical error. On page 14, under section 12, Evidence Room Access, states a half door gate, but upon inspection, MRI observed that the evidence locker was housed in an abandoned holding cell with a cell door. The remainder of the policy appears to satisfy national best practices. The policy has been issued prior to September 14, 2015, according to Lieutenant Fitzgerald.

## Holding Facility

The department's Holding Facility Policy, # 1-18-2014, was provided to MRI for review. This policy also lacks any date of issue or effective date; Lieutenant Fitzgerald confirmed that it was issued previous to September 14, 2015. One area was found to be lacking in the current operational policy, was the lack of a written directive requiring doors to unoccupied cells be locked when not in use (CALEA 72.4.4). Although MRI did not receive the holding facilities written directive approved by a licensed physician identifying the policies and procedures to be followed when a detainee is in need of medical attention. Lt. Fitzgerald told us that a licensed physician on the Board of Health approved the holding facility policy. MRI suggested that it would be best to have a licensed physician who serves as medical control of the hospital facility that receives patients/prisoners, from the department sign off on the policy (CALEA 72.6.1).

## Recommendations

- 6.1 The Manchester-by-the-Sea Police Department should create or evaluate a matrix to determine what policies and procedures have been implemented and make note on the policy indicating issue date and effective date.
- 6.2 The Manchester-by-the-Sea Police Department should clarify the policy surrounding auxiliary police officers making arrests and deploying force as described previously in this chapter.
- 6.3 The Manchester-by-the-Sea Police Department should clarify the section on firing at or from a moving vehicle and include language consistent with an officer reasonably believing he/she or another is in imminent danger of death or serious bodily injury,

along with precautionary language about a bullet's ability to pierce metal or glass, and correct additional spelling and grammatical mistakes in the policy.

- 6.4 The Manchester-by-the-Sea Police Department should consider combining use of force reporting within the Use of Force policy and add the color coded escalation and de-escalation of force diagram.
- 6.5 The Manchester-by-the-Sea Police Department should add jewelry to those articles requiring added security procedures and correct the spelling and grammatical mistakes mentioned.
- 6.6 The Manchester-by-the-Sea Police Department should consider having the medical control physician of the local emergency room sign off on the holding facility procedures for detainees requiring medical treatment.
- 6.7 The Manchester-by-the-Sea Police Department should consider mandating that unoccupied cell doors are secured while not in use, consistent with national best practices (CALEA 72.4.4).

## CHAPTER 7

### CITIZEN COMPLAINTS, INTERNAL AFFAIRS INVESTIGATIONS, AND INTERNAL DISCIPLINE

#### Overview

Every police department, regardless of size, must have a means of conducting internal investigations relating to complaints against the department or its employees for improper conduct. In most departments, internal investigations arise from citizen complaints rather than through charges filed by other employees. According to the Commission on Accreditation for Law Enforcement (CALEA) “The internal affairs function is important for the maintenance of professional conduct in a law enforcement agency. The integrity of the agency depends on the personal integrity and discipline of each employee. To a large degree, the public image of the agency is determined by the quality of the internal affairs function in responding to allegations of misconduct by the agency or its employees”. Although a formal complaint is never alone a justification for formal discipline or remedial training, departments should have a formalized tracking system to identify those officers who consistently are the focus of citizen complaints, even if they are ultimately cleared of wrongdoing, as it may suggest that the officer needs some type of training or intervention in the way that he/she communicates with citizens. CALEA requires this type of tracking system within the Early Warning System in Chapter 35.

#### Observations

The Manchester-by-the-Sea Police Department has an Internal Affairs Policy & Procedure, # 1-55-2015, that MRI reviewed and found to be in compliance with national best practices, except for a couple of typographic mistakes relative to who in the agency is responsible for the internal affairs function, which no doubt has to do with the recent creation of the lieutenant’s position within the agency. Although an optional standard for CALEA, Manchester-by-the-Sea does not annually make the statistical breakdown of citizen complaints available to the media or community along with notations of findings. The department should consider including this as a way to be transparent to the citizens that they serve. The only additional issue with the policy was that there was no issue date documented on the policy.

The department provided MRI with a copy of three citizen complaints from 2015, since Lieutenant Fitzgerald took over the internal affairs function. Additionally, MRI was made aware of a citizen complaint in September and of an internal investigation, which triggered discipline against two officers in August 2015. MRI requested the internal affairs complaint register from Chief McKiel to evaluate the time periods prior to 2015. Chief McKiel advised MRI that there were no formal citizen complaints or internal investigations from 2007 until March 2015. When questioned, Chief McKiel advised the team that there were instances in which a citizen came forward to talk with him about the way an officer treated them or the way an officer handled a

call, but when requested to fill out a complaint form, they chose not to do so. MRI reaffirmed the fact that all complaints against the agency or employees needed to be logged and investigated, even if it were from an anonymous source.

Based on the three internal affairs complaints that were provided to MRI, two of them had a conclusion of fact and one had correspondence from the lieutenant to the complainant, but there were no copies of correspondence from the department to the complainant on the final disposition of the complaint, inconsistent with the policy and best practices (CALEA Chapter 52). The department should create a citizen complaint register and log all complaints in the future, along with following the steps contained within the policy and procedure. The department should consider making statistical information on citizen complaints available to the public each year, consistent with national best practices.

### **Recommendations**

- 7.1 The Manchester-by-the-Sea Police Department should amend the internal affairs policy to identify who is responsible for the internal affairs function consistent with national best practices (CALEA Chapter 52).
- 7.2 The Manchester-by-the-Sea Police Department should publish a statistical breakdown of citizens' complaints and findings to the public and media consistent with national best practices (CALEA Chapter 52).
- 7.3 The Manchester-by-the-Sea Police Department should ensure that they follow the newly issued internal affairs policy requiring all complaints even from anonymous sources to be investigated, include a conclusion of fact for all complaints, and formally notify the complainant of the outcome consistent with national best practices (CALEA Chapter 52).

## CHAPTER 8

### THE PATROL FUNCTION

#### Overview

Patrol has long been defined as the “backbone of policing” due to the fact policing is a labor-intensive mission and the work is done primarily by patrol officers who respond to calls for service and perform self-initiated activity within the community, often with little supervision or direction. As a result, departments should have up-to-date policies and procedures to guide officers as to the proper way to deal with various situations that they encounter, while maintaining best practices, and newly created legal requirements from case law and statutory changes. No doubt the community’s perception of the police department is often based on interactions and encounters that the public has with patrol officers. Today’s law enforcement mission requires enhanced knowledge and problem solving skills, the ability to utilize and understand technology to enhance services, and direction from law enforcement managers to focus operations toward a common goal and vision.

#### Observations

The Manchester-by-the-Sea Police Department provides a full range of police services to the community on a twenty-four hour per day, seven-day per week, basis. The department is also responsible for managing the dispatch center that is located within the police building. Basic shift staffing rests with eight full-time patrolman and three sergeants (one evening shift, one midnight shift, and a split shift), which equates to two patrol officers on the day shift and evening shift who work a 4-2 schedule, requiring three officers to cover the positions, and two officers assigned to the midnight shift along with a sergeant. The chief and lieutenant work a 5-2 schedule, Monday through Friday, along with the detective/prosecutor. Lieutenant Fitzgerald acts as the dayshift supervisor along with performing his administrative duties.

The Manchester-by-the-Sea Police Department responded to 13,130 calls for service, made 136 arrests, and issued 587 motor vehicle citations in calendar year 2014. Calls for service seem very high for a community this size and infers that the department is counting motor vehicle stops and other officer initiated activity as a call for service. Additionally, after requesting a twenty-four hour log, MRI confirmed that numerous non-call for service related activity is being entered into the records management system, probably due to the fact that there is no computer aided dispatch platform within the community. Incidents which were discovered to be non-call related were citizens using the bathroom, sergeants reviewing the log, shift change personnel listings, building, location, and parking checks, along with notifications to other law enforcement agencies for situations such as erratic operation of a motor vehicle. This practice significantly distorts call for service data, thereby eliminating the agency’s ability to accurately

access workloads and staffing plans. Lieutenant Fitzgerald confirmed this point and the department should evaluate this and reassess their definition of a call for service to include calls requiring a police officer respond to take some type of law enforcement action, i.e. take a report, investigate a crash, provide care for a medical emergency, but not including officer initiated activities. The chart below indicates Manchester’s reported crime rate per 1,000 population and actual reported crimes for 2014. These statistics only include serious crimes. A reader desiring more specific information such as types of crimes occurring or comparisons with other Massachusetts communities is directed to a state operated web site at <https://masscrime.chs.state.ma.us/>

<b>2014 CRIME RATES PER 1,000 RESIDENTS AND SERIOUS CRIMES REPORTED</b>		
	<b>Crime Rate/1,000</b>	<b>Serious Crimes Reported</b>
<i>Carlisle</i>	2.41	12
<i>Cohasset</i>	30.75	252
<i>Dover</i>	11.53	66
<i>Hamilton</i>	17.10	138
<i>Marion</i>	36.46	179
<i>Topsfield</i>	Not Reported	Not Reported
<i>Wenham</i>	3.81	19
<i>Average</i>	17.01	111
<i>Manchester</i>	11.69	61

MRI discovered that the PRO IV records management system is being used to create incidents, which include such activities as the public entering the police station to use the bathroom, supervisors reviewing call logs at the completion of their shift, and documenting shift changes and the assignment of officers to duty positions. This practice results in a significant inflation of police calls for service, which could mislead administrators and the public when evaluating service levels within the agency. The Manchester-by-the-Sea Police Department should procure a Computer Aided Dispatch platform and avoid categorizing these types of activity as calls for service.

MRI was told that there are no formal patrol sectors within the community; therefore, it appears that officers do not have a geographical area or “beats” that they are responsible for patrolling. This leaves MRI to wonder how the officer decides what neighborhoods to patrol or where to focus activities within the town. Officers do not have to ask permission prior to returning to the police station or traveling to any other location within the town. MRI was advised that in prior administrations, the community was split into two sectors and officers



were required to stay within their assigned sector unless they were providing backup to the other officer on duty. Most law enforcement agencies require an officer to be responsible for a geographical area so that when an emergency call is received, there is at least one officer in that area of the community. This factor also plays into the community policing philosophy by assigning area officers who get to know citizens and business owners within their area, and are able to observe things that are unusual or out of place, like suspicious persons and vehicles. It is common in smaller communities like Manchester-by-the-Sea, that the town is split into two geographical sectors or beats, and should be considered by the current administration. Community policing best practice prefers assignments of at least six months within an area.

Officers are expected to perform walk and talks with citizens, stop at sports fields, athletic events, and community events on a regular basis, which are documented within the records management system. MRI was given a tally of these officer initiated activities from January 1, 2013, to August 31, 2015. There were 134 on the midnight shift, 651 on the dayshift, and 365 on the evening shift, for a total of 1,150 walk and talks. Additionally, officers conduct daily school traffic posts at four different locations.

Lieutenant Fitzgerald advised MRI that the department does not conduct formal roll calls, instead information is disseminated first between the oncoming and off-going supervisors, and then the supervisor disseminates information to the officers. Roll call is an informal process and the department does not utilize inspection forms any longer, although policy review does occur when needed. The Manchester-by-the-Sea Police Department does not have any electronic roll call platform in order to enhance communications and shift briefings to coordinate focused directed patrols for officers and supervisors. This type of system is effective to display crime mapping so that supervisors can focus on recent and recurring crime locations to assign officers to deter and arrest crime. MRI was told that speeding complaints and other areas that need special attention are communicated through the chief and lieutenant to supervisors and officers. The officers are then assigned to selective enforcement for a short period and are then assigned to additional locations. There is no formal mechanism to evaluate the need to continue selective enforcement in that area, although officers document activity in the records management system. The department does not currently disseminate any statistics, graphs, tables, or mapping products to focus directed patrol activity. The Manchester-by-the-Sea Police Department should consider implementing a system to direct patrol personnel activities based on crime and accident data and formalize shift briefing to include some type of documented system to evaluate an officer's readiness to assume patrol for equipment and personal grooming consistent with national best practices. MRI found that the Detective has attended a geographic information systems training along with other town department employees and that he has been provided with logon credentials for the server. This opportunity should be explored to accomplish the ability to track and analyze crime patterns for deployment of patrol resources, based on location/time of day and day of week predictors.



The department has a reserve police force, as well as an auxiliary police force, to supplement their full-time officers. This has proven to be a very good recruitment tool as officers begin their career on a volunteer basis and receive in-house training, along with the reserve police academy training, prior to being assigned to patrol duties. This allows the department to observe the officer so that when a full-time vacancy becomes available, the department can judge whether the candidate officer is a good fit for full-time employment. The department should make sure that they scrutinize auxiliary police candidates to the same degree as full-time officers due to the fact that they are often elevated through the rank structure to sworn officers/reserves capable of making arrests and carrying firearms consistent with Massachusetts Police Accreditation Standards. The Commission on Accreditation for Law Enforcement (CALEA) does not allow part-time officers to carry firearms and make arrests unless they have completed the full-time police academy. This was a recent topic of discussion after the young reserve officer in Millis made a false accusation that he took fire by a suspect vehicle and crashed in September. Fox News did a story regarding less trained reserve officers being out on patrol doing the work of a full-time police officer without the mandated full-time police academy. Massachusetts Accreditation allows for an officer to be armed and make arrests after a 380-hour reserve academy, instead of the 880-hour full-time academy. Local jurisdictions need to evaluate the benefits versus risks of this decision on its merits based on the needs of the department.

Critical events often require the immediate acquisition of additional police resources to stabilize the situation and ongoing police presence to control crowds and protect the scene so that a proper investigation can be conducted. Manchester-by-the-Sea is fortunate to be part of the Essex County Mutual Aid Memorandum of Understanding, which empowers all on-duty police officers within the county respond to assist another agency in times of crisis and grants full police powers upon the request from a chief of police. The department has an All Hazards plan in place to deal with critical events, and the community also has a Local Emergency Planning Document. These two plans should be evaluated to ensure that they are consistent and training should be provided to all department personnel. During MRI's review of the Communications Section there was no mention of these plans by the dispatch personnel. According to Lieutenant Fitzgerald's copy of the All Hazards Plan, it was issued on June 16, 2014, and became effective on June 23, 2014.

MRI was advised that Manchester-by-the-Sea police officers respond to medical aid calls within the community, which is a very valuable service, given that the police are on patrol in the community 24/7, and often time fire department personnel are asleep during nighttime hours, which can delay their response. Another important by-product of this service delivery model is that it is a fantastic opportunity for citizens to see the police in a very positive light, upon being the first person through the door in a time of need. MRI would suggest that the department provide additional training to officers in the area of crisis intervention or mental health first aid,

due to the fact that so many medical/psychological calls for service involve substance abuse and mental illness, or both. This type of training is indispensable dealing with citizens who are not diagnosed with mental illness, but may be suffering from immediate sudden onset stress, due to a loss or some other occurrence in their life.

### **Recommendations**

- 8.1 The Manchester-by-the-Sea Police Department should consider implementing beats or geographical areas for assignment of personnel for at least six-month intervals.
- 8.2 The Manchester-by-the-Sea Police Department should consider implementing an electronic roll call platform capable of coordinating important crime and enforcement locations for officer deployment, along with some type of mapping and crime statistics to personnel at shift briefings.
- 8.3 The recruitment and selection processes should include all candidate screening and medical/psychological testing components necessary for full-time, sworn officer status, for officers at all levels of the department. One of the most important areas of the recruitment process that should be focused on is the background investigation process.
- 8.4 The Manchester-by-the-Sea Police Department should implement Mental Health First Aid or Crisis Intervention Training through the in-service training program to assist officers diffusing situations on the street with those individuals suffering from mental illness or the sudden onset of stress beyond their coping mechanisms.
- 8.5 The Manchester-by-the-Sea Police Department should implement and train all personnel in the “All Hazard Plan” for critical events and disasters consistent with national best practices (CALEA Chapter 46).

## CHAPTER 9

### INVESTIGATIONS, EVIDENCE, AND PROSECUTION

#### Overview

Criminal Investigation is the responsibility of all members of the police agency and no doubt this is especially important within a small sized agency such as Manchester-by-the-Sea. The degree of individual involvement of patrol officers in the investigative process is usually determined by the size of the organization, availability of specialized training to the patrol force, and whether the agency has a full-time detective staff. Although the nature or seriousness of the crime at hand, along with the need for specialized crime scene processing skills and subject matter experts, such as chemists and identification personnel, weigh into the equation. The ability for smaller sized agency personnel to become involved in investigations can be a key to empowering officers to stay involved, along with being a significant key to job satisfaction and increased morale within the agency.

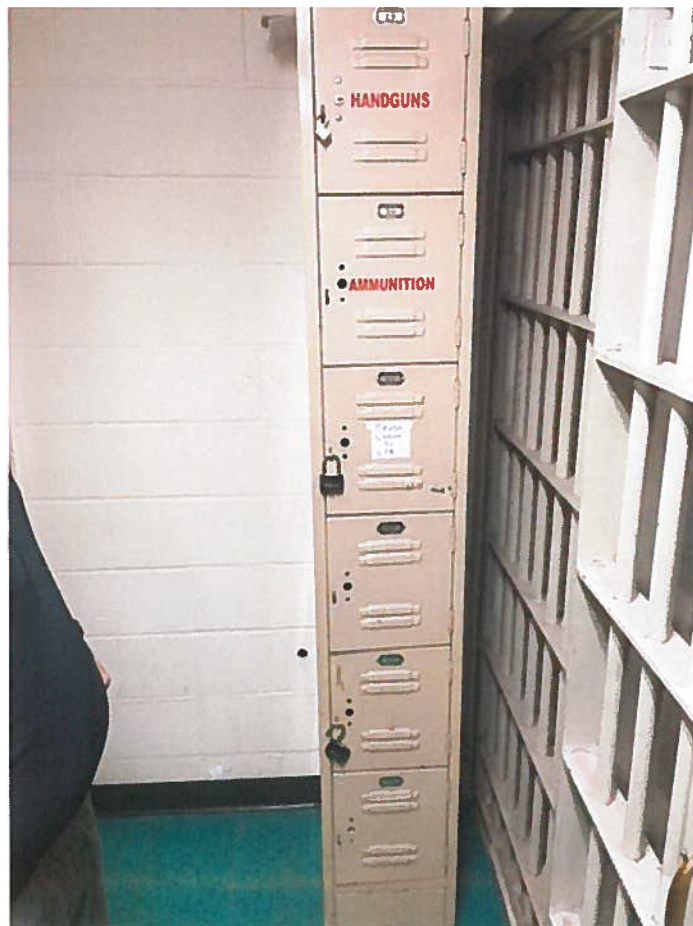
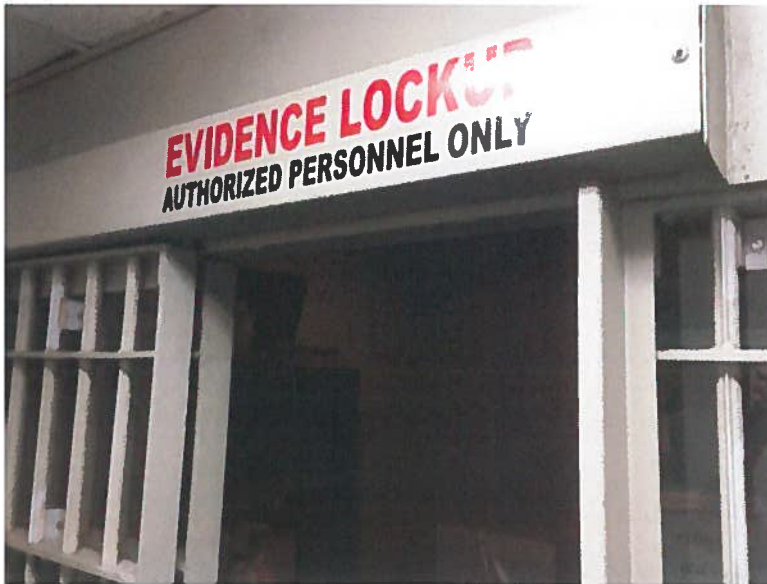
#### Observations

The Manchester-by-the-Sea Police Department currently has a full-time detective/prosecutor who works a Monday to Friday, 8-4 dayshift. The detective/prosecutor is responsible for on-call status twenty-four hours per day, seven days per week. If unavailable for call-outs due to personal obligation or vacations, he is backed up by Lieutenant Fitzgerald and Sergeant Newton. The prosecutor's daily activity surrounds the hand-carrying of arrest reports and applications for complaint to the Salem District Court. According to Lieutenant Fitzgerald, the prosecutor does not personally handle arraignments and bail arguments unless there is a specific reason to do so on behalf of the department. The Manchester-by-the-Sea Police Department should consider changing the job title to Detective/Court Liaison. In addition to conducting prosecutorial duties on behalf of the department, the position is responsible for the evidence and property control function, as well as the handling of criminal investigations. The comparable communities of Carlisle, Marion, Topsfield and Hamilton currently assign one officer to investigations, while Cohasset, and Wenham assign two officers to investigations. Dover reported that two part-time detectives are assigned to investigations, which are likely full-time police officers that conduct investigations on a part-time basis. Dover, Cohasset, Topsfield and Wenham all reported that an officer is assigned to assist with prosecutions, while Carlisle, Hamilton, and Marion reported that the District Attorney's office handles prosecutions. The survey lacks specificity to determine if the person assigned to assist in prosecution is the investigator or another person within the department. The property and evidence function was not surveyed as of this time.

MRI spoke to Lieutenant Fitzgerald regarding specialized course training which the detective has attended including basic crime scene processing, an eight day Dust and Bust school, and crime scene photographer school, in addition to being registered to attend sexual assault investigation, social media, and geo-tracking next month. When asked how or who decides when a detective is called out or a case receives investigative follow-up, MRI was told serious cases always trigger a response, and officers and sergeants determine the likelihood of physical evidence being present at a scene and call a detective during less serious incidents. The department does not utilize any type of solvability factors during preliminary investigation to trigger follow-up investigations and there is no formalized case management system in place. The department should implement solvability factors to be completed by officers and implement a case tracking system consistent with best practices (CALEA Chapter 42). Chief McKiel and Lieutenant Fitzgerald review cases with the detective and offer suggestions and recommendations on ways to proceed with individual cases.

### **Evidence and Property**

During on-site review of the evidence and property area, it was confirmed by MRI that the area was secure as it is housed in an old holding cell converted for its use. The cell has an electronic key fob access and evidence is stored on a metal shelving unit, as well as on the holding cell bunk. The cell is not nearly as full as one would expect it to be unless the department seizes little evidence during the course of its operation. There is temporary property holding lockers with a padlock attached for officers to secure, after the evidence is marked and placed within the locker. There are labels on the lockers indicating that certain ones are for handguns, ammunition, and drugs going to the lab. There is a half wall safe adjacent to the evidence cell which is accessed by combination for high security items. Prisoner property is placed in a locked room, off of booking, secured with a padlock and hasp. Inside this room there are metal shelves, containing plastic bins, which store prisoner property. The area of the basement where evidence and property is located adjacent to the cellblock is very congested, and numerous old articles are stored on metal shelving which could be used as weapons by a prisoner, along with the 911 equipment with cabinet doors open and fans trying to cool the equipment. The department clearly needs additional space allocated to the police operation if they are to be successful in the future. Although MRI was given a newly written policy which appears to cover the most important standards for best practice relating to evidence and property, the policy has not been issued to personnel as of September 15, 2015. The department should issue the policy and provide training to officers as soon as possible to be in compliance with best practices (CALEA Chapter 83).



## Records

The department records management system consists of Sun Microsystems Pro IV software platform, with a dedicated server, housed within the police department, and serviced by the Town's IT Department. The department utilizes the Sun Microsystems Pro IV records management system to log and track evidence, and connects remotely with cruiser laptops via the mobile module within the agency. The records management function has been placed under the lieutenant's area of responsibility, with necessary assistance from the system administrator and the prosecutor. Active prosecution case files are stored in a secure cabinet within the lieutenant's and detective's office area. Department incident reports are contained in the records management system and can be accessed and printed by authorized personnel. Once a prosecution record is adjudicated, it is placed in the records area, which is located in the back office and lower storage area of the police station. This area is continuously monitored by a security camera. It does not appear that this area is locked or secured by anything other than the camera. This issue could pose a significant investigative challenge if records were found to be missing and a tedious review of the videotape needed to be undertaken. The department should issue the newly written policy and evaluate the potential for the records area to be secured consistent with best practices (CALEA Chapter 82).

## Recommendations

- 9.1 The Manchester-by-the-Sea Police Department should implement a system utilizing solvability factors during preliminary investigations to evaluate the need for advanced follow-up investigations by a detective consistent with best practices (CALEA Chapter 42).
- 9.2 The Manchester-by-the-Sea Police Department should incorporate a formalized case management system for cases under investigation including status reporting with victims of crimes consistent with best practices (CALEA Chapter 42).
- 9.3 The Manchester-by-the-Sea Police Department should issue the newly written Evidence and Property policy immediately as it relates to a high risk area, which often causes problems for law enforcement agencies, consistent with best practices (CALEA Chapter 83).
- 9.4 The Manchester-by-the-Sea Police Department should issue the newly written policy and provide training to employees, along with reevaluating the potential to secure the records storage area by lock and key as opposed to camera, consistent with best practices (CALEA Chapter 82).

- 9.5 The Manchester-by-the-Sea Police Department should consider changing the title of the current detective/prosecutor to detective/court liaison as the position is not responsible for actual prosecution of cases, which is currently handled by the District Attorney's Office.



## CHAPTER 10

### STAFFING AND SCHEDULING

#### Overview

The role of the police officer has evolved over many years from filling the duties of a night watchmen and constable to now being a specially selected, authorized, and trained individual. Officers are appointed by their communities to provide for order maintenance, problem solving, and law enforcement when other options are unsuccessful or inappropriate. Municipal police departments are charged in modern times with reducing crime, as well as the perception of crime, reducing the number and severity of automobile crashes, and providing leadership in solving an ever expanding list of individual and social ills. Police departments have, as a major function, the planning for a constant “police presence.” Since police officers have been granted the power to enforce local and state laws, as well as utilize the power of arrest, their “presence” offers the community a general sense of well-being. Municipalities need to determine the appropriate resources to provide the desired level of policing. Police departments then need to administer a plan to maximize the impact of those police resources.

There is no industry standard for establishing the number of police officers needed to staff a municipal police department. However, statistics assembled by the Federal Bureau of Investigation, as well as a review of police departments from comparable communities, can give some perspective when studying one particular department. The number of officers is arrived at by assessing the financial condition of the community, the willingness of taxpayers to fund police services, and the level of police service the community desires. When determining the number of sworn, full-time officers, other factors should also be considered. Examples would be the amount of overtime funding needed to fill open shifts, the designation of specialty officers such as detectives and school resource officers, an analysis of the work accomplished by supervisory officers and civilians, and the utilization of part-time officers who have not graduated from an accredited police recruit academy.

With the assistance of Town Administrator Greg Federspiel, MRI developed a list of communities which both the town and MRI felt could be utilized as comparable to the Town of Manchester-by-the-Sea. These communities included Hamilton, Rockport, Carlisle, Cohasset, Marion, Wenham, Topsfield, and Dover. Only Rockport was unable to return a survey in time to be included in this analysis (see Appendix A).



## Observations

### Department Organization and Scheduling

The Manchester-by-the-Sea Police Department is currently staffed with fourteen sworn officers. The distribution of officers by rank finds one chief, one lieutenant, three sergeants, and nine officers with the rank of police officer. By assignment, the chief is the department head, the lieutenant is the executive officer and the day shift supervisor, the three sergeants are all shift supervisors, and one police officer is assigned as a detective and also acts as the court prosecutor. The remaining eight police officers are assigned to uniformed patrol duties. At the present time, the chief reports that one police officer has given notice of his intent to transfer to another police department and a second officer is on long-term injured status which began in March of this year. The department used to be covered by Massachusetts Civil Service, but the town voted to remove the department from that system. Since officers who were once covered by civil service retain their status until they separate from service, there are now two classes of sworn officers. Ten are non-civil service employees and the remaining four retain their civil service status.

Chief McKiel works an administrative schedule, Monday through Friday, during business hours. While Lieutenant Fitzgerald also works an administrative schedule, he sometimes works on a Saturday, allowing an administrator to be present one more day during that week. The detective/court prosecutor works a Monday through Friday schedule to mirror the days when the courts are in session. All other sworn personnel are on the 4 and 2 work schedule, which has an officer usually working the same shift four days in a row, with two days off. This is the standard for police departments in the state and in the New England area. Patrol shifts of eight hours begin at 12AM, 8AM, and 4PM. Most officers are assigned to only one shift. However, one sergeant and one police officer work a split shift of two tours of duty on one shift and two tours on another. Such split shifts are very common in the police field to cover open shifts caused by regular days off, without using overtime. Officers are scheduled in a manner which results in Manchester-by-the-Sea having at least two officers on duty around the clock. Usually this means one sergeant and one police officer. On the day shift it may be one officer and the lieutenant or two officers.

In addition to sworn officers, the Manchester-by-the-Sea Police Department employs three full-time, civilian dispatchers, and two part-time dispatchers. An administrative assistant is currently budgeted for twenty-eight hours per week to accomplish a number of administrative and licensing tasks for the department. The agency also employs three, as needed, matrons, and one, as needed, animal control officer. The police department has a number of different part-time police officers in various categories. There are four retired officers who only work private/outside details. There are twelve reserve officers who are trained as dispatchers and fill in on weekends in that capacity. These reserves have graduated from a part-time officer

academy, are certified to have full police powers, and by union contract, can work a cruiser shift as long as a full-time officer is also working. There are also three auxiliary officers who are not armed and assist with large gatherings and functions.

### **Population Based Staffing**

A guideline often used to determine the reasonableness of staffing is the number of full-time police officers per thousand residents in the community. The Federal Bureau of Investigation (FBI) calculates the average number of police officers per thousand residents in various regions of the country, which is included in its annual publication, Uniform Crime Report. These figures are often mistakenly cited as the FBI's recommended staffing levels, but they are simply a guide as indicated by the following statement from the Uniform Crime Report.

*Because of the differing service requirements and functions, care should be taken when using the data presented in this section to draw comparisons between and among the staffing levels of law enforcement agencies. What follows is not intended as recommended or preferred officer strength; the data should be viewed merely as guides. Adequate staffing levels can be determined only after careful study of the conditions that affect the service requirements in a particular jurisdiction.*

*The demographic traits and characteristics of a jurisdiction affect its requirements for law enforcement service. For instance a hamlet between two large cities may require more law enforcement presence than a community of the same size that does not have a nearby urban center. A town with legal gambling may have different law enforcement needs than one near a military base. Cities composed mostly of college students may have different law enforcement service requirements than cities whose residents are mainly retirees.*

An analysis of the number of full-time officers utilized in Manchester-by-the-Sea and comparable communities found that the ratio of full-time officers per 1,000 of population ranged from a high of 2.94 in Marion, to a low of 1.56 in Hamilton. The average of the seven responding communities was 2.13 officers per thousand of population. The ratio in Manchester-by-the-Sea is 2.41. This number places Manchester-by-the-Sea in the middle of the list, with four communities with a lower officer ratio and three towns with a higher ratio. For comparison purposes the Federal Bureau of Investigation gathers statistics on police departments including the ratio discussed here. The Northeast ratio is 2.9 and the New England ratio is 2.8. Both numbers are for communities of fewer than 10,000 populations. All the departments researched fell below the New England average with the exception of Marion.

<b>RATIO OF FULL-TIME OFFICERS PER THOUSAND RESIDENTS IN FY 2016</b>			
	<b>Population</b>	<b>FT Sworn Officers</b>	<b>Rate per 1,000 Residents</b>
<i>Carlisle</i>	5,300	10	1.89
<i>Cohasset</i>	8,273	18	2.17
<i>Dover</i>	5,879*	15	2.54
<i>Hamilton</i>	8,207	13	1.56
<i>Marion</i>	5,116	15	2.94
<i>Topsfield</i>	6,300	11	1.75
<i>Wenham</i>	5,055	10	1.96
<i>Average</i>	6,304	13	2.16
<i>North East Region</i>			2.9
<i>New England</i>			2.8
<i>Manchester</i>	5,808	14	2.41
<i>*Estimate for 2014, retrieved from the United States Census Bureau.</i>			

An additional means to measure police staffing levels is to determine the ratio of full-time officers per square land mile. Utilizing the chart below, the reader can see that the ratio of officer per square land mile varies from a low of .65 in Carlisle, to a high of 1.82 in Cohasset. The average of the seven responding towns was 1.03, with Manchester-by-the-Sea being 1.52 just behind Cohasset. The often cited square mile figure for Manchester is 18.2. However, 9.0 square miles of that figure is water surface, leaving 9.2 square miles of land mass.



<b>OFFICERS PER SQUARE LAND MILE IN THE COMMUNITY IN FY 2016</b>			
	<b>*Square Land Miles</b>	<b>FT Sworn Officers</b>	<b>Officers per Square Mile</b>
<i>Carlisle</i>	15.4	10	0.65
<i>Cohasset</i>	9.9	18	1.82
<i>Dover</i>	15.3	15	0.98
<i>Hamilton</i>	14.2	13	0.92
<i>Marion</i>	14.0	15	1.07
<i>Topsfield</i>	11.9	11	0.92
<i>Wenham</i>	7.6	10	1.32
<i>Average</i>	12.61	13	1.03
<i>Manchester</i>	9.2	14	1.52
<i>*As reported by Wikipedia</i>			

Another ratio that can be analyzed is the number of officers per mile of paved roads in the community. A review of the data contributed by the comparable communities determined that the highest number of road miles can be found in Dover with 73, and the lowest in Wenham with 32. The average of the seven communities is 57 miles of roadway. When the number of officers in a community is divided by the number of road miles, a number is developed which indicates the number of officers per road mile. In this context, Carlisle and Topsfield were tied for the lowest number of officers per road with .18, and Manchester-by-the-Sea was the highest with .4. The average of the seven towns was 13 officers, divided by 57 road miles, resulting in an officer per mile of .24. The Manchester-by-the-Sea number may be deceiving in that Manchester-by-the-Sea is the second smallest community on the list. Also an inspection of a map of Manchester-by-the-Sea shows an above average size of property parcels, with a small number of roads in the community, which results in a smaller number of road miles and less dense housing. Additionally, one-half of the total square miles in the community are water.



<b>OFFICERS PER ROAD MILE IN THE COMMUNITY IN FY 2016</b>			
	<b>Road Miles</b>	<b>FT Sworn Officers</b>	<b>Officers per Road Mile</b>
<i>Carlisle</i>	56	10	0.18
<i>Cohasset</i>	48	18	0.38
<i>Dover</i>	73	15	0.21
<i>Hamilton</i>	56	13	0.23
<i>Marion</i>	71	15	0.21
<i>Topsfield</i>	60	11	0.18
<i>Wenham</i>	32	10	0.31
<i>Average</i>	57	13	0.24
<i>Manchester</i>	35	14	0.4

### Specialty Assignments

The Manchester-by-the-Sea Police Department currently has one police officer assigned to conduct investigations and to act as the court prosecutor. The department calls this position a detective. When MRI surveyed the comparable police departments, it found that three communities had two detectives and four communities had one detective. There were no comparable communities which did not have an officer designed as a detective. Manchester-by-the-Sea has one detective.

The survey also included a question regarding the presence of a School Service Officer (SRO) in attendance in the various school districts. Four communities had one SRO and the remaining three had no SROs. Manchester-by-the-Sea does not presently have an officer assigned as an SRO.



NUMBER OF DETECTIVES, SCHOOL OFFICERS, NON DISPATCH CIVILIANS				
	Detectives	School Officers	Non Dispatch Civilians	Notes
<i>Carlisle</i>	1	1*	2**	*Dual with patrol
<i>Cohasset</i>	2	1	2**	
<i>Dover</i>	2**	1**	0.5	
<i>Hamilton</i>	1	0	0	
<i>Marion</i>	1	0	0	
<i>Topsfield</i>	1	1	2	
<i>Wenham</i>	2	0	16	
<i>Average</i>	1.43	.57	3.29	
<i>Manchester</i>	1	0	0.7	
<b>** Part time</b>				

### Shift Coverage

The comparable community survey requested data on how many officers were assigned to each shift in their communities. All communities responded that they staffed their three shifts equally. Two communities responded that three officers were assigned to each shift. The remaining five departments assign two officers to each shift, as is usually the case in Manchester-by-the-Sea. On a small percentage of shifts three officers may be assigned.

MINIMUM NUMBER OF OFFICERS PER SHIFT				
	Days	Evenings	Midnights	Notes
<i>Carlisle</i>	2	2	2	Formal
<i>Cohasset</i>	3	3	3	Formal
<i>Dover</i>	2	2	2	Informal
<i>Hamilton</i>	2	2	2	Informal
<i>Marion</i>	3	3	3	Formal
<i>Topsfield</i>	2	2	2	
<i>Wenham</i>	2	2	2	
<i>Average</i>	2.29	2.29	2.29	
<i>Manchester</i>	2	2	2	Informal- at least 1 Union



### Assignment Availability Factor

The Assignment Availability Factor is a formula to determine how many officers are required to staff a position after taking into consideration the amount of time the average patrol officer is not actually available to work. To cover a single eight hour shift for one year requires eight hours, times 365 days, or 2,920 hours per year. From this figure, hours are deducted for regular days off, training, sick days, vacation time, personal days, and bereavement. Once the average time off is known, it can be subtracted from the starting point of 2,920 hours per year to arrive at the true availability of an average patrol officer. The required number of hours, 2,920, is then divided by the true number of hours each officer is actually available, to arrive at the Assignment Availability Factor. This figure represents how many officers it takes to staff one position, every day, for one year assuming little or no overtime. If the department and the community desire two officers on duty, around the clock, the assignment availability factor can be multiplied by the number of desired shift officers per day to determine the total number of officers needed to patrol the community. The derived number only represents patrol officers and supervisors and does not include administrators or specially assigned personnel such as detectives.

MPD OFFICER AVAILABILITY FACTOR	
Description	Hours
1 PO FOR 1 SHIFT X 365	2920
REGULAR DAYS OFF (122 DAYS)	-976
VACATION DAYS (19 AVERAGE)	-152
HOLIDAYS (OFFICERS WORK)	0
SICK DAYS (12 AVERAGE)	-96
TRAINING DAYS (10 AVERAGE)	-80
COMP TIME/BEREAVEMENT (8 DAYS)	-64
COURT DAYS (3 DAYS AVERAGE)	-24
HOURS AVAILABLE FOR PATROL	1528
OFFICERS NEEDED TO PROVIDE ONE PATROL OFFICER FOR ONE SHIFT FOR FOR ONE YEAR.	
2920 DIVIDED BY 1528 =	1.9
OFFICER AVAILABILITY FACTOR	1.9
OFFICERS NEEDED TO PROVIDE TWO PATROL OFFICERS PER SHIFT AROUND THE CLOCK 6 x 1.9 =	11.4

### Supervision

The concept of supervision is integral to para-military organizations such as police departments. Supervisory personnel are promoted from the rank of police officer based upon their training levels, experience, knowledge of the law, and best practices of policing, as well as generally acknowledged good common sense. Supervisors, such as sergeants and lieutenants, offer guidance, encouragement, and practical solutions to everyday problems to patrol officers. They are also important to ensure that department policies and rules are followed and that remedial training or discipline is administered as required. Supervision of police officers, regardless of their years on the job, is required based upon the enormous powers and responsibilities granted to individuals sworn into the profession. Failure to supervise, in addition to other department or community liabilities, such as failure to train or negligent retention, can be a potential issue in any court proceeding following a police involved incident which results in an





individual's rights being violated or a physical injury sustained. In addition to solid policies and procedures, quality supervision is the additional factor needed to make sure all citizen contacts with the police have outcomes the department and the community view as favorable.

The Manchester-by-the-Sea Police Department currently has one lieutenant and three sergeants available for supervisory duties. The department assigns each of these supervisors to a patrol shift. A sergeant is assigned to the midnight shift, the evening shift, and the split shift which covers the days off of two of the three shifts. The lieutenant is designated as the day shift supervisor. When there are two officers working on the day shift, the lieutenant is free to work on assigned administrative tasks. When there is only one officer working, the lieutenant becomes the second officer on patrol. While the chief would certainly be available to respond to calls and to direct large incidents and crime scenes, Chief McKiel tells MRI he is presently prohibited by past practice from acting as the day shift supervisor. The number of supervisors in Manchester-by-the-Sea is commensurate with having sufficient formal supervision for all employees. There are a few shifts per week when a supervisor is not present. This situation has historically been addressed by having the senior officer designated as the officer-in-charge and providing that officer with a stipend for assuming responsibility for the shift in question. This provision is included in the current union contract.

### **Staff Turnover and Hiring**

Chief McKiel reports that in his eight years as chief, the Manchester-by-the-Sea Police Department has never had a full complement of authorized sworn officers. Vacancies have arisen from officers retiring (7), being terminated (2), or transferring to other police departments (2). Like most police departments, Manchester-by-the-Sea has also had experience with staffing issues brought about by long-term military deployments. Of the fourteen officers on the department when the chief began his tenure in 2007, only four remain. As a result, the agency has been required to hire and send nine individuals to the full-time officer's academy to date. The cost to the community of selecting and training a civilian to become a police officer is quite high. A full-time academy is now running between twenty-two and twenty-six weeks in length and the officers are paid during that period by the sponsoring community. The tuition for the academy is over Three Thousand Dollars, and there are uniform and equipment expenses associated with academy attendance. The cost of various tests during the hiring process can also be expensive; they include medical and psychological testing. The reason to mention these costs in a report section on staffing is to emphasize the importance of the hiring process, as well as to take the time to review benefits and working conditions. If officers begin to transfer to another police department for some identifiable reason, that reason should be determined and neutralized. If it becomes known in the police community that the Manchester-by-the-Sea Police Department is a good place to work, the community and the department should consider accepting applications from officers in other departments as a

means to maintain the department at full strength, as well as reducing the costs of bringing on a new officer.

### **Scheduling Software**

The posting of work schedules is now accomplished through the utilization of spreadsheets which very clearly state the day and hours for each employee to be working. This system is static and is not searchable. Days worked or time taken off is verified through police log entries and a signed submitted payroll time slip. All officers' time is reconciled before the department payroll is submitted to town hall. The department has recently acquired a new scheduling application called netDuty online. This program allows for remote access by all employees, and time off requests can also be approved remotely. There is a robust report manager capacity which will allow supervisors to know the exact number of time off days or hours any employee has left during the period in question. The new software will allow the department to more easily schedule tours of duty and keep an accurate record of the contents of each employee's time off bank. The new program is scheduled to be activated in the near term.

### **Staffing Analysis**

The process of determining the officer availability factor above established that, based on the current amount of time off being utilized by Manchester-by-the-Sea officers, 11.4 officers are required to staff a patrol presence of two officers around the clock. This is .6 officers less than the current number of officers assigned to patrol. One sworn member of the department is currently on long-term injury status. MRI would suggest that the police department and the town study the operational and financial impact of this officer being unavailable for work. Chief McKiel states he has operated with reserve officers as needed to staff the missing officer's shifts. A thorough analysis would also need to keep in mind that the department has not been at full strength during Chief McKiel's tenure and what the implications to staffing the patrol function would be if vacancies appeared due to transfers, terminations, military deployments, or long-term disabilities. Whereas the Manchester-by-the-Sea Police Department has difficulty keeping all its authorized positions filled, decreasing the number of officers available may quickly put the department in difficulty attempting to staff the basic function of patrol. At some point, the overtime compensation or the cost of reserve officers may outweigh the savings associated with decreasing the department by one position. MRI's review of the average time off for officers indicates that the collective bargaining agreement allows for a number of sick days per year, eighteen, which in MRI's experience is unusually high. Sick days may now be accumulated to a maximum of 221, which are then available for use or a cash buyout of \$25.00 per day upon retirement. It appears that a high number of vacation days, twenty-nine after twenty years of service, was reduced in the most recent contract. The maximum vacation days currently allowed is for twenty-five days after fifteen years. The twelfth officer assigned to patrol currently offers some protection against excessive use of

overtime caused by utilization of sick and vacation time. For this reason, MRI would recommend closely monitoring the operational and budgetary impact of the unavailability of one officer based upon his injured status. As the upcoming months approach, MRI is aware that one officer has submitted his intent letter to leave the department for another police agency. There is also a potential for a second officer leaving for another police department. In determining the “tip-over” point for hiring an additional fulltime officer versus filling vacant shifts with OT, consideration must be given to the permanence of the vacancies (such as long term disability, military leave or ongoing use of leave time), the personnel costs of an additional officer (salary, benefits, outfitting, training) and level of engagement/effectiveness of an officer working an overtime shift versus the level of engagement/effectiveness of an officer permanently assigned to the shift. MRI would not consider it prudent to move quickly at making a determination on the status of a sworn position based upon the severe implications to operations and budget should vacancies be slow to be filled. In reality, the one-half of a police officer position over the number provided by the officer availability factor allows the department a small amount of protection against open positions due to resignations or injuries, as well as a means to compensate for high levels of sick and vacation time by not having to resort to overtime or utilization of part-time officers.

An important factor to keep in mind during this discussion is the utilization of part-time academy trained officers. It must be remembered that these officers receive a small portion of the training found at the full-time academy. While the Town of Manchester-by-the-Sea has long relied on the lower cost of filling patrol shifts with part-time officers, the town should consider the implications for citizen interactions, as well as potential liability caused by the use of under-trained officers. This discussion is timely as it may impact the final decision on the number of full-time officers to be employed. Many departments are moving away from heavy use of part-time officers as the accreditation process requires that any officer be fully trained in any function of policing in which an officer participates. Chief McKiel is in agreement that, over the long-term, reliance on staffing patrols with part-time officers should be reduced. Patrol shifts are currently offered to part-time officers to maintain a minimum of two officers on patrol when there are open shifts. Chief McKiel has reported running three officers for a percentage of day and evening shifts during the summer. The chief feels this staffing level is necessary due to the increase in population during the summer months, as well as an increase in daytime visitors. Manchester-by-the-Sea sometime sees two thousand individuals walk onto Singing Beach on a warm weekend day. The Police Department should consider keeping specific records of incidents during the summer months that can serve to inform the need for additional personnel on duty during this period.

At the time of the CTC Study in 2006, the Manchester-by-the-Sea Police Department was staffed with fourteen full-time officers and two full-time intermittent officers. Chief McKiel reports that during his tenure the utilization of intermittent/reserve officers on a full-time basis has been eliminated.

In analyzing the data provided by the department for the process of determining the officer availability factor, MRI noticed what it considered a high rate of sick day usage. The average number of sick days used per year for officers assigned to patrol in Manchester-by-the-Sea was twelve days. MRI reviewed a number of reports of past police organizational assessments and found that five days was more what would have been anticipated.

A review of the lieutenant's job description finds a significant number of administrative duties. Although Chief McKiel reports that all the sergeants and many officers are also assigned with tasks to keep the department functioning, the lieutenant is also tasked with overseeing the accreditation process and being the day shift supervisor.

### **Recommendations**

- 10.1 MRI recommends that the department continue with two officers per shift, around the clock, as an officer safety issue based upon the amount of time an out-of-town mutual aid backup would require. Three officers on a shift should only be required in response to some identified situation such as significant numbers of visitors to the town beach.
- 10.2 In keeping with the analysis of comparable communities, as well as the ancillary duties assigned to this position, MRI recommends maintaining one police officer as a detective/court prosecutor.
- 10.3 The town and school district should continue to have a dialog regarding the benefits of placing of a school resource officer in the district.
- 10.4 The town and the department should consider opening the process of filling open police positions to transfers from other departments which is not currently done.
- 10.5 The chief and the town administrator should have exit interviews with any police officer who transfers to another police department to determine the reason(s) for leaving Manchester-by-the-Sea.
- 10.6 The town and the department should embark on a long-term effort to reduce the utilization of part-time officers based upon a lack of training and potential liability. This discussion and action may have an impact on determining the correct number of full-time police officers on staff.
- 10.7 The town and the department should open a discussion with the union regarding flexibility in scheduling for one or two full-time officers. A police officer position would

- be of high value if the union allowed for greater flexibility in scheduling to cover open shifts.
- 10.8 The department should ensure that training requirements for retired officers working details, as well as auxiliary officers, are in keeping with State mandates and national best practices.
  - 10.9 A close analysis of sick time usage should be undertaken and determine if any policies or procedures might be implemented to reduce the amount of sick time utilized by officers.
  - 10.10 The earning/utilization of compensatory time should be studied to make sure that its usage is in the best interest of the department. This would include implications on staffing and budget.
  - 10.11 After reviewing this report in its entirety, the chief and the town should engage in a conversation regarding the desired role of the lieutenant. Is he to be considered a patrol supervisor with some ancillary administrative duties or should he be considered the executive officer learning how to administer the department with some amount of patrol supervision responsibilities?
  - 10.12 The police department should take a complete inventory of all administrative tasks and ancillary responsibilities and distribute them equitably based upon officer's skills, interests, potential for growth, and availability. MRI recommends that the department's table of organization be written to show operational responsibilities and a second list be developed indicating ancillary duties.

## CHAPTER 11

### TRAINING AND EMERGENCY PREPAREDNESS

#### Overview

Training is a very important factor in the life of any police agency. Training can take many shapes. There is training of a new recruit, in-service training for veteran officers, or specialized training for officers or civilians who become the department's go-to person in such matters as computer crimes, dealing with the elderly, crime prevention, or sexual assault investigations. Court decisions have held that municipalities can be held liable for failure to train their officers, and failure to train can be considered a federal civil rights violation under 42 USC 1983 "*Where a failure to train reflects a deliberate or conscious choice by a municipality*". As many police departments and their communities have unfortunately found out, it is much less expensive to have a proper training budget than it is to fund a significant court judgment.

Officer and dispatcher training programs need to be based upon a well-considered needs assessment. Such an assessment determines the specific knowledge base and skill set employees will need to be successful in their daily work. Once the ongoing training needs of the department are known, a training plan and training calendar should be constructed in order to provide the required training. A department training policy should include all elements necessary for any newly appointed training officer to continue to provide the training required to maintain skills and certifications. A good training program will allow for officers to be better prepared to act decisively and correctly in a broad spectrum of situations, increases productivity and effectiveness, fosters cooperation and unity of purpose, and provides protection for the department and the municipality against liability suits brought forward in any attempt to prove a lack of training.

#### Observations

The Manchester-by-the-Sea Police Department does have a training policy, but they do not currently utilize a training plan or training calendar. Department training is recorded in various ways including maintaining a copy of attendance and graduation certificates in a section of each employee's personnel file. The officer tasked with scheduling training and maintaining records is Lieutenant Todd J. Fitzgerald. Lieutenant Fitzgerald reports he utilizes a spreadsheet for recording in-service training, as well as hard copies of training documents when they are available. Chief McKiel, Lieutenant Fitzgerald, and MRI had a conversation regarding methods to improve the recording of completed training. It was agreed that all training records should be consolidated in one location and that the department should research the potential for securing a training module for its record management system. Once the training module is operational, all training for all employees should be entered into the program. This will help

the training officer determine the training needs of the department, as well as automate searches for which officers may have a specific training history in a needed skill.

The department uses the Municipal Police Training Committee (MPTC) to complete a number of its required in-service trainings, as well as securing training for specialized trainings such as alcohol testing, sexual assault investigations, traffic investigations, and criminal investigations. Many course offerings by the MPTC are on-line, including most in-service courses. This allows officers to complete mandatory trainings on shift or at home if they so choose. This method of training delivery is a radical change from the past when each officer was assigned to go to an in-service academy for one week and would need to be replaced on his shift. Other sources of training include the New England State Police Information Network (NESPIN), who assists with various trainings for detectives, as well Emergency Medical Technician (EMT) training offered by the Manchester-by-the-Sea Fire Department. The police department has a number of in-house certified trainers who teach various courses. The department has three certified firearm instructors and they utilize a town owned, outside firing range within the community. Firearms training and qualification is currently offered one day a year and does not include low-light training or training with the bean bag rounds for the shotgun. The department utilizes certified defensive tactics instructors from surrounding departments who certify officers in the utilization of the expandable baton and pepper spray. On occasion, the department utilizes on-line offerings from the Municipal Police Institute, which offers Massachusetts specific police training.

The Manchester-by-the-Sea Police Department has a Field Training Program for new officers that can last up to six weeks. This allows for a newly minted officer to patrol with a veteran officer for a period of time to learn the means and methods of policing in a specific community as part of a specific organization. Field Training Officers are certified in this important task. The department does have a guide book and checklist, and recently released a policy on this topic.

The Manchester-by-the-Sea Police Department utilizes both reserve and auxiliary police officers with the auxiliary officers being unarmed. Reserve officers are required to complete a shortened Reserve/Intermittent Academy followed with mandatory annual in-service training to maintain their certification. Interested auxiliary officers are sponsored by the department to attend the Reserve/Intermittent Academy on a voluntary basis. Reserve officers are allowed to work shifts and details with auxiliary officers usually utilized with large events, such as parades. Both categories of officers are seen by the department as a method of identifying potential full-time officer candidates.

In Manchester-by-the-Sea, newly promoted sergeants attend a sergeant's course offered by the MPTC, and the lieutenant has attended a ten day Executive Development Course offered by the Municipal Police Institute. The chief of police is current with mandated trainings and also attends specialized offerings from the Massachusetts Chiefs of Police Association. Chief McKiel

is a graduate of the Federal Bureau of Investigation National Academy, and attends the International Chiefs of Police Training Conference on an annual basis. Both civilian and sworn officers who operate the communications room attend a mandatory sixteen-hour Tele-communicator Certification Program on an annual basis. The administrative assistant also attends this training, allowing her to assist with phone call overload during an emergency. The two seasonal parking control officers receive in-house training before beginning their duties. The administrative assistant receives associated training as needed, such as computer related courses.

The town does have a Comprehensive Emergency Management Plan with copies in the possession of the two top department officials within the police department. Emergency Planning is overseen by two co-directors, one being a Manchester-by-the-Sea fire captain and the second a current member of the board of selectman. The police department also has an internal document regarding Emergency Management entitled The All Hazard Plan, which became effective on June 23, 2014. Training in Emergency Management is offered from the Federal Emergency Management Agency (FEMA) through its Emergency Management Institute. The courses are called the National Incident Management System (NIMS). NIMS trainings have a number of levels of training from basic to high level operational management. Chief McKiel reports that all Manchester-by-the-Sea officers have completed series 100 and series 200 courses, with himself and Lieutenant Fitzgerald completing the series 300 courses. The designated Emergency Operations Center for the community is the Board of Selectmen's Meeting Room. There is generator power to the location, but both public safety departments are required to work using portable radios as there are no communication's facilities to this location. Alternate sites are the police department and fire department. The town is a member of the Cape Ann Regional Response Team and three officers attend training one day per month. The school district is included in all emergency planning and the Manchester-Essex Regional High School is the designated Regional Shelter for the Cape Ann area.

The Town of Manchester-by-the-Sea requested that the Municipal Resources police team comment on increasing public safety cross-training between the police and fire departments in the community. What MRI found was there is an existing working relationship between the two departments. A prime example is the municipality's response to medical calls. By contract, police officers in Manchester-by-the-Sea are trained to the level of Emergency Medical Technician (EMT). One full-time police officer is a paramedic. This is an outstanding resource for residents as police officers are usually out in the various neighborhoods of the community at the time of a medical call for assistance. The police usually arrive first on medical calls, followed by the ambulance arriving from the fire station. During the interim between the police officers arriving on scene and the arrival of the ambulance, officers are able to administer to patients at a higher level of care than is the case in most communities in Massachusetts. Most police officers in the commonwealth are certified as First Responders, with a significantly lower level of training than EMTs. Upon arrival of fire department



personnel, care of the patient is transferred to the fire department where most members are Paramedics, and the police officers on scene are then free to clear an accident scene, conduct an assault investigation, or secure vital information from friends or family members of the person in need. The Manchester-by-the-Sea Fire Department is the primary instructor of Manchester-by-the-Sea police officers regarding their EMT certifications. Manchester-by-the-Sea police officers and firefighters have undertaken a number of joint trainings. Examples include the utilization of Narcan, disaster drills, and water emergencies.

While the concept of a “public safety officer” has had some limited success in the western part of the country, research indicates that it works best when initially setting up municipal responses for newly established communities. If a decision is made by a new government to experiment with the safety officer concept, facilities, hiring, training, policies, and tables of organization are established to give the idea some potential for success. Many communities that attempt to integrate existing police and fire personnel into one public safety agency with responsibilities for both fire and police operations return to the traditional two department system within approximately four years, with the experiment deemed a failure. This does not mean that an increased understanding of the other’s role would not be of benefit. Police officers should know where to park their cruisers so as not to impede the placement of fire apparatus at working fire scenes. Firefighters should be trained to recognize and protect crucial evidence when it is first observed.

Individuals who are interested in the fire service have a different mindset, direction, and goals from persons who are drawn to police work. While both services have a shared public service attitude and responsibilities, the skills sets and personality traits needed to be successful in their professions are quite different. The process of recruiting firefighters and police officers are varied based on need and the extent of initial academy training, field training, and in-service training, which is extensive. Best national practices, including the standards for accreditation, require that any individual who is assigned a task, no matter how small, be properly trained or certified in that task. While directing traffic or putting water on a fire with a hose may seem simple enough, these tasks come with initial training, in-service training, and supervisory issues.

As part of this research, the MRI police team interviewed Manchester-by-the-Sea Fire Chief Glen Rogers. Chief Rogers was asked about the concept of cross-training between police and fire departments to allow for more persons on fire grounds to combat fires. He began his response by saying that there was a great deal of collaboration at medical scenes already. He acknowledged that usually police personnel were on scene ahead of firefighters and had begun utilizing their EMT training before the ambulance arrived. The chief stated that the number of actual fires was low in the community due to a number of factors and that the Manchester-by-the-Sea Fire Department was focused on fire prevention. Chief Rogers reported that in recent memory there was a fire at an elderly complex and police officers were able to assist with

evacuations in areas where there was not a heavy smoke presence. Police cruisers are equipped with fire department radios, and responding officers often advise the fire department of the presence of smoke, fire, or other scene conditions.

Chief Rogers advised MRI that a minimum of training would be required before a police officer would be able to work on a fire ground. He reviewed the last class schedule for the basic level of firefighting in Massachusetts and found it would require 312 hours of training offered by the Fire Academy over a six month period. They would also need to be licensed to drive fire apparatus and be more than familiar with how to drive and operate each piece of equipment. The Chief pointed out that scene safety was the first issue to be dealt with at any scene and the fire department relied on the police to provide them with a safe scene in which to work. This includes diverting traffic and blocking streets so that hoses could be deployed across streets. Chief Rogers mentioned that two fire paramedics were attached to the Cape Ann Regional Response Team as medics. The chief reacted favorably when the concept of annual four hour trainings between the two departments was mentioned.

In a dual public safety agency there would generally be a public safety director overseeing both departments. This individual would be tasked with financial, personnel, and policy responsibilities. Each department would then need to create a lead operational position to be the in-house head of the department. Essentially what would be happening would be the creation of a new, highly paid post doing the administrative duties currently part of both chiefs' job descriptions and still needing to increase the salary of two new positions as head of the departments.

### **Recommendations**

- 11.1 The Manchester-by-the-Sea Police Department should consider the benefits of utilizing a training needs assessment, a training plan, and a training calendar to better manage present training offerings, as well as predict and plan for future training and certification needs.
- 11.2 The department should consider moving to a records management system module specifically designed for police training programs.
- 11.3 Training records currently maintained by the chief in personnel files should be moved to the possession of the training officer. All training records should be maintained in one designated location.
- 11.4 The chief of police should receive a training report on a quarterly basis from the training officer outlining completed and anticipated department training.

- 11.5 The important tasks included in the Field Training Program should be covered by a policy dedicated specifically to that type of training as required by CALEA Standard 33.4.3.
- 11.6 The department should consider flexing the hours of the annual firearms training to be able to offer some low-light shooting.
- 11.7 The department should consider including training with bean bag shotgun rounds as part of its annual firearms training.
- 11.8 If the training budget can be expanded in the future, consideration should be given to more frequent firearms training, such as semi-annually. The department should brainstorm alternative means to increase the number of opportunities for officers to practice with their side arms. One option could be to allow for an instructor to meet an officer at the range during the officer's shift, where the officer would fire one box of ammunition under the direction of the instructor. This activity would take place in between annual qualifications.
- 11.9 The chiefs of the fire and police departments, in conjunction with the co-emergency management directors, should re-examine the selection of the designated Emergency Operations Center. The chosen location should be adequately equipped with the supplies and equipment necessary to sustain assigned personnel for an extended period, as well as having the operational capacity to direct and communicate with front line personnel and outside agencies.
- 11.10 The police department should plan to review their All Hazard Plan Policy with the town's Comprehensive Emergency Management Plan to ensure compatibility on a regular basis.
- 11.11 When the All Hazard Plan and the Comprehensive Emergency Management Plan have been reviewed and approved, availability of these two plans should be expanded. All officers and dispatchers should have immediate access to hard copies of these important plans. The department should also consider putting these plans onto the computer system to allow for laptop availability.
- 11.12 MRI suggests the department consider budgeting to send one sergeant per year to a Command Training Course at Roger Williams University in Bristol, Rhode Island, or similar training.
- 11.13 MRI would suggest that the concept of moving toward increased police/fire cross-training not be pursued at this time. However, there is value to be found in increasing the knowledge of how each department works and its expectations of the other service.

The police chief and the fire chief should commit to each department studying ways to increase their helpfulness to each other at crime scenes, fire scenes, accident scenes, and medical scenes. Through mutual dialog, understanding, and training, each service can elevate the effectiveness of the other. One option would be both departments agreeing to a four hour block of training per year for all police officers and firefighters. Two hours would be offered by each service. This would allow better understanding of each other's job responsibilities and how the other service could be of better assistance at emergency calls.



## CHAPTER 12

### COMMUNITY OUTREACH AND COMMUNITY POLICING

#### Overview

One of the most important areas to explore in any study of a law enforcement agency is the public's perception of their police department. A community's perceptions of the police department are often based on interactions and encounters that the public has with patrol officers, observations of an officer's personal grooming and uniforms, equipment, and facilities. Today's law enforcement mission requires enhanced knowledge and problem solving skills, the ability to utilize and understand technology to enhance services, and direction from law enforcement managers to focus operations toward a common goal and vision, which universally requires an astute understanding of the guiding principles of the community policing philosophy. No longer can police departments work in a silo, making decisions which impact the way that the community is policed without input from stakeholders, including those residents and businesses that they serve. Although a community can have a very low crime rate, the most important factor to be investigated is "Citizen Fear of Crime" due to the fact that perception is often reality, especially for vulnerable populations, who alter day-to-day activities because they do not feel safe within the community. Police departments need to work collaboratively with constituents and stakeholders to reduce quality of life issues and disorder within their community, utilizing problem oriented policing skills. A department's personnel should remain approachable and interact with citizens on a daily basis to establish and expand relationships within the community. By doing this, police departments develop strong bonds within the community, which often support the department's mission and are constantly available to assist the agency with its future endeavors. At no time in the history of policing has this ability been more important, as we unfortunately see turmoil between police departments and the citizens that they serve after a critical incident has occurred within the jurisdiction.

#### Observations

Manchester-by-the-Sea is an affluent seaside community composed of 18.3 square miles of total mass of which 9.2 square miles is land, and 9.1 miles is water. The community has a vibrant downtown business district consisting of shops and restaurants, seven beaches, and a commuter rail station that brings large numbers of visitors to the community, especially in the summertime. The registered population of the community is reported at 5,228 residents according to the 2010 census, but swells to well over 10,000 people on summer days. The demographic within the community is 98 % Caucasian, with a median family income of \$138,000.00. There are a fairly sizable number of estates that house wealthy residents who have made Manchester-by-the-Sea their family's home for centuries.

The Manchester-by-the-Sea Police Department is composed of fourteen full-time members and eleven part-time members. The department also currently supports an Auxiliary Police Officer Program which has been an excellent recruitment tool to attract young college aged youths interested in entry level police work over time. The department is currently in the self-assessment phase of the Massachusetts Police Accreditation Program and is anticipating an on-site in late 2015 or early 2016 for certification status. The chief has also committed to achieving Accreditation status within a year from certification. Police Certification/Accreditation exposes a department to an external peer review of its policies, procedures, rules, regulations, facilities, and practices, to be measured against national policing best practices. As a result of this external review and certification status, the community feels assured that law enforcement services meet national best practices, thereby enhancing community confidence and elevating morale and Esprit-De-Corp within the rank and file.

MRI was told about and provided with supporting documentation from Chief Glenn McKiel, describing multiple community policing programs that the department provides to Manchester-by-the-Sea residents, which he identified as community policing initiatives. The programming is focused around the following five specific groups; senior citizens (TRIAD, safety presentations, and CarFit programs), schools (safety presentation, lockdown drills, building/student safety, daily traffic posts, Project Score (a high school senior internship program), community groups (Rotary, Chamber of Commerce, Bike and Pedestrian Committee, bicycle rodeo, crosswalk compliance, Manchester-by-the-Sea Community Center projects), business community (ongoing recurring meetings to address problems or concerns), and social media (Facebook and Twitter posts and communications, to appraise residents and visitors regarding newsworthy events and up-to-date information). The previously listed programs are really community outreach programs, which are vital and help build citizen trust and provide an effective base for community policing. Although these programs are targeted toward stakeholders within the community, the basic tenants of “Community Policing” and “Problem Oriented Policing” require a department-wide philosophical shift in the way a department strategizes the delivery of police services toward its constituents, targeting community concerns, including crime, fear of crime, perceptions of disorder, quality of life, and neighborhood conditions. The significant shift of authority that community policing requires is evidenced by empowering the community to set the law enforcement role and agenda, as opposed to dictating it. Community policing is rooted in team policing, police-community relations, and crime prevention, while some departments have used it as cover for aggressive law enforcement tactics rather than serving the needs of their community (Klockers, 1988).

MRI was informed that the department has a Community Liaison Problem Solving Officer, Kevin Cleary, who has been working on the initiative for approximately one year. Officer Cleary is designated as the point person and he, along with Lieutenant Fitzgerald, attend the Walk Audit School Street Safety meetings, Bicycle and Pedestrian Committee meetings, Chamber of Commerce meetings, and school safety meetings. Officer Cleary currently works the evening

shift, and he works with Officer Archambault, who is the K-9 handler. Chief McKiel advised MRI that although the officers try to communicate with residents, it is not uncommon for a resident to call the police and ask whom they are speaking with only to get a response that they only want to talk to a police officer from Manchester-by-the-Sea. Chief McKiel advised that there are no School Resource Officers within the system. Manchester-by-the-Sea officers do go to the school and have lunch with students occasionally. The Manchester-by-the-Sea Police Department may be better served by assigning multiple police officers to liaise with community groups thereby broadening opportunities for technical expertise and citizen contact.

Community Policing became popular in the 1990s under the Clinton Administration when the COPs Office funded numerous grants programs to law enforcement so that they could implement this philosophy department wide. Although Chief McKiel related to MRI that he had hosted a recent department-wide training on community policing, it was found that the training consisted of a two hour section on Organizational Culture, Change, and Connection taught by Dr. Michael Frost of the Essex County Sheriff's Department, and a fifteen minute Community Policing Overview, provided by Chief McKiel. The Manchester-by-the-Sea Police Department should contact the COPs office and deliver a multi-day regimented training on community policing and problem oriented policing in the near future.

The Office of Community Oriented Policing has a wealth of toolkits and material for departments to utilize as they evaluate their proposed community policing philosophy. Most departments begin their transition process by gauging the community's perception of the police department through a survey to identify gaps between expected services and current practices. The IACP publishes "A Police Chief's Desk Reference" which contains several exemplar surveys. The United States Department of Justice (USDOJ) also publishes a law enforcement primer on conducting community surveys.

MRI was told that Manchester-by-the-Sea officers often experience frustration as requests for priority targeted enforcement by way of parking or traffic patrols are acted upon, only to have certain residents or town officials complain after a constituent or their family member has been ticketed, thereby ending the enforcement and creating hostility toward the officers and the department. Historically, MRI has found that one of the most practical and efficient community-policing programs has been the Citizens Police Academy. Citizens are invited into their police station and are able to interact face-to-face with officers in a non-stressful/non-confrontational environment so that they can understand the how and why for police activity and practices often observed on their streets within the community. Personnel ranging from the chief of police, command staff, individual police officers, dispatchers, and support staff have the opportunity to teach residents about the department. Additional topics include police training, equipment, and a review of critical split second decisions that officers are required to make within the course of employment. Historically, graduates of Citizens Police Academy programs are friends and supporters of the department for life. On numerous occasions, graduates have

returned to assist the department in times of crisis, during critical events in support roles, and community initiatives, such as annual open house events. Although the Manchester-by-the-Sea Police Department has run one Citizens Police Academy in the recent past, MRI was told that the last time they advertised, the program interest failed to result in a suitable number of applicants. MRI would recommend that the police department plan and advertise a Citizens Police Academy in the near future and respectfully request town elected and appointed personnel to attend the program.

The current demographic of the Manchester-by-the-Sea Police Department is quite unique in the fact that the average age of personnel is thirty-seven years old, as compared to forty-nine in 2007, and the average years of service is 7.85 years, as compared to 19.5 in 2007, along with nearly half of the department having less than five years' experience in policing. Only two police officers reside in the community, as compared to eight in 2007. These demographics need to be taken into consideration when determining enforcement initiatives and training for the department. Required police academy training consists of a twenty-three week basic recruit academy geared to train municipal police officers who will serve complex communities within large urban cities, as well as smaller towns, and are constantly focused on officer safety and the control of suspects. Few police academies dedicate significant training hours in the area of communication, de-escalation, and disengagement strategies, which would assist officers in reducing the need for formal arrest and custody in some situations within the community. MRI would recommend that the Manchester-by-the-Sea Police Department provide training to officers in these useful proactive areas in the immediate future.

MRI was told by elected officials that the department does not interact well with some sectors of the community, especially with youths at the high school age level. It was reported that officers often come on too strong with them and therefore, the youths lack respect for the officers, which often culminates with younger males engaging in argumentative behavior, when they are told to leave the parks, Tucks Point, or the train depot late at night. It was also reported that some sectors of the public believe officers are frustrated with their perception of the lack of parental control or youths being handed expensive automobiles without strict rules or parental supervision. Equally important, was information which described a large sector of parents feeling that the police are doing a good job controlling crime, drugs, and disorder with arrest and enforcement activity against youths, while those youth's parents attempt to blame their child's misfortune on being targeted or profiled by the police. MRI suggests implementing a job-shadowing program with high school youths in an effort to give them a first-hand look at law enforcement careers and establish productive relationships in a non-confrontational environment.

Another possible solution would be for the department to consider establishing a Police Explorers' Post either alone or in conjunction with the fire department, which could be considered a Public Safety Explorers Post. Exploring is a program, which falls under the Boy



Scouts of America, and is for youths between 14 and 20, to enable them to explore different career paths in an organization. Each agency could appoint an Explorer Advisor and the group could alternate monthly meetings between the police and fire departments for agency specific training. This would allow an opportunity for police officers to create relationships and establish common ground with the community's youth in a collaborative and non-threatening atmosphere. Several area communities currently have explorer posts and should be consulted for further information on this topic.

MRI attended an annual selectman's retreat on Friday, September 11, 2015, at Seaside 1 building, at the Town Hall complex. The purpose of this session was to hear input on the police department from the selectman and town administrator so that MRI could better understand the dynamics between the police and the citizens that they serve. One area of concern expressed by elected officials was a perception that the officers are often not friendly or approachable, never wanting to get out of their cars or even waving back to residents when they wave. This was in conflict with their previous statement that when officers are on walk and talk or downtown patrols, they are very approachable and easy to interact with. One person suggested it was like as soon as the walk and talk assignment was over, it was back to the rigid and standoffish officer attitude. This fact was intriguing and left the writer to wonder if the officers are even aware of this perception from the community.

MRI became aware of several citizen complaints involving the same officer over the last year. Although all but the most recent had been investigated and resolved in favor of the officer, it tends to show a pattern of activity worth noting. Some elected officials implied that there were a couple of officers that were not friendly and created a majority of the hostility within the community against the department. The department lacks any early warning system as of this writing, and by design, a system of this type is geared to identify an officer experiencing recurring problems, which indicate a need for training or intervention prior to him/her doing something that requires separation from service. Generally, the categories of activities being monitored are citizen complaints, use of force deployment, pursuits, lawsuits, domestic violence, sick time abuse, and tardiness. MRI recommends that an early warning system be implemented within the police department consistent with national best practices (CALEA, Chapter 35). The majority of citizen complaints shown to MRI were perceived rudeness and disrespect, or the reporter felt he/she was being targeted or harassed by the officer. These types of complaints often involve poor communication skills by the officer(s) involved.

The Community Oriented Policing Services within the U.S. Department of Justice is offering a new community policing initiative and training program, Procedural Justice: Fairness as a Crime Prevention Tool, which is free of charge. The focus of the program is perceived fairness of the outcome when dealing with law enforcement personnel and situations. Not only is it an evidence based and cost effective way to reduce crime, it heightens the opportunity for individuals who have enforcement actions taken against them to feel that the outcome was

arrived at fairly. Tomas Tyler of Yale Law School, one of the leading researchers on this topic, has identified several critical dimensions of procedural fairness including voice, respect, neutrality, understanding, and helpfulness. Manchester-by-the-Sea officers may experience better outcomes after formal enforcement situations as a result of these core dimensions being implemented in day-to-day customer interactions within the community. The COPs office will assist a department in rolling out the training program to command staff officers, but they request that smaller agencies combine the program so that a minimum of twenty supervisory personnel attend the eight-hour training program. This would be an excellent regional initiative for two or three contiguous communities to partner with. The International Chiefs of Police hosted a training class on this model in Philadelphia in 2013. MRI would recommend that Manchester-by-the-Sea explore the adoption of this training with regional partners.

### **Community Survey**

A community survey was created as part of MRI's review process which was distributed by the Town in both paper and electronic format. As a result of the survey 110 completed responses were received, as well as, 34 incomplete responses. Demographic information of the respondents include 86.01 % were residents, with 72.03% being 50 or older, and 51.75 % were female. In a community with more than 5100 residents and 2100 households, MRI cannot draw any statically significant conclusions from the limited data, however it is apparent that 63.2 % of respondents indicated that they had a favorable or very favorable opinion of the Manchester by the Sea Police Department, along with an additional 24.8 % indicating an average opinion. Of those surveyed 76.78% felt that they were satisfied or extremely satisfied with their most recent contact with the department and 72.65% of respondents indicated that they had a favorable or very favorable opinion of the Department's Dispatchers. There were positive comments that complimented the way individual incidents were handled by responding officers or positive contacts the public had with the department. There were some negative comments relating to militarization of the department, attitudes of officers, and feelings that the community did not need certain resources such as a K-9, a Regional Response Team, and the number of vehicles currently in existence.

### **Recommendations**

- 12.1 The Manchester-by-the-Sea Police Department should consider conducting a Police-Community Interaction (PCI) survey, to identify service gaps for community policing implementation.
- 12.2 The Manchester-by-the-Sea Police Department should schedule a Citizens Police Academy in the near future and request that elected officials and a group of citizens who have been vocal about the police department attend.

- 12.3 The Manchester-by-the-Sea Police Department should consider providing communications, de-escalation, and disengagement training to its police officers, such as verbal judo.
- 12.4 The Manchester-by-the-Sea Police Department should consider implementing a job-shadowing program and/or a Police Explorer's Post for high school aged students to explore law enforcement careers and enhance relationships within the community.
- 12.5 The Manchester-by-the-Sea Police Department should consider collaborating with the school district to provide and fund a full-time or part-time School Resource Officer within the high school.
- 12.6 The Manchester-by-the-Sea Police Department should consider implementing an early warning system to identify officers having trouble interacting with the public or complying department policies so that training or early assistance can prevent future separation from the department.
- 12.7 The Manchester-by-the-Sea Police Department should consider implementing a Procedural Justice Training Program within the department.

## CHAPTER 13

### MUNICIPALITY AND GRANT FUNDING, FISCAL MANAGEMENT

#### Overview

The purpose of this chapter is to provide a comparison of the Manchester-by-the-Sea Police Department budgets with communities selected and approved as being members of a comparative group. This is not an in-depth analysis of the Town of Manchester-by-the-Sea's police budget. It is an analysis of the funding achieved locally and how it compares with like communities. The comparative group analysis establishes the level of financial "effort" Manchester-by-the-Sea residents pay to support police activities relative to the other named communities. For the purposes of this chapter the communities analyzed were the Massachusetts Towns of Hamilton, Rockport, Carlisle, Cohasset, Marion, Wenham, Topsfield, and Dover.

Caution should be used if looking for a hard and fast answer using these statistics on their face value alone. Each department and town has developed creative methods for service delivery and cost labeling based on specific needs. Additionally, the information provided by the various municipalities could vary to some degree as to how they report expenses such as employee benefits, insurances, or vehicle maintenance in each budget. Another issue to look for is where the cost of dispatch is located. Some departments include the cost in the police department budget, while others list these costs in a separate budget, and others still pay a third party for dispatching in a separate service contract.

The provision of police and other emergency services falls under basic functions of government and as such, there is no formula that specifically dictates how much police protection is right for a community. Often the level of service is easier to measure when it is felt to be too little, leaving residents feeling dissatisfied with the services provided by their police department, with some reasons being economic in nature. The question of how many police officers is enough and how much it costs for the desired level of policing is a matter of public desire and ability to pay.

Grants have become a very important income source to municipal governments. They allow for the purchase of goods and services that would otherwise not be available. Cities and towns rely on grant funding to complete planning projects, purchase conservation land, and supply public safety departments with overtime and equipment to satisfy identified needs. Grants, their application, administration, and local matches have become a staple of local government. Grants have become a significant source of income to police departments. They allow the police to purchase equipment, attend training, and supplement overtime spending with non-local tax dollars. The expenditures made with grant money are vital to the department and to

the community. It allows departments to progress in areas, such as training and technology, which would not be possible based solely on municipal budgets.

In many communities, town government sets the accounting, purchasing, and oversight rules for each independent department. Written guidelines for formulating payroll and the purchase of materials and services are a must. The department's system for fiscal management must be compatible with the town's, so as to allow for constant review, oversight, and modification where necessary. Frequently police departments collect funds for the release of police reports, permits, and licenses. When such transactions occur, it is imperative that a written directive for the acceptance of these funds establish a process that is verifiable and audited to assure public confidence. Any police department, such as Manchester-by-the-Sea, who intends to pursue State Accreditation, is invited to review Chapter 12 of the CALEA Standards Manual for specific requirements.

## **Observations**

### **Municipal Funding**

The Manchester-by-the-Sea Police Department budget for the year ending June 30, 2016, is \$1,630,657. This total is created by adding the salaries total of \$1,518,207 to the expenses total of \$112,450. The total budget represents a total increase of \$20,075, or 1.2%, over Fiscal Year 2015. Of that yearly increase, \$ 19,925 was in the salaries account and \$150 was in the expenses account. The total of all expenses for the Town of Manchester-by-the-Sea for Fiscal Year 2016 was \$29,984,454, including school operating costs and debt, as well as enterprise accounts. The police budget represents 5.4% of the overall municipal budget.

A review of the salaries' portion of the police budget finds that in addition to the salaries of full-time and part-time staff, there are a number of additional costs included such as overtime, holiday pay, uniform cleaning allowances, and the cost of seasonal parking enforcement. A number of contractually granted stipends are also included in the salaries' account such as those for Emergency Medical Technician (EMT), career incentive, officer-in-charge pay, and night shift differential.

The expenses' section of the police budget has remained very static for the last five years. Expenses found here include vehicle maintenance and repairs, professional services (which pays for the maintenance contract of the records management software package, radio repair, training, office, and other supplies), fuel for vehicles, utilities, and uniform purchases.

Municipal Resources sought financial information from Manchester-by-the-Sea and seven comparable communities regarding tax rates, police department budgets, and total municipal budgets. It then determined the percentage of the municipal budget which was dedicated to

the police department in each jurisdiction. The findings of this analysis determined that Cohasset had the highest police budget and Wenham the lowest. The average was \$1,668,525. Manchester-by-the-Sea had the third highest police budget with \$1,630,657, representing \$38,000 less than the average of the seven responding communities. When seen as a proportion of the total budget for each community, Manchester-by-the-Sea had the third lowest percentage of the entire budget with 5.52%.

POLICE BUDGETS AS A PERCENTAGE OF MUNICIPAL BUDGETS FOR FY 2016				
	Tax Rate	Police Budget	Municipal Budget	Percentage of Municipal Budget for PD
<i>Carlisle</i>	\$19.00*	\$1,532,894	\$27,523,585	5.57%
<i>Cohasset</i>	\$12.71*	\$2,265,054	\$50,745,388*	4.46%
<i>Dover</i>	\$12.70*	\$1,937,368	\$35,780,923	5.41%
<i>Hamilton</i>	\$17.09*	\$1,521,228**	\$27,189,074	5.59%
<i>Marion</i>	\$11.11*	\$1,613,081	\$20,455,858	7.89%
<i>Topsfield</i>	\$16.45	\$1,473,584	\$26,000,000	5.67%
<i>Wenham</i>	\$16.83	\$1,336,472	\$16,212,173	8.24%
<i>Average</i>	\$15.13	\$1,668,525	\$29,129,571	6.12%
<i>Manchester</i>	\$10.84*	\$1,630,657	\$29,562,583	5.52%
<i>*FY 15</i>				
<i>**Excludes dispatch</i>				

### Grant Funding

The Manchester-by-the-Sea Police Department has applied for and been awarded a number of grants in recent years, with many continuing to the present. The following list is an example of the types of grants received, as well as the amount of funds and purpose.

- United States Department of Justice and the Massachusetts Department of Public Safety Vest Grant Programs. \$16,000 was awarded to the department in 2010 for the purchase of protective vests at no cost to the community. Fifty percent of the cost of new and replacement vests are paid for by the federal government, with the remaining fifty percent paid by the state program. The department has reapplied for an additional \$16,000 in 2015 as personal protective vests have a five year life span and all vests now in use need to be replaced. An award is anticipated in the fall of 2015.



- Healthy Gloucester Collaborative Grant. \$100,000 was awarded to the Cities of Gloucester and Beverly, along with the Towns of Manchester-by-the-Sea, Essex, and Rockport in May of this year. These funds are to combat underage drinking, drug use, and smoking for a three year period.
- E-911 Support and Incentive Grant for \$10,874.00 and an E-911 Training Grant in the amount of \$14,280.00. These are 2015 grants which will be used for training and upgrading the dispatch area. Similar funding will be sought in 2016.
- The Stanton Foundation, a private foundation awarded a grant to the department for the department's K-9 Program in the amount of \$29,000.00. These funds were utilized to retrofit a cruiser to carry the K-9, as well as to pay for training to certify the dog for drug detection.

Chief McKiel reports than any officer may bring forward information regarding a grant that may be helpful to the department. On occasion, the town may also bring a grant opportunity forward to the department. Various officers within the department have been the actual grant applicant with all applications being reviewed by the chief before submission to the town administrator for final approval. The chief administers all grants and oversees grant expenditures and periodic filings. The department does not apply for grants that require a municipal match as there is no budget line in the police department or municipal budget set aside to fund grant matches. Both the chief and Lieutenant Fitzgerald have completed a course on grant writing and administration. When asked about outside help locating applicable grants, Chief McKiel responded he would welcome a community volunteer to assist the department with searching for grants, especially private foundation grants. There is a line in the municipal budget for gifts to the police department. It is able to be carried over from one year to the next. Funds are received from businesses and private citizens. These funds are utilized for community outreach as part of the department's community policing efforts. Examples of these activities are a lunch for one hundred senior citizens and a soccer game and ice cream social for eighty-five attendees. The municipality does have a Federal Law Enforcement Trust Account with a small balance, but does not presently have a State Law Enforcement Trust for confiscated and court forfeited drug monies. A grant for a School Resource Officer has never been pursued. Chief McKiel reports the local school district has, to date, showed no interest in having a police presence on school campuses.

### Fiscal Management

Chief McKiel reports that the department's annual budget is constructed by him with input from Lieutenant Fitzgerald, the sergeants, and other officers with specialized knowledge, such as the fleet officer and the administrative assistant. Budget submission bottom line increases are not to exceed certain pre-determined percentages. The department's budget is reviewed



by the town administrator and then forwarded to the board of selectmen and the finance committee, with final approval by the voters at Town Meeting.

Spending of any amount over \$2,500.00 requires a purchase order signed by the town administrator. Purchases under this amount may be authorized by the chief, or in his absence, Lieutenant Fitzgerald. For purchases under this figure, no purchase order is required at any level. All budget expenditures and balances are tightly tracked by the chief. Chief McKiel has never over spent a budget during his tenure. The budget is managed on a bottom line basis so the chief may overspend some lines as long as he is able to bring the expense budget in under the total budgeted amount.

The department does not utilize a petty cash account. All fees collected by the department for accident reports and licenses, etc. must be secured by check. All checks are deposited to the Treasurer's Office where each deposit is balanced and signed for by a Treasury Office employee. The department currently has no cash on hand for drug buys. Should funds be needed for this purpose, a withdrawal from the Law Enforcement Trust Account could be made.

Billing for police outside details are handled and monitored by the administrative assistant. The town attaches a 10% administrative fee to each bill for billing and accounting services. There is a system in place for monitoring unpaid detail bills. The department has maintained inventories of computers, cruisers, and firearms, but nothing else.

### **Potential Income Enhancements**

The Manchester-by-the-Sea Police Department charges \$5.00 for copies of accident or incident reports. It does not charge for taking civil fingerprinting for employment or adoption purposes. The charge for copying reports is nominal and not charging for civil fingerprinting is a positive community service. Neither the town nor the police department has a contract with the two towing companies utilized for towing disabled vehicles or vehicles associated with arrests. The towing companies charge the various town departments to change flat tires on municipal vehicles or tow disabled municipal vehicles. Some communities have instituted contracts with towing companies that are on-call for the police department where services for municipal vehicles are offered at no or reduced cost in exchange for the services provided by the police department dispatcher, as well as officers on scene.

Some communities, in an effort to reduce the number of false burglar alarms, have instituted a false alarm by-law which includes fines for multiple-time offenders. Chief McKiel relates that there may not be a need or a desire in Manchester-by-the-Sea for such a by-law. The chief states that the number of false burglar alarms is relatively low and the department works with the property owners associated with frequent alarm activations. Some police departments



charge a fee for utilization of a police cruiser on a detail such as a road construction site. Chief McKiel explained that the department does not use cruisers on many details, usually just night time emergencies. It may be of value to have such a decision made ahead of a time when a large construction project calls for cruisers on site.

### **Recommendations**

- 13.1 Chief McKiel should advertise his desire to have a volunteer assist the department in searching for private grant opportunities.
- 13.2 Should the Manchester-by-the-Sea Police Department be the recipient of forfeited drug money through the District Attorney's Office it would need to be deposited to a State Law Enforcement Trust Account and managed under rules established for this type of account. It would be prudent to have the account set up well in advance of ever being needed.
- 13.3 MRI suggests that Chief McKiel attempt to explain the many positive reasons for having a School Resource Officer on school district campuses. Grant funding is often available to partially fund this type of position. It is suggested that the chief try to have local school administrators communicate with or visit school districts where this position is operational and successful.
- 13.4 The department should review its purchasing procedures and reduce them to a written directive adhering to CALEA Standard 17.3.1.
- 13.5 The department should consider adding all equipment and furniture to its existing inventory to be in compliance with CALEA Standard 17.5.1.
- 13.6 MRI would suggest that the department and the municipality consider the use of contracts with companies that tow for the town. Not only can requirements of response time and cleaning the street at accident scenes be codified, but many communities incorporate language where the tow companies provide tire and towing services at no cost for municipal vehicles in exchange for the services they receive from the police department.
- 13.7 The town and the police department should discuss the value of establishing a cost per hour for utilizing a marked police cruiser on details. MRI feels that the cost of operating the cruiser during this period should be borne by the contractor and not the taxpayer.

## CHAPTER 14

### CONCLUSIONS

This report stems from an organizational assessment of the Manchester by the Sea Police Department conducted by Municipal Resources, Inc. of Meredith, New Hampshire. The assessment indicates that the agency is well-budgeted, well-staffed, and well-equipped to perform the various tasks expected from a policing agency of this size. As part of this project an extensive survey was completed by a number of comparable, Massachusetts policing agencies. The results of this survey indicate that the Manchester Police Department is very much like the responding municipal agencies in many criteria. The various topical charts included in the report as well as the assembled compilation included as Attachment 1 show a similarity and equality which should be of interest to citizens of the community as well as municipal decision makers.

One of the purposes of this study was to make note of how the policies and practices of the Police Department compare with national best practices. The sources of these practices include the standards of the Commission for the Accreditation for Law Enforcement Agencies, Inc., as well as the training and experience of the two retired, Massachusetts police chiefs who conducted this assessment. The Manchester Police Department recognizes the need to meet this level of police practice and has joined with many other Massachusetts police departments in seeking Massachusetts Certification to be followed by the next step of Massachusetts Accreditation. Many of the policy enhancements mentioned in this report will be accomplished through the accreditation process. The community should join with the Police Department in supporting this effort.

The facility used by the Manchester Police Department is now forty-five years old and long ago exceeded its ability to serve the needs of modern policing. While many specific issues associated with the building could be addressed in the short term such as air quality, air conditioning, and sewer issues, the shortage of square footage and layout of the space require a new building for police operations. The Town of Manchester should identify this real need and add a new police facility to its list for capital planning purposes.

Thankfully, there is a low level of reported crime in Manchester. Rather than having to concentrate police efforts on suppressing and investigating criminal incidents, the Police Department is more able to concentrate on the delivery of non-law enforcement police services. Citizen interactions, both in person, and through social media, should be at a very high level of usefulness and professionalism. Efforts to reach out and connect with citizens of all ages should be continued and expanded. The central core of the relationships between residents and the police revolve around how the persons interacting with the police are treated. The Manchester Police Department should expand its understanding and practice of

true community policing. Every contact between a police officer and a citizen has the potential to become a positive or negative experience. Effort should be made by the Police Department to ensure that an ever increasing number of such contacts are positive. The resulting good will derived from years of positive contacts will reap huge rewards for the community resulting in cooperation and mutual understanding between citizens and their police officers.

MRI suggests that the Town of Manchester-By-The-Sea use the compilation of recommendations found in the next section as a work plan. These recommendations can be entered into a spreadsheet that would assist in priority setting and tracking of progress. The spreadsheet would track the current status of a recommendation (many may have been resolved during the course of this study), to whom the recommendation was assigned, and a review date. Those recommendations that require budgeted expenditures can become part of the next budget cycle or in some instances, the Capital Improvement Plan. By developing such a work plan, this report becomes a living document that serves as a roadmap for increased police department efficiency and effectiveness.



## CHAPTER 15

### COMPILATION OF RECOMMENDATIONS

#### Chapter 2: Police Department Facilities

- 2.1 The town should consider street signage on main streets identifying the location of the police station.
- 2.2 Further attempts to remedy the sewerage backup problem at the police station should be undertaken. Regardless of who may occupy this building in the future, the sewer issue amounts to a significant health issue and requires on-going attempts to find a solution.
- 2.3 The overall security of the police facility needs to be improved, especially in regards to the lobby area. Insurance groups such as the Massachusetts Interlocal Insurance Association (MIIA) have given grants in the past for such purposes.
- 2.4 With the assistance of the Manchester-by-the-Sea Fire Department, additional smoke and CO2 detectors should be purchased and installed as required.
- 2.5 The lack of overall cleanliness of the police facility requires attention. The interior of the building has a need for a thorough cleaning. Maintenance of this municipal asset, which is utilized around the clock, requires more than a brief visit from a cleaning company once a week.
- 2.6 The sally port/garage where prisoners are led into the building should be revisited by department personnel and viewed from an officer safety and prisoner escape perspective. One example would be the removal or securing of the large number of long-handled tools resting up against walls which could be used as weapons against an officer by a prisoner who has slipped his/her handcuffs.
- 2.7 The department should experiment with scanning and uploading copies of arrestee's fingerprints to arrest reports. This would keep the report, the photo, and the fingerprints all in one location.
- 2.8 The department should consider if the installation of an eye wash sink would offer superior service to a prisoner or officer who has been contaminated by pepper spray, rather than utilizing the sinks in department cells.

- 2.9 The chief should designate an officer as keeper of the lockup. A job description and policy should be written and adopted. This individual should make documented inspections of the cell and booking area on a weekly basis, checking for sanitation and security issues.
- 2.10 The suicide prevention recommendations recently noted by the State Department of Public Health should be resolved.
- 2.11 The Manchester-by-the-Sea Fire Department should be engaged with assisting the police department with meeting mandated life safety requirements. This would also be helpful in the police accreditation process. The fire department should be requested to perform an annual inspection of the police facility and point out any suggestions for enhanced safety. This should include approving all posted evacuation plans. Records of those inspections should be maintained.
- 2.12 The lack of a female locker room should be addressed through the use of a written directive until such time as a new police facility can be secured.
- 2.13 Chief McKiel's suggested repurposing of a portion of the current lobby area should be given serious consideration. The square footage and operational needs of the police department are quite real and negatively impact police effectiveness.
- 2.14 There are a large number of serious building deficiencies facing the current police facility. Many of the deficiencies noted in this chapter were also observed in the 2006 Study of the police department conducted by CTC, Inc. It is quite evident that a new structure to house the police department is needed. The community should begin the very long process of placing a new police station into their capital improvement plan.

### **Chapter 3: Vehicle Fleet and Equipment**

- 3.1 The Town of Manchester-by-the-Sea should investigate the value of training at least one of their municipal mechanics to the standard of having Automotive Service Excellence (ASE) status.
- 3.2 The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) requires agencies seeking accreditation to have

*A written directive specifies the equipment to be included in every patrol vehicle and establishes a system to ensure replenishment of supplies for operational readiness (Standard 41.3.2).*

MRI would therefore suggest the department consider the development of a written directive covering the required equipment to be in patrol vehicles, along with a computer based or hard copy cruiser inspection sheet to be completed by each officer at the beginning of his/her tour.

- 3.3 The department should review the value of video recorders, animal snares, tire deflation devices, and Narcan, and decide if any of these items should be added to the standard equipment for patrol vehicles.
- 3.4 The department should re-visit the Police Vehicle Policy and re-write the section on Specialty Vehicles to more specifically respond to the requirements of CALEA standard 41.1.3, such as authorization, conditions, and limitations of usage, as well as a listing of equipment to be kept in the two specialty vehicles.
- 3.5 The department should consider instituting more frequent handgun inspections by supervisors. An annual inspection is insufficient to assure firearm readiness.
- 3.6 All department personnel that could potentially be exposed to bodily fluids, such as blood in a cruiser, in addition to access to universal precaution supplies, should be trained in proper cleaning methods to avoid contamination.
- 3.7 The chief should ensure that all officers are trained in the utilization of the less than lethal weapons system, bean bag rounds. All officers should be comfortable and able to place this system into use with incidents requiring this response. This weapons system should be a topic for a written directive.
- 3.8 The department should monitor surrounding and comparable communities for their adoption of Tasers. Communities around the country are demanding that some individuals in need of being taken into custody or stopped from continuing their actions be subdued through a means short of the use of a firearm.

#### **Chapter 4: Use of Technology and Current Records**

- 4.1 The Manchester-by-the-Sea Police Department should attempt to secure funding by grants or budget requisitions to implement Computer Aided Dispatch, a mapping program, and an electronic roll call platform for dispatch, especially if they will be providing police/fire dispatching services as GIS overlays are instrumental when coordinating emergency response within the community.

- 4.2 The Manchester-by-the-Sea Police Department should evaluate the benefit of implementing electronic control device technology within the department to allow officers an additional force option to deadly force within the community.
- 4.3 If the dispatch center is going to be renovated and relocated, the Manchester-by-the-Sea Police Department should consider relocating 911 technologies to another more secure climate controlled area of the building.
- 4.4 The Manchester-by-the-Sea Police Department should attempt to fund an electronic fingerprint scanner if the department is unsuccessful in the grant application process.

### **Chapter 5: Communications**

- 5.1 The Manchester-by-the-Sea Police Department should consider bargaining a change in hours if needed with the full-time dispatchers to incorporate a 4-2 schedule, and consider hiring one additional dispatcher so that the majority of dispatching shifts will be covered by full-time personnel and should realize consistency in dispatching duties on the weekends when serious situations arise.
- 5.2 Manchester-by-the-Sea should move cautiously in partnering with any agency to provide dispatch services due to the fact it may be costly or impossible to have their 911 telephone lines reconnected in the local center if they are not happy with the service level provided, especially if the proposed center lacks experience in civilianized public safety dispatching.
- 5.3 Manchester-by-the-Sea Police Department should consider procuring a Computer Aided Dispatch (CAD) software solution, along with a mapping module and electronic roll call application if they continue dispatching at the local level by leveraging State 911 Support and Incentive Grant Funding.
- 5.4 Manchester-by-the-Sea Police Department should issue current policies and ensure these written directives cover the previously described standards, which were lacking during our review.

### **Chapter 6: Written Directives Review**

- 6.1 The Manchester-by-the-Sea Police Department should create or evaluate a matrix to determine what policies and procedures have been implemented and make note on the policy indicating issue date and effective date.

- 6.2 The Manchester-by-the-Sea Police Department should clarify the policy surrounding auxiliary police officers making arrests and deploying force as described previously in this chapter.
- 6.3 The Manchester-by-the-Sea Police Department should clarify the section on firing at or from a moving vehicle and include language consistent with an officer reasonably believing he/she or another is in imminent danger of death or serious bodily injury, along with precautionary language about a bullet's ability to pierce metal or glass, and correct additional spelling and grammatical mistakes in the policy.
- 6.4 The Manchester-by-the-Sea Police Department should consider combining use of force reporting within the Use of Force policy and add the color coded escalation and de-escalation of force diagram.
- 6.5 The Manchester-by-the-Sea Police Department should add jewelry to those articles requiring added security procedures and correct the spelling and grammatical mistakes mentioned.
- 6.6 The Manchester-by-the-Sea Police Department should consider having the medical control physician of the local emergency room sign off on the holding facility procedures for detainees requiring medical treatment.
- 6.7 The Manchester-by-the-Sea Police Department should consider mandating that unoccupied cell doors are secured while not in use, consistent with national best practices (CALEA 72.4.4).

## **Chapter 7: Citizen Complaints, Internal Affairs Investigations, and Internal Discipline**

- 7.1 The Manchester-by-the-Sea Police Department should amend the internal affairs policy to identify who is responsible for the internal affairs function consistent with national best practices (CALEA Chapter 52).
- 7.2 The Manchester-by-the-Sea Police Department should publish a statistical breakdown of citizens' complaints and findings to the public and media consistent with national best practices (CALEA Chapter 52).
- 7.3 The Manchester-by-the-Sea Police Department should ensure that they follow the newly issued internal affairs policy requiring all complaints even from anonymous sources to be investigated, include a conclusion of fact for all complaints, and formally



notify the complainant of the outcome consistent with national best practices (CALEA Chapter 52).

### **Chapter 8: The Patrol Function**

- 8.1 The Manchester-by-the-Sea Police Department should consider implementing beats or geographical areas for assignment of personnel for at least six-month intervals.
- 8.2 The Manchester-by-the-Sea Police Department should consider implementing an electronic roll call platform capable of coordinating important crime and enforcement locations for officer deployment, along with some type of mapping and crime statistics to personnel at shift briefings.
- 8.3 The recruitment and selection processes should include all candidate screening and medical/psychological testing components necessary for full-time, sworn officer status, for officers at all levels of the department. One of the most important areas of the recruitment process that should be focused on is the background investigation process.
- 8.4 The Manchester-by-the-Sea Police Department should implement Mental Health First Aid or Crisis Intervention Training through the in-service training program to assist officers diffusing situations on the street with those individuals suffering from mental illness or the sudden onset of stress beyond their coping mechanisms.
- 8.5 The Manchester-by-the-Sea Police Department should implement and train all personnel in the "All Hazard Plan" for critical events and disasters consistent with national best practices (CALEA Chapter 46).

### **Chapter 9: Investigations, Evidence, and Prosecution**

- 9.1 The Manchester-by-the-Sea Police Department should implement a system utilizing solvability factors during preliminary investigations to evaluate the need for advanced follow-up investigations by a detective consistent with best practices (CALEA Chapter 42).
- 9.2 The Manchester-by-the-Sea Police Department should incorporate a formalized case management system for cases under investigation including status reporting with victims of crimes consistent with best practices (CALEA Chapter 42).

- 9.3 The Manchester-by-the-Sea Police Department should issue the newly written Evidence and Property policy immediately as it relates to a high risk area, which often causes problems for law enforcement agencies, consistent with best practices (CALEA Chapter 83).
- 9.4 The Manchester-by-the-Sea Police Department should issue the newly written policy and provide training to employees, along with reevaluating the potential to secure the records storage area by lock and key as opposed to camera, consistent with best practices (CALEA Chapter 82).
- 9.5 The Manchester-by-the-Sea Police Department should consider changing the title of the current detective/prosecutor to detective/court liaison as the position is not responsible for actual prosecution of cases, which is currently handled by the District Attorney's Office.

#### **Chapter 10: Staffing and Scheduling**

- 10.1 MRI recommends that the department continue with two officers per shift, around the clock, as an officer safety issue based upon the amount of time an out-of-town mutual aid backup would require. Three officers on a shift should only be required in response to some identified situation such as significant numbers of visitors to the town beach.
- 10.2 In keeping with the analysis of comparable communities, as well as the ancillary duties assigned to this position, MRI recommends maintaining one police officer as a detective/court prosecutor.
- 10.3 The town and school district should continue to have a dialog regarding the benefits of placing of a school resource officer in the district.
- 10.4 The town and the department should consider opening the process of filling open police positions to transfers from other departments which is not currently done.
- 10.5 The chief and the town administrator should have exit interviews with any police officer who transfers to another police department to determine the reason(s) for leaving Manchester-by-the-Sea.
- 10.6 The town and the department should embark on a long-term effort to reduce the utilization of part-time officers based upon a lack of training and potential liability. This discussion and action may have an impact on determining the correct number of full-time police officers on staff.

- 10.7 The town and the department should open a discussion with the union regarding flexibility in scheduling for one or two full-time officers. A police officer position would be of high value if the union allowed for greater flexibility in scheduling to cover open shifts.
- 10.8 The department should ensure that training requirements for retired officers working details, as well as auxiliary officers, are in keeping with State mandates and national best practices.
- 10.9 A close analysis of sick time usage should be undertaken and determine if any policies or procedures might be implemented to reduce the amount of sick time utilized by officers.
- 10.10 The earning/utilization of compensatory time should be studied to make sure that its usage is in the best interest of the department. This would include implications on staffing and budget.
- 10.11 After reviewing this report in its entirety, the chief and the town should engage in a conversation regarding the desired role of the lieutenant. Is he to be considered a patrol supervisor with some ancillary administrative duties or should he be considered the executive officer learning how to administer the department with some amount of patrol supervision responsibilities?
- 10.12 The police department should take a complete inventory of all administrative tasks and ancillary responsibilities and distribute them equitably based upon officer's skills, interests, potential for growth, and availability. MRI recommends that the department's table of organization be written to show operational responsibilities and a second list be developed indicating ancillary duties.

## **Chapter 11: Training and Emergency Preparedness**

- 11.1 The Manchester-by-the-Sea Police Department should consider the benefits of utilizing a training needs assessment, a training plan, and a training calendar to better manage present training offerings, as well as predict and plan for future training and certification needs.
- 11.2 The department should consider moving to a records management system module specifically designed for police training programs.

- 11.3 Training records currently maintained by the chief in personnel files should be moved to the possession of the training officer. All training records should be maintained in one designated location.
- 11.4 The chief of police should receive a training report on a quarterly basis from the training officer outlining completed and anticipated department training.
- 11.5 The important tasks included in the Field Training Program should be covered by a policy dedicated specifically to that type of training as required by CALEA Standard 33.4.3.
- 11.6 The department should consider flexing the hours of the annual firearms training to be able to offer some low-light shooting.
- 11.7 The department should consider including training with bean bag shotgun rounds as part of its annual firearms training.
- 11.8 If the training budget can be expanded in the future, consideration should be given to more frequent firearms training, such as semi-annually. The department should brainstorm alternative means to increase the number of opportunities for officers to practice with their side arms. One option could be to allow for an instructor to meet an officer at the range during the officer's shift, where the officer would fire one box of ammunition under the direction of the instructor. This activity would take place in between annual qualifications.
- 11.9 The chiefs of the fire and police departments, in conjunction with the co-emergency management directors, should re-examine the selection of the designated Emergency Operations Center. The chosen location should be adequately equipped with the supplies and equipment necessary to sustain assigned personnel for an extended period, as well as having the operational capacity to direct and communicate with front line personnel and outside agencies.
- 11.10 The police department should plan to review their All Hazard Plan Policy with the town's Comprehensive Emergency Management Plan to ensure compatibility on a regular basis.
- 11.11 When the All Hazard Plan and the Comprehensive Emergency Management Plan have been reviewed and approved, availability of these two plans should be expanded. All officers and dispatchers should have immediate access to hard copies of these important plans. The department should also consider putting these plans onto the computer system to allow for laptop availability.

- 11.12 MRI suggests the department consider budgeting to send one sergeant per year to a Command Training Course at Roger Williams University in Bristol, Rhode Island, or similar training.
- 11.13 MRI would suggest that the concept of moving toward increased police/fire cross-training not be pursued at this time. However, there is value to be found in increasing the knowledge of how each department works and its expectations of the other service. The police chief and the fire chief should commit to each department studying ways to increase their helpfulness to each other at crime scenes, fire scenes, accident scenes, and medical scenes. Through mutual dialog, understanding, and training, each service can elevate the effectiveness of the other. One option would be both departments agreeing to a four hour block of training per year for all police officers and firefighters. Two hours would be offered by each service. This would allow better understanding of each other's job responsibilities and how the other service could be of better assistance at emergency calls.

## **Chapter 12: Community Outreach and Community Policing**

- 12.1 The Manchester-by-the-Sea Police Department should consider conducting a Police-Community Interaction (PCI) survey, to identify service gaps for community policing implementation.
- 12.2 The Manchester-by-the-Sea Police Department should schedule a Citizens Police Academy in the near future and request that elected officials and a group of citizens who have been vocal about the police department attend.
- 12.3 The Manchester-by-the-Sea Police Department should consider providing communications, de-escalation, and disengagement training to its police officers, such as verbal judo.
- 12.4 The Manchester-by-the-Sea Police Department should consider implementing a job-shadowing program and/or a Police Explorer's Post for high school aged students to explore law enforcement careers and enhance relationships within the community.
- 12.5 The Manchester-by-the-Sea Police Department should consider collaborating with the school district to provide and fund a full-time or part-time School Resource Officer within the high school.
- 12.6 The Manchester-by-the-Sea Police Department should consider implementing an early warning system to identify officers having trouble interacting with the public or

complying department policies so that training or early assistance can prevent future separation from the department.

- 12.7 The Manchester-by-the-Sea Police Department should consider implementing a Procedural Justice Training Program within the department.

### **Chapter 13: Municipality and Grant Funding, Fiscal Management**

- 13.1 Chief McKiel should advertise his desire to have a volunteer assist the department in searching for private grant opportunities.
- 13.2 Should the Manchester-by-the-Sea Police Department be the recipient of forfeited drug money through the District Attorney's Office it would need to be deposited to a State Law Enforcement Trust Account and managed under rules established for this type of account. It would be prudent to have the account set up well in advance of ever being needed.
- 13.3 MRI suggests that Chief McKiel attempt to explain the many positive reasons for having a School Resource Officer on school district campuses. Grant funding is often available to partially fund this type of position. It is suggested that the chief try to have local school administrators communicate with or visit school districts where this position is operational and successful.
- 13.4 The department should review its purchasing procedures and reduce them to a written directive adhering to CALEA Standard 17.3.1.
- 13.5 The department should consider adding all equipment and furniture to its existing inventory to be in compliance with CALEA Standard 17.5.1.
- 13.6 MRI would suggest that the department and the municipality consider the use of contracts with companies that tow for the town. Not only can requirements of response time and cleaning the street at accident scenes be codified, but many communities incorporate language where the tow companies provide tire and towing services at no cost for municipal vehicles in exchange for the services they receive from the police department.
- 13.7 The town and the police department should discuss the value of establishing a cost per hour for utilizing a marked police cruiser on details. MRI feels that the cost of operating the cruiser during this period should be borne by the contractor and not the taxpayer.

## CHAPTER 16

### THE PROJECT TEAM

#### PROJECT MANAGER

**Alan S. Gould, President and Chief Operating Officer**, is a graduate of Saint Anselm College with a BS degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement community. Mr. Gould began his public sector career with the Salem, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining MRI in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law, and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age. He continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould manages most of the company's public safety projects including operational studies and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed dozens of processes for top management positions throughout New England.

#### TEAM MEMBERS

**Bruce A. MacDougall** obtained his Master of Science in Criminal Justice Administration from Northeastern University in Boston in 1978, and his Bachelor of Arts in American Government from Boston University in 1972. He has also attended professional training through the Federal Bureau of Investigation's Law Enforcement Executive Development Seminar Program and through the Police Executive Research Forum's Senior Management Institute for Police. He retired in 2002, after 30 years of active police service, as Chief of the Methuen, Massachusetts, Police Department, where he spent most of his law enforcement career. In Methuen, he rose through the ranks from Dispatcher to Chief. As Chief for 9 years, he was responsible for the planning, organizing, staffing, directing, and administering a department of 84 sworn officers and 16 civilian staff members, in a diverse community of 44,000 citizens, with a total

department budget of seven million dollars. He has been an Instructor of Criminal Justice at Northern Essex Community College and an Instructor of Constitutional Law for the Massachusetts Criminal Justice Training Council. In addition to teaching, Chief MacDougall has been involved in a number of police and corrections consulting assignments, including being assigned as Interim Chief, conducting internal affairs investigations and management studies, completing evidence audits, accreditation reviews and preparation, as well as participation in assessment centers and executive selection teams. From 2006 through 2008, Chief MacDougall served as the Director of the Massachusetts Police Leadership Institute in Lowell, Massachusetts. He is Past President of the Essex County Chiefs of Police Association and past Vice-President of the North Eastern Massachusetts Law Enforcement Council.

**Neil F. Ouellette** obtained a Bachelor's Degree in Criminal Justice Administration from Salem State College in June 1991. He continued his education at the University of Massachusetts-Lowell, obtaining his Master's Degree in Criminal Justice Administration and a Certificate in Domestic Violence Prevention in June 1997. He has attended the Massachusetts Police Leadership Institute at the University of Massachusetts-Lowell, FBI LEEDS Program, and is a graduate of the 237<sup>th</sup> session of the FBI National Academy. He is an adjunct professor at North Shore Community College in Danvers and previously lectured at Endicott College in Beverly. He retired in May of 2015 after serving thirty-two years with the Danvers Police Department having led the Nationally Accredited Police Agency for the past eleven years. In 2011 the Danvers Police Department was re-accredited with CALEA's Award of Excellence at Colorado Springs, Colorado. The Danvers Police Department is also accredited by the Massachusetts Police Accreditation Commission. Chief Ouellette began his career in 1979 as an Auxiliary Police Officer in Danvers and was appointed a reserve Officer in 1983 and worked as a fulltime Boxford Police Officer for eighteen months after completing the police academy. Returning to Danvers as a full-time officer in 1987 he moved through the ranks as a patrol officer, patrol supervisor, and Operations Commander having responsibility for Patrol, Dispatch and Detectives, which comprised ninety-two percent of the agency. During his career he served in specialized assignments including Field Training Officer, Background Investigator, Court Prosecutor, Evidence Officer, and CPR and First Aid Instructor. As Chief of the department, he was responsible for managing all aspects of this department of forty-six sworn personnel and a total staff of fifty-nine employees, serving twenty-six thousand residents with a very robust commercial and retail business sector, encompassing multiple highways, malls and entertainment venues. The department was very community oriented, initiating the first drug take back program in Massachusetts, along with initiating a Jail Diversion Program, Crisis Intervention Team Policing, and enhanced lockdown procedures within the school district. Chief Ouellette served as past President of the Essex County Chiefs of Police Association, served on the Board of Directors of the Massachusetts Chiefs of Police Association, and chaired the North Eastern Massachusetts Law Enforcement Councils' Technology Committee, as well as, being a member of MCOPA's Civil Service Committee, and Traffic Records Coordinating Committee.





# ***APPENDIX A***



Municipal  
Resources  
Inc.

**Comparable PD Survey Results**

	Carlisle	Cohasset	Dover	Hamilton	Marion	Topsfield	Wenham	Manchester
<b>Funding:</b>								
FY16 Municipal Budget (inc. school):	\$27,523,585	FY15 \$50,745,388	\$35,780,923	\$27,189,074	\$20,455,858	\$26,000,000	\$16,212,173	\$29,562,583
FY16 Police budget:	\$1,532,894	\$2,265,054	\$1,937,368	\$1,521,228 (ex dispatch)	\$1,613,081	\$1,473,584	\$1,336,472	\$1,630,657
Includes costs - liability insurance/benefits?	No	No	No	No	No	No	No	No
FY16 property tax rate:	FY15 \$19.00	FY15 \$12.71	FY15 \$12.70	FY15 \$12.09	FY15 \$11.11	\$16.45	\$16.83	FY15 \$10.84
FY15 population estimate:	5,300	8,273	FY14 5,879	8,207	5,116	6,300	5,055	5,808
FY15 police only grant funds awarded:	0	\$14,000	\$44,915	0	\$57,275	\$6,000	\$8,200.00	\$49,874
<b>Equipment:</b>								
# of vehicles in police fleet:	9	13	6	7	8	6	6	10
Marked:	4	5 + 1 K9	4	5	5	2	2	5
Unmarked:	3	5	2	2	3	3	3	3
Special:	1 Motorcycle, 1 ATV	1 4x4, 1 Animal Control				1 motorcycle		2
Dept vehicles are maintained by:	Pvt Vendor; Dlrshp	Pvt Vendor	DPW, Dealership	DPW	DPW, Dealership	Pvt vendor; dlrshp-m/c	DPW	DPW, Dlrshp, Pvt vendor
Patrol vehicles have MDTs/laptops connected to the dept computer + state + federal data	Yes	Yes	Yes	Yes 3 of the marked cruisers	Yes	Yes	Yes	Yes
base systems:	Blackboard Connect (Email, Cell phone, home phone)	EMAS (emails thru Constant Contact); Connect CTY, Facebook, Twitter, Local acces	Swiftreach/rev 911, Twitter, Facebook, Electronic msge board	Cable TV, Black Board Connect	Reverse 911 (Plymouth County Sheriff), Cable TV, Internet	Internet; Nixie	Pursuing Reverse 911 through regional dispatch	Code Red Reverse 911
Emergency notification system:								
Computer program for records mgmnt:	IMC since 2014	Cable TV QED for CAD	IMC	IMC	IMC (Trn Tech)	Spillman	Spillman	Micro-Systems
Personnel:								
Actual Sworn Personnel as of 7/1/15:	FT-10 PT-6	FT-18 PT-12	FT-15 PT-3	FT-13 PT-5	FT-15 PT-8	FT-11 PT-16	FT-10 PT-14	FT-14 PT-8
Authorized Sworn Personnel:	FT-10 PT-8	FT-18 PT-12	FT-16 PT-5	FT-13 PT-13	FT-15 PT-11	FT-11 PT-16	FT-10 PT-16	FT-14 PT-10
Actual Civilian Personnel as of 7/1/15:	FT-5 PT-2	PT-3	PT-75	FT-1 PT-0	0	FT-1 PT-1	FT-3 PT-15	PT-1
Dispatch:	FT-5	0	FT-1	FT-4 PT-2	0	0	0	FT-3 PT-2
Non-Dispatch:	PT-2	PT-2	PT-5	0	0	2	FT-1 PT-15	0.7
Sworn personnel assigned to patrol:	9	16	14	11	23	10	22	12
Schedule patrol officers work:	5 & 2	4 & 2 patrol/5&2 admin	4 & 2	4 & 2	4 & 2	4 & 2	4 & 2	4 & 2 Patrol/5&2 Det
Hours per shift:	8	8	8	8	8	8	8	8
Sworn personnel assigned to:								
Investigations:	1	2	2 P/T	1	1	1	2	1
Administrative positions:	1 Chief	1	1	1	2	1	2	1
The School District:	1 (Dual with Patrol)	1	1 P/T	0	0	1	0	0
Facility:								
Year PD facility was constructed:	1986	1963	1966	2007	2010	1986	2007	1971
Square footage of usable space:	4,099	2,500	6,948	6,948	10,000	5,000	4,500	1,989
Working surveillance cameras:	Inside & out	Inside & out	Inside & out	Inside & out	Inside & out	Inside & out	Inside & out	Inside & out
Operations:								
# of patrol sectors or beats:	N/A	2	2	2 (East and West)	2	2	3	0
Minimum Manning per shift:	Formal	Formal	Informal	Informal	Formal	Yes	Yes	Informal- atleast 1 Union
Days/Evenings/Late nights:	2	3	2	2	3	2 officers	2	2
Assigned to Patrol Function:	0	0	0	0	0	0	1	0
Captains:	1	0	0	1	1	0	0	1
Lieutenants:	3	4	4	3	3	3	3	3
Sergeants:	No	Yes	No	No	No	Yes - regional	Yes	No
Another agency dispatches:		\$287,000					\$82,194	
Annual Expenditure if yes:								
Department's dispatchers are:	Civilian	Civilian	Sworn	Civilian	Sworn	Civilian	Civilian	Civilian
Combined dispatch for PD and FD:	Yes	Yes	Yes	Yes	Yes	Regional	Yes	Pursuing
Prosecutes cases for the dept:	N/A	N/A	N/A	Cnty/District Attorney	Cnty/District Attorney	Cnty/District Attorney	Police Officer	Police Officer
State/ National Accreditation:	N/A	N/A	N/A	State	State	N/A	State	N/A
Pursuing State Accreditation/ Certification:	Both	Both	No	No	No	Certification	No	Both
Total # of calls for service for 2014:	12,461	8,626	15,563	21,100	12,072	16,782	25,748	13,130
Total # of arrests for 2014:	18	54 (106 summonsed)	68	139	48	152	105	136
# written traffic citations + warnings 2014:	354	1,305	631	885	369	1,503	1,126	587