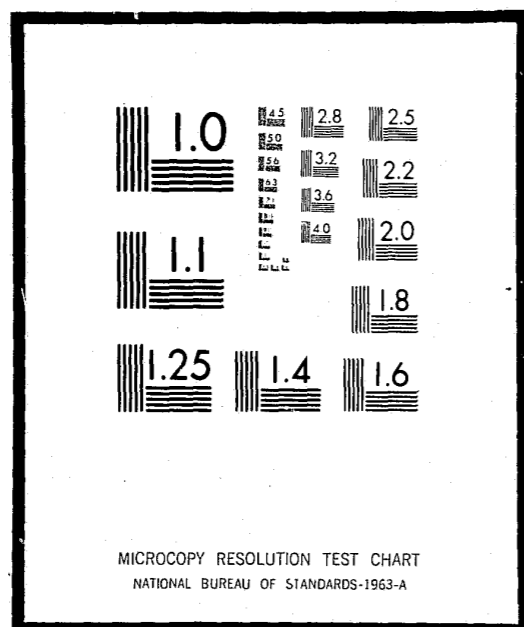


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**U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531**

Date filmed

1/13/76

1005  
TECHNICAL ASSISTANCE REPORT

In Response to a Request for Technical Assistance

by

City of Winsted, Connecticut  
on behalf of the  
Winsted Police Department

June 1975

Prepared by

Frank J. Leahy Associates  
115 Kenney Avenue  
West Hartford, Connecticut 06107

Under Auspices of the

Law Enforcement Assistance Administration  
U.S. Department of Justice  
(Per Order No: 5-1076-J-LEAA)

I. Preliminary Information

A. Consultant Assigned:

Frank J. Leahy, Jr., President  
Frank J. Leahy Associates, Inc.  
West Hartford, Connecticut 06107

B. Data Assignment Received:

May 10, 1975

C. Date of First Client Contact:

May 23, 1975

D. Date of On-site Consultation

May 27-30, 1975 and June 16, 1975

E. Individuals Contacted

John F. Archlaschi, Acting Chief  
Anthony Drenzyk, Captain  
Francis O'Neill, Detective Sergeant  
David Gomez, Sergeant  
Jerold Silverio, Sergeant  
Salvatore Curcio, Patrolman  
Norman LaFlamme, Patrolman  
Conleith Whyte, Patrolman  
Anthony Paige, Jr., Patrolman  
Alan Lawson, Patrolman  
Robert Moulthrop, Patrolman  
Gerald Peters, Patrolman  
Joseph Forster, Patrolman  
Paul Vaccari, Patrolman  
Robert Cooper, Patrolman  
Fred T. Cogliati, Patrolman  
Dennis Moore, City Manager  
John F. Perretti, Selectman  
Various Citizens of Winsted on a random and informal basis

II. Statement of the Problem

A. Problem as per Request for Technical Assistance

"Provide professional services necessary to define the... (internal) ... problems causing low morale within the Winsted Connecticut Police Department and devise a strategy for solving the problems.

"More specifically Mr. Frank J. Leahy, Jr., shall study resource allocations, analyze the effectiveness of the present organizational structure, the effectiveness of the work schedule and manpower ... (deployment) ...

"Develop a list of the major problems and the strategy for dealing with the problems."

B. Problems Actually Observed

Consultant observed the Department to be in need of internal organizational strengthening and in need of other operational and managerial changes. Recommendations for the strengthening and improvement of the Winsted Police Department were made in accordance with project findings.

III. Facts Bearing on the Problem/Findings and Conclusions

See attached Consultant's Report

IV. Discussion of Possible Courses of Action

See attached Consultant's Report

V. Recommended Courses of Action

See attached Consultant's Report

Consultant's Report

1.0 By Way of Introduction

An organization and management report by its very nature is often misunderstood because it concentrates on matters which could be changed and thereby, in the eyes of the consultant, improved. Little attention is given to departmental strengths and operations which appear to be adequate or superior. These observations apply to this report.

There are many positive aspects of the Winsted Police Department. Overall, the Department must be rated as a good one.

On the other hand, the Department has had problems. Although universally praised as a human being and as a fine man, there is near unanimity regarding the fact that the former Chief's managerial skills left something to be desired. His departure seems to have had beneficial effects upon morale and upon management, now in the hands of an Acting Chief.

Past and pending complaints of "excessive force" or "brutality" are a matter of community concern -- and an issue that must be dealt with head on! It cannot be shunted aside.

Despite some obvious problems, the Department is rendering a quality product to the citizens of Winsted, 24-hours per day, 365-days per year. It is a young force and one that can be molded into one of the finest departments in the state -- given good leadership, adequate resources and support from the community.

This report will address these and other problem areas.

2.0 Major Problem Areas: Findings, Conclusion and Possible Courses of Action

2.1 Goals and Objectives -- and "Style"

- . Findings and Conclusions. The City Charter lays out the Department's responsibilities as (from Article VIII, Section 7):

The preservation of the public peace, prevention of crime, apprehension of criminals, regulation of traffic, protection of rights of person and property and enforcement of the laws of the state, and ordinances of the town and all rules and regulations made in accordance therewith. All members of the department shall have the same power and duties with respect to the service of criminal process and enforcement of criminal laws as are vested in police officers by the General Statutes. All powers and duties imposed by law on constables are vested in the police department. The duties of the canine control officer as provided in the General Statutes shall be assumed by the police department.

Upon examination of the department, the "objectives" of the department are, in some respects, similar to the "responsibilities" conferred by the Charter. They include:

- . Response to complaints and calls for service
- . Maintenance of public order
- . Movement and control of persons and vehicles
- . The repression and/or prevention of crime
- . Detection and investigation of crimes and the apprehension of criminals and wanted persons
- . The presentation of criminals for adjudication
- . Custody and transportation of persons
- . Service of criminal process
- . Assistance to other agencies

Despite the "similarity" with the Charter's responsibilities there are obvious differences, especially with regard to the degree of emphasis placed upon the "calls for service" area. And, of course, the Winsted department is not alone in this regard. The "service" aspect of U.S. law enforcement has increased dramatically over the past 30 years. Many of these service functions are rendered at the expense of "law enforcement" and "crime suppression" activities.

The manner by which a police department achieves its objectives and the emphasis which it places on one or more objectives to the exclusion or degradation of others can be considered as a police department's "style."

The Winsted department appears to be rendering the services desired by the community and seemingly in a manner or "style" which is acceptable to the community, with certain exceptions as noted elsewhere.

On-site observation confirms this general acceptability. It is an important observation as we move to examine the department.

- . Possible Courses of Action. As other aspects of the department are examined, the "service" emphasis and how it detracts from the other more traditional enforcement, apprehension and detention activities must be kept in mind. Winsted does not need a department that is either repressive or emphasizes a tough "legalistic" approach. However, attention should be directed toward the professional aspects of law enforcement including detection, investigation, apprehension, crime prevention and perhaps, most importantly, community relations. And, this

should be done within a framework of new leadership and in consonance with the desires and wishes of the citizens of Winsted.

The department's "style" is appropriate; but it does require certain new emphases.

## 2.2 The City and Crime

. Findings and Conclusions. One of the most important aspects of a police department review is to assess the crime problem. Most police departments participate in the FBI's Uniform Crime Reporting (UCR) program -- and these reports (i.e., the copy saved by the local department) serve as a rough guide to crime trends over the years. At least reported crime is known; actual or unreported crime is an entirely different matter. While there is some evidence that the Winsted department has forwarded monthly reports to the FBI, the records maintained in the files do not indicate meaningful totals; annual summaries could not be located in the files.

Unfortunately, the FBI does not publish data for cities with less than 10,000 population. As of the 1970 census, although Winchester (town) had a population in excess of 11,000 and, thereby, should have been counted; however, Winsted had a population less than 9,000 and was not included.

There is no "magic" in the FBI's tabulations because they essentially publish what the local department reports. However, the breakdown of Part I (serious) crimes and the other data reported allows (careful) comparison with other communities in the area, in the state, and in the nation. UCR data has a value and should be maintained monthly and annually. (A majority of states now require submission of UCR-like reports to a state law enforcement agency for subsequent transmission to the FBI; it is unfortunate that Connecticut has not enacted mandatory crime reporting legislation.)

In the absence of the UCR data, a second best source is used: the annual reports of the Winsted Police Department. In each report there is a paragraph about crime which is literally buried in a mass of inconsequential information. During the past several years the crime picture was said to be as follows:

- 1969-1970: "Crime in the Town of Winchester showed a slight increase in 1969 and 1970 in the scope of criminal cases compared with 1968-1969 with the narcotic problem as the number one violation."
- 1970-1971: "Crime in the Town of Winchester showed an increase in 1970 and 1971 of 15.4% over 1969-1970, with the narcotic problem as the most serious type of offense."

(Attached to this report is a tabulation of "Police Department Statistics" which shows a 15.4 percent increase in total activity. Included in this tabulation of "crimes" are: parking tickets, motor vehicle accidents, motor vehicle warnings, ambulance calls, doors found open and assists -- apparently to other police agencies.)

- 1971-1972: "Crime in the Town of Winchester showed an increase in 1971 and 1972 of less than 1% over 1970-71, with the (sic) Burglaries and thefts as the most serious type of offenses."
- 1972-1973: "Crime in the Town of Winchester has not increased over all (sic) in the year 1972-1973, as compared to the year 1971-1972. It has remained stable, with burglaries and thefts as the most serious type of offenses. The narcotic problem has decreased sharply in over all (sic) offenses due to the unavailability of hard drugs..."

- 1973-1974: "Crime in the Town of Winchester has increased slightly over all (sic) in the year 1973-1974, as compared to the year 1972-1973. The rise in crime is in the area of offenses against persons and property with the most serious types of offenses being burglaries and larceny."

If the 1970-1971 "statistical crime wave" were eliminated as the error of an over enthusiastic officer new to annual report preparation, or to some other cause, the balance of the reports would lead to a conclusion that crime and the rate of crime increase are not very significant problems in Winsted. Nothing could be further from the truth!!

Appended to each of the annual reports since 1969-1970 is an annual count of statistics that range from offenses to complaints to arrests to parking tickets to open doors, etc. From this diversity a "total activity" count for the department is figured. This was the source of the 15.4 percent "crime" increase in 1970-1971.

Of the many data elements reported, two appear to be significant in terms of measuring crime. These are "offenses against persons" and "offenses against property."

From 1969-70 to 1973-74 offenses against persons increased -- 166 percent -- from 474 to 1261.

From 1969-70 to 1973-74 offenses against property increased -- 226 percent -- from 583 to 1901.

From 1969-70 to 1973-74 total offenses against person and property increased -- 199 percent -- from 1057 to 3162.

There are a number of possible conclusions which could be drawn from the apparent failure to recognize or to publicize very serious increases in crime. The possible interpretations range from ignorance on the part

of the former Chief and to others who prepared the annual reports or to misfeasance or non-feasance.

Assuming that the numbers of reported offenses are accurate and represent bona-fide crimes in the reported categories, then, Winsted has experienced a 50 percent annual increase in crime during the first four years of the 1970's.

Unfortunately for the Town, the police department was apparently unaware of the problem and its magnitude. Unless problems are known solutions cannot be offered for problem resolution or management. This is a very troubling situation. It must be faced up to and some answers sought.

Before proceeding to other parts of the report, one other comment about crime is worth discussion.

Winsted has a serious public safety problem in the apartment complex on Nanni Drive. This was confirmed by several on-site examinations of the area, by discussion with numerous officers and inspection of police reports. If additional apartments are constructed and the density is increased, the situation will be exacerbated. The assignment of full-time police officers for 12 to 14 hours per day is a very real future probability.

Authorization of additional units should be weighed against the obvious public safety hazards which will be incurred as population densities are increased.

Possible Courses of Action. The crime problem must be assessed with some precision. One of the key recommendations in the following sections relates to the employment of a civilian analyst

to maintain records and to do analytical crime analyses, to study trends and to pinpoint problems -- so that something can be done about them.

A young, educated person with good analytical skills is needed for this and the other similar assignments.

As soon as possible, as an interim measure, a crime data base should be developed for past years so that the true nature and extent of the crime problem is known. Until then, decisions must be based upon intuition.

With regards to Nanni Drive, the situation should be assessed and alternative strategies devised for dealing with the problem.

### 2.3 Organization of the Department

Findings and Conclusions. It is difficult to separate the matter of "manning" or the "personnel complement" from the matter of "organization." They are virtually inseparable, especially in a 21-man police department. ✓

But, from an aspect of organization there are several problem areas.

First, aside from the Chief, there is only one other member of the department (the Captain) who is not part of the collective bargaining unit. It is patently absurd to think that two men can "manage" a police department. And yet this is what has been decreed by rulings of an agency of the State of Connecticut. (If possible, this ruling should be changed by new legislation.)

Second, with the departure of the former chief, the captain was assigned additional duties in terms of day-time uniformed patrol supervision. Yet, he maintains a myriad of administrative and service functions. His responsibilities with reference to the other patrol shifts is not clear -- i.e., whether he is or is not the "Patrol Commander" per se.

Third, apart from the uniformed patrol force, there is little cohesion among other activities -- essentially detective, court liaison (including records), and the many service or equipment-related activities performed by the Captain.

Fourth, shift supervision by sergeants leaves something to be desired in terms of their day-off schedule which is weekend

oriented (one Friday and Saturday and the other Saturday and Sunday) and the fact that they are "desk-bound" -- neither able to supervise nor to take charge of a serious incident (including those which might lead to charges of "brutality").

Fifth, as will be noted later, there are a number of support activities, most notably records, which have been passed from officer to officer and as a consequence, the lack of continuity has been a very major drawback. This is particularly acute in e.g. the monthly and annual compilation of the Uniform Crime Reports as noted above.

Sixth, there are a whole range of organizational "maxims" or "principles" which must be taken into account in terms of evaluating organizational effectiveness. These include such things as span of control, functional groupings, defined responsibility, centralization of functions, unity of command, staff and line function separation, lines of authority, etc.

These and other principles have been discussed over time; some are subject to dispute. The real test of an organization is whether it is achieving defined goals and objectives. This is the only test that makes sense.

It should be noted that there is a close relation between organizational effectiveness and the human element -- people. Good people, well motivated people, can overcome many organizational deficiencies. There is a definite relationship between people and organization; the strengths and weaknesses of people often influence recommendations at a given point in time.

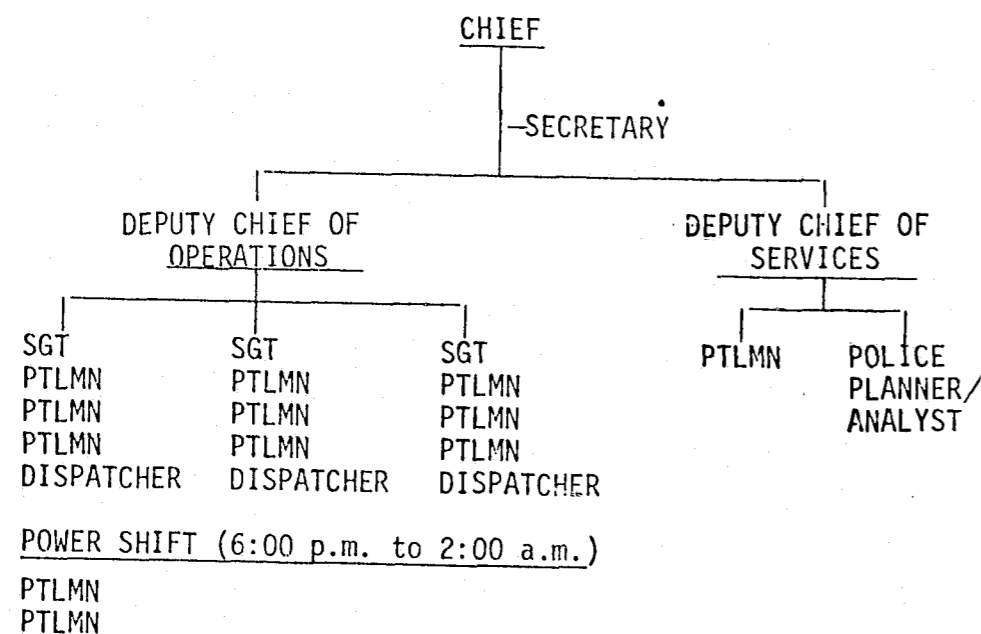


Organizations, like people, change over time. Both are dynamic. Therefore, organization should not be conceived of as static or unchanging. However, organizations should not be continually changed. A balance must be achieved

The foregoing are some of the factors which have influenced the thinking about the organization of the Winsted Police Department.

Possible Courses of Action. Ordinarily in a report of this kind a whole series of organizational alternatives would be arrayed. But, the department is not that large nor that complex that such an effort is required. But, that is not to say that a "proper" organization is not important. Frankly, "organization" is the next most important ingredient after "effective management."

With this as an introduction the following organizational recommendation is offered:



In terms of the several findings and conclusions noted above, this recommendation provides:

- (1) A three-man management team -- a far more realistic number in terms of the total force and the 24-hour per day, 365-day per year responsibility. The Deputy Chief of Operations would be the senior Deputy and would be Acting Chief in the absence of the Chief.
- (2) The Deputy Chief of Operations would be the Patrol Commander with round-the-clock responsibility for uniformed patrol operations. One sergeant per-shift would supervise the patrolmen and dispatcher as required.
- (3) The Captain's current administrative duties (timekeeping, payroll, etc.) as opposed to his equipment and service-related duties would be absorbed by the Chief's secretary who would also serve as Departmental typist for records, reports, etc.
- (4) All non-patrol functions would be shifted to the Deputy Chief of Services including investigative (detective) services, court liaison services, evidence custody, crime lab operation, purchasing, equipment maintenance, planning, records, etc. The Deputy Chief would assume current investigative activities; the patrolman would continue court liaison services and assist with investigations and other duties as required; and the Police Planner/Analyst (preferably a Criminal Justice Program graduate) would assume other duties of the Division, including records, reporting, and crime analysis.

(5) One sergeant per shift might be considered an expensive luxury particularly in the hours of 8:00 a.m. to 4:00 p.m. But, the sergeant's time can be profitably employed in the previously mentioned "professional law enforcement services." More on this later.

Other aspects of the organization will be commented on in the succeeding sections. It should be noted that all of the organizational recommendations cannot be achieved overnight. For example, the dispatchers should be phased-in whenever there is a patrolman vacancy. But, other recommendations should be implemented as soon as possible, in accord with the Town's budgetary constraints.

#### 2.4 Management and Administration

. Findings and Conclusions. At the time of the field work, management appeared to be in good hands. The Acting Chief (a Detective Lieutenant) had assumed command, appointed by the Town Manager. And from many observations, both from within and without the department, the Acting Chief had done a very fine job in a very difficult circumstance (e.g., assuming command over a former superior, the Captain, and assuming command over fellow members of the bargaining unit).

In a "typical" management study there would be comments on the five sequential management elements -- planning, organization, staffing, directing and controlling. However, the most critical management and administrative problem facing the department is the employment of a new chief of police. Therefore, attention will be focused in this area.

. Possible Courses of Action. The Town Manager should proceed to fill the Chief's vacancy as soon as possible. There is no point in waiting.

If the Town Manager feels that appointment from within the Department is a major or an overriding condition, then he might proceed to fill the vacancy by means of a formal or informal screening or examination procedure. At a minimum, the process should consist of an outside "management potential" evaluation by a firm skilled in executive personnel evaluation. Such firms are available within and without the state.

If, on the other hand, appointment from within is not an overriding factor then the following steps are recommended.

First, the position should be opened for competition including the several men (at least three) within the department that appear to qualify. Applicants might be limited to sergeant and above from within the department and lieutenants and above from cities and towns in Connecticut whose populations do not exceed 75,000. This would limit competition to men with command experience in mid-sized police departments from Connecticut. An exception might be granted for a very well qualified individual from out-of-state who has had small-town police command experience.

Second, pre-screened applicants should be subjected to written and/or oral examination in accord with usual custom. However, since this is such a critical appointment, an additional step should be taken. Once a list of the three, four or five likely candidates is assembled in order of their acceptability, each one should again be contacted regarding his intentions. All of those who indicate continuing interest should be interviewed by a person or firm skilled in executive personnel evaluation, as noted above. A written report should be requested for each candidate.

Third, an appointment should be made. Preferably the procedure should be completed within 60 days.

Three other managerial matters should be commented on:

First, the new Chief should play an active role in collective bargaining negotiations or be an integral part of planning or strategy sessions which precede such negotiations. This is a critical aspect of management when there is a collective bargaining agreement in effect.

Second, the new Chief should be allowed to manage the department without interference from the Town Manager or other members of the town administration. Contacts with members of the bargaining unit, in particular, should be limited to necessary, official business. All matters internal to the Police Department should be channeled through the Chief or through a Deputy Chief in his absence.

On the other hand, the Chief must realize that he is subject to the authority of the Town Manager -- as chief executive officer of the Town -- in matters of management and administration and is also subject to the Selectmen in terms of policy (or "jurisdiction and duties" as quoted from the Charter, Article VIII, Section 1).

## 2.5 Personnel Administration

One of the better basic police textbooks is Municipal Police Administration.<sup>1</sup> In its chapter on "Personnel Management" ten criteria are set forth as constituting a "well rounded, comprehensive personnel program."

For purposes of this exposition and as a reminder for the new chief when he assumes command, the following ten points are reproduced here.

The following aspects of a comprehensive personnel program are designed to establish and maintain a superior police force:

1. A position classification plan which groups positions into classes sufficiently similar so that the same descriptive title may be given the same qualifications and tests of fitness may be used to recruit qualified employees, and the same rates of pay may be applied.

2. The preparation and administration of a compensation plan which provides for attractive and equitable salaries and for salary advancement based on satisfactory performance of duties.

3. The recruitment and selection of employees on a competitive merit basis for entrance into the service.

4. An intensive program of recruit and in-service training to equip the new recruit with specific skills and to insure the continuing development of all officers on the force.

5. A program for promotion based on demonstrated merit.

6. An equitable system of evaluating job performance.

7. The regulation of conditions of service, such as vacations, sick leave, transfers, hours of work, and attendance.

8. An effective program of employee relations, including a grievance procedure.

9. The provision of effective machinery for maintaining discipline in the department, which should include recognition for outstanding performance as well as punishment for improper conduct.

<sup>1</sup>Institute for Training in Municipal Administration, Municipal Police Administration, ICMA, Washington, D.C., 1969, pp. 171 ff.

10. A sound retirement system that permits the employees to look forward to retirement with full assurance of economic security in their old age.

Findings and Conclusions. To a large extent, personnel administration is controlled by the collective bargaining agreement (CBA) that the city and the police union have entered into. The agreement has been examined and appears to be a reasonably good document from both sides; on the one hand "management prerogatives" are spelled out and on the other the rights of employers appear to be adequately protected.

The following comments are keyed to the ten points noted above; not all items are commented on:

- Pay plan (#2): Too often, "management" is the forgotten element when a CBA has been negotiated, especially in the pay area. The organizational recommendation eliminates the positions of Captain, Lieutenant and Detective Sergeant and establishes two new positions: Deputy Chiefs. In terms of salary recommendation, the Deputy Chief should be pegged from 15 to 20 percent higher than Sergeant and the Chief from 20 to 25 percent higher than Deputy Chief. On the basis of a \$10,733 salary for Sergeants and using a mid-point (17.5 percent and 22.5 percent) salaries for the Deputy Chief would be \$12,611. The Chief's salary would be \$15,448. This compares with a Captain's salary of \$12,036 and the Chief as \$14,040 (rates as supplied by the Town Manager).

Recruitment and Selection (#3): Apart from recruitment and selection of a new chief which has been commented on, recruitment and selection of new personnel (including dispatchers, if authorized) should be a more formal process. The former Chief was severely criticized by several officers for bringing men on board who were said not to be fit to be police officers and for rejecting persons who possessed one or more degrees. This is hearsay; however, there may be some validity to it. In any event, a more formal process is required.

In addition, the question of brutality vis-a-vis officers hired in the future can be virtually eliminated if the Town will screen applicants with the assistance of skilled psychological and psychiatric professionals. Standard tests, interviews and evaluations should eliminate 90-95 percent of persons who are violence-prone. A longer probationary period would also be useful in this regard.

In all probability, Winsted would not have a brutality problem today if these procedures had been used in the past.

Training (#4): The former Chief was very proud of the Department's training efforts. In all of the annual reports reviewed (1969-70 to 1973-74), with one exception, training is the first item emphasized after the opening paragraph. The reports state: "In-service training is being continued,

and has become a principal function of the Police Department." Be that as it may, there are a number of training programs that should be undertaken -- hopefully with the assistance of Northwest Community College. The priorities include:

- . For all sworn personnel: note taking and basic report writing, as well as criminal investigation.
- . For all sergeants and above: supervisory training, evidence and crime scene search, and crime prevention.
- . For the Police Planner/Analyst: a course in records management.
- . For the Deputy Chief: attendance at specialized courses including patrol administration, criminal investigation, courses dealing with juveniles.
- . For the Chief and then the Deputy Chiefs in future years, attendance at the FBI National Academy.
- . For the police dispatchers (when hired) on-the-job training as well as training in other police operational procedures.

Discipline and Recognition (#9): Two of the most often heard complaints involve two very divergent matters.

The first complaint is that the former Chief was inconsistent with regard to discipline.

The second complaint was that superior performance was very seldom recognized.

Obviously, the new Chief must exercise discipline wisely and with greater consistency. The department will not operate effectively without it.

In this same regard in the course of the on-site survey, many questions were posed regarding past actions taken or not taken in cases of serious transgression, criminal acts or brutality.

It is difficult to formulate a set of rules or postulates that would apply in all cases but the following might be considered:

First, whenever possible and for minor infraction of rules and regulations, invoke internal disciplinary procedures -- which must be clearly spelled out in Departmental Rules and Regulations.

Second, for more serious offenses including minor misdemeanors, invoke internal disciplinary procedures including suspension, departmental trial, etc. If the individual has a history of offenses, a resignation should be sought and employment terminated or the matter should be turned over to the prosecutor for action. If a misdemeanor is involved, the prosecutor should be consulted.

Third, for most serious offenses including brutality and/or commission of a felony, an arrest shall be made, a resignation should be sought and the matter turned over to the prosecutor as soon as possible.

Fourth, in the case of a serious brutality incident, if a resignation is not forthcoming, assistance should be sought from the FBI and the Civil Rights Division of the Department of Justice -- simultaneously. Immediate assistance should be sought; these matters must not be allowed to drag on for months and years.

With regard to "recognition" -- obviously a new Chief should be as sensitive to this as to the matter of discipline.

Possible Courses of Action. There is little that should be done in the area of personnel administration -- other than discipline -- until the new Chief is appointed. Then, obviously, a great deal can and should be done.

## 2.6 Uniformed Patrol Operations

- Findings and Conclusions. Without a time consuming and expensive data collection effort that would tell how many calls for service and responses to crimes there are by hour of the day and day of the week, that would pin-point responses to specific locales, and that would indicate when one or more units is unavailable as a back-up or when both cars are out-of-service simultaneously -- it is impossible to provide final and definitive answers on such matters as resource allocation, work scheduling and manpower deployment.

However, certain premises can be developed following several days of on-site examination.

First, two motorized units without a back-up unit appears to be inadequate except during the hours of 2:00 a.m. to 6:00 a.m.

Second, Winsted is large enough to support a superior officer (at least a Sergeant) on duty 24 hours of the day (less days off).

Third, day-time patrol strength (8:00 a.m. to 4:00 p.m.) appears adequate as do the hours from 4:00 p.m. to 6:00 p.m. and 2:00 a.m. to 8:00 a.m. Additional strength should be accorded from the hours of 6:00 p.m. to 2:00 a.m. and concentrated on weekends.

Fourth, Sergeants are used as telephone operators and communications dispatchers rather than as field commanders, investigators (including evidence technicians) and as crime prevention and community relations officers. Equally as important, Sergeants should provide the back-up which was noted as missing above.

Fifth, scheduling, especially the matter of fixed vs. rotating shifts was a very important issue during the course of the field work. There are pros and cons with regard to the two procedures. Although the rank and file might be accorded a primary say in this matter, it should not be made part of the bargaining agreement per se. Flexibility should be allowed by the Town as long as it does not interfere with the provision of police services and as long as major changes (e.g. a change from fixed to rotating shifts or vice versa) are not allowed oftener than once per year.

- Possible Courses of Action. The section on organization (2.3) has made several recommendations regarding the uniformed patrol force. These include: (1) one additional sergeant so that sergeants can either rotate with their men or work fixed shifts -- when that issue is resolved. His duties, as indicated above, should be: outside, "on-street" supervision; back-up; investigation (preliminary); evidence technician; and crime prevention and community relations officer; (2) police dispatchers (male or female, civilian positions) are recommended in lieu of sworn positions; (3) additional patrol strength during the hours of 6:00 p.m. to 2:00 a.m. -- especially on weekends.

A Patrol Commander (Deputy Chief of Operations) is also recommended; this should be a key position with regard to increasing the effectiveness of uniformed patrol and devising strategies to curb the alarming growth of crime in the community. Working with property owners who have been burglarized (i.e.,

"target hardening") and keeping track of and preventing or repressing crimes against persons should be a major focus of the Deputy Chief, his sergeants and all members of the patrol force.

## 2.7 Detective and Youth Operations

- Findings and Conclusions. The Acting Chief had served as commanding officer of the Detective Division until assuming his present position. At that time it was a one-man operation; during the years of extensive narcotics investigations two men had been assigned; a Detective Lieutenant and a Detective Sergeant. The Sergeant had been returned as the day patrol sergeant for a one-year period prior to the time that he assumed command of the Detective unit in early May, 1975 (replacing the Acting Chief as noted).

A review of open and closed files revealed a caseload which warrants an investigative activity.

Combining the court liaison and investigative bureau makes sense, as does using the court liaison man for investigative duties when he is not occupied in court-related matters.

The nature and extent of the juvenile crime problem was not determined but there is certainly merit in having these matters handled by investigative personnel, rather than uniformed patrol personnel.

- Possible Courses of Action. The investigative activity should be maintained as a separate organizational entity and should be combined with the court liaison activity.



## 2.8 Records

- Findings and Conclusions. Records are one of the weakest areas in the Winsted Police Department -- in terms of the quality of reports that are turned in by the individual officer (and approved by his superior) and in terms of monthly and annual reporting.
- Possible Courses of Action. As noted above, a young, well educated civilian Police Planner/Analyst (male or female) could do a great deal to rectify this situation in terms of report review and report rejection when warranted. (Rejected reports should be routed to the Deputy Chief of Operations for his information and attention.)

The Planner/Analyst should also be charged with records related activities including crime analysis, deployment studies, studies of response time, etc. In addition, he/she should also be charged with preparation of the monthly UCR reports as well as the department's annual report. The department requires this kind of professional assistance.

## 2.9 Communications

- Findings and Conclusions. If the department had a modern communications console with most, if not all, communications devices and related equipment within easy reach, then communication would not be a significant problem. But the communication room is not well laid out; the console does not provide for the needed consolidation of devices.

Communications room security is another potential problem that should be made part of the Town's capital improvement program.

On the whole, mobile radio equipment including in-car transmission and portable units appear adequate.

- Possible Courses of Action. Federal funding should be sought for a new communications console as well as area security. If unavailable, then both items should be included in the Town's capital improvement budget as noted.

## 2.10 Facilities and Equipment

. Findings and Conclusions. Facilities are, for the most part, inadequate; they are not well maintained. They do nothing to lift the morale of those who must work in the Town Hall's basement!

The lock up is an abomination -- not fit for human habitation. It should not be used until it is rehabilitated.

With the exception of automobiles, equipment is in reasonably good condition. Complaints about the inadequacy of police weaponry was noted from several sources, however, specific instances of "need" were not cited.

One condition cited which is far more serious relates to obsolete oxygen equipment. If for no other reason than its own protection from possible culpability in a liability action against the town for defective life saving equipment, something should be done as soon as possible in this regard.

. Possible Courses of Action. Several courses of action are suggested; these include:

- (1) Drawing plans to rehabilitate the ground floor of the Town Hall for use by the department. Adequate office facilities for the Chief and his secretary and for the two Deputies should be provided. The area should be made more secure. Paint and new carpeting (for sound conditioning purposes) would do a great deal for the department's image and for morale.
- (2) Besides a detective car and a "spare" vehicle, three patrol vehicles should be provided. The three should be equipped

with the usual "police package" (heavy duty shocks, springs, extra capacity radiator, etc.) and should have a mid-sized eight cylinder engine with four-barrel carburetion. The cars should be made more visible in terms of paint (e.g., white and blue or other bright combination) and should be made uniform (i.e., all cars painted and marked alike).

In addition to the oxygen equipment, supplies should be made available on weekends (one complaint registered by several officers).

### 3.0 Recommended Courses of Action.

Throughout this brief report there is a series of recommendations and possible courses of action. From among those, the following have been selected for priority status. They include:

First, appoint a new chief -- using one of the two methods suggested. This is the keystone to all other recommendations.

Second, decide on a new organizational pattern (preferably the one recommended above), and implement it. Create the new positions and fill them. Lay out temporary listings of authority and responsibilities as an interim measure; amend the Departmental S.O.P. on a temporary basis.

Third, assess the magnitude and scope of the crime problem -- past and present. Plan and organize a crime data collection project based on the UCR crime categories, if possible, and employ some temporary college-level student help to do the necessary collections and tabulations.

Fourth, when a Uniform Patrol Commander is appointed, let him implement the several recommendations in his area of responsibility. Likewise, when a Services Commander is appointed, let him do the same.

Fifth, seek additional technical assistance from LEAA, from the Connecticut Planning Committee on Criminal Administration and/or from the Community College to do the following:

- . Rewrite the Department's S.O.P. into a modern set of Rules and Regulations.
- . Prepare written Internal Disciplinary Procedures.
- . Define duties and responsibilities of all positions -- existing and new ones on a permanent basis.

- . Crime analysis and crime reduction program planning.
- . Records management and a new monthly and annual reporting format.
- . Training Assistance with the several training programs. (In this regard the Connecticut Municipal Police Training Council's help should be sought, also.)
- . Layout the Town Hall basement as a police headquarters including a new modified communications facility -- one with more security.
- . Write new patrol vehicle specifications.
- . Write new Personnel Rules incorporating new recruitment and selection criteria.

(In the absence of outside technical assistance, the new Chief and his staff will have to assume these added burdens.)

Sixth, seek Federal funding for several of the projects noted in the report including facilities, communications, etc.

Seventh, seek assistance from an FBI firearms expert regarding the adequacy of departmental weapons, armory, supplies, etc.

Eighth, take some action with regard to Nanni Drive.

Ninth, and by no means last -- secure a copy of the National Advisory Commission on Criminal Justice Standards and Goals' volume Police.<sup>1</sup> This book has a wealth of information of value to the Chief and to every member of the Department. The standards set forth by the National Advisory Commission represent excellent guidance for any public agency. Winsted should

<sup>1</sup>Washington, D.C., U.S. Government Printing Office, 1973, 668 pages.

make a conscious effort to bring its department up to the standards set out in the volume. If that effort is made and sustained, then Winsted will have a superior police force.

**END**