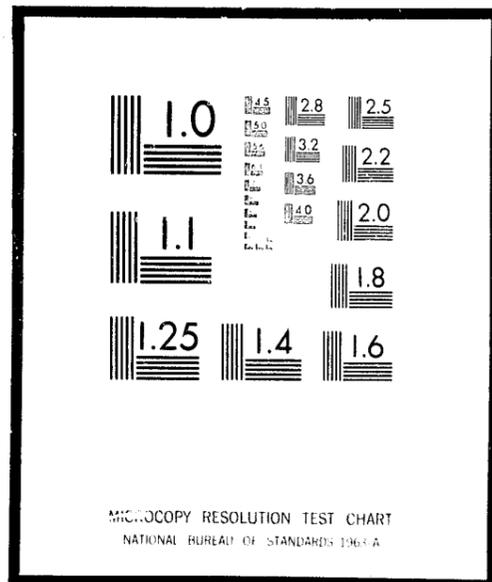


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**U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531**

12/14/76

Date filmed

→ POLICE
INDIVIDUAL TECHNICAL ASSISTANCE REPORT
In Response to a Request for Technical Assistance
by the
Palmer, Massachusetts, Police Department

January 19, 1973

Prepared by:

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

(Per Contract J-LEAA-015-72)

35204

I. PRELIMINARY INFORMATION

A. **Consultant Assigned:**

E. Michael Louis
Assistant Professor, Criminal Justice
William Rainey Harper College
Palatine, Illinois

B. **Date Assignment Received:**

November 29, 1972

C. **Date of Contact with LEAA Regional Coordinator:**

December 5, 1972

D. **Dates of On-Site Consultation:**

December 18-21, 1972

E. **Individuals Interviewed:**

Town of Palmer

Stanley Bigda
Executive Secretary, Board of Selectmen

Walter Raleigh
Town Prosecutor

Police Department

William Holt
Chief of Police

R. Kennedy
Patrolman

Harold Olsen
Sergeant

E. Jasak
Patrolman

Henry Janasiewicz
Sergeant

M. Marcy
Patrolman

J. Zebrowski
Sergeant

T. Ferraro
Patrolman

Other

Eleven individuals representative of business and community service organizations.

II. STATEMENT OF THE PROBLEM

A. **Problem as per Request for Technical Assistance:**

General management assistance concentrating on improving the Department's ability to respond to changing community needs.

B. **Problem Actually Observed:**

Need for departmental reorganization, development of a management information system and establishment of policies and procedures, is apparent. These matters were addressed during the technical assistance visit.

III. FACTS BEARING ON THE PROBLEM

Officials representing the Town of Palmer, Massachusetts, indicate the desire for change in methods of dealing with public safety matters in the community. Change is most effectively implemented when environmental conditions are appropriate. The purpose of this section is to examine the setting of the Palmer Police Department by identifying some factors influencing its methods and delivery of police service. Circumstances outside the Department create strong forces influencing the effective application of appropriate administrative practices. Some conditions in the environment can be changed; some cannot; and some are amenable only over a period of time.

1. The Town of Palmer is a manufacturing community of 12,000 located in southwest Massachusetts. It is bisected by Interstate 90 (Massachusetts Turnpike to Boston), 15 miles northeast of Springfield. Its geographical area covers 32 square miles and consists of the four villages of Palmer, Three Rivers, Bondsville, and Thorndike. All contribute to the same governing body, yet each attempts to retain individual identity. A substantial portion of the area is rural. Manufacturing sites are located primarily along the rivers and in the villages. Seventy-five percent of the labor force of the community serves the manufacturing industry while 10 percent serves wholesale and retail business.
2. Incorporated in 1776, Palmer's form of government is the Town Meeting. A three-member Board of Selectmen, elected annually, administers the town government. There is no chief executive of the community. According to the chosen statutory provisions, Selectmen retain authority to manage personnel matters within the constraints as established by the Massachusetts Civil Service laws. The head of each department is delegated responsibility for managing his particular unit. Budget hearings are held in March, and each item is discussed in open forum and is voted on by the attending electorate.
3. The Palmer Police Department offices are situated in the recently built municipal building. It shares the west wing of the building with the courts and probation office. All other town offices are readily accessible.

4. The Palmer Police Department is composed of the Chief of Police, 3 sergeants, 11 permanent patrolmen, 2 temporary patrolmen (funded by the Emergency Employment Act), 5 part-time patrolmen, and 1 clerk. The 1972 budget appropriation was just under \$207,000.
5. Crime in Palmer has, in the past, been largely due to the activities of local individuals. Recently a criminal element from the larger communities in the Springfield-Holyoke-Chicopee Metropolitan Area and Worcester has made forays into the Palmer area. Burglary, larceny, assault, intoxication, and traffic law enforcement have been the major concern of the Department; however, recently a narcotics problem emerged. Unsupervised juveniles are credited with contributing to an increasing amount of annoying behavior.
6. The incumbent Chief of Police, who is 58, has civil service status under the Massachusetts Civil Service laws. Illness, with subsequent medical treatment three years ago, has impaired his physical ability. He is well-liked personally, but a segment of the community and some officials believe that his recent illness may have adversely affected his ability to function as Chief. However, since returning to work he has maintained a 5½-day week, supervises three men on the day patrol, and has declared an intent to remain on the job. Town officials indicate they wish to provide the Chief with administrative assistance from within the Department but in keeping with the application of the best principles of administration.
7. The Palmer Police Department is performing the conventional police missions of crime repression, investigation, apprehension of offenders, recovery and protection of property, regulation of noncriminal conduct, and miscellaneous services. No member of the Department has sufficient training in criminalistics to perform certain specialized tasks. The Massachusetts State Police provides crime laboratory work and specialist assistance for crime scene searches. The Department provides an ambulance service as part of its patrol function and certain licensing functions are required of the Department.
8. No consistent policy guidelines have been developed. Policy is made individually to meet the demands of the moment. Patrolmen and sergeants have no uniform guidelines under which to operate. A book of rules and regulations which was developed by the present Chief's predecessor is possessed by all department members, but its application to departmental activities and patrolmen duties has been largely ignored.

9. Evidence control is left to the personal discretion of individual officers. Items of evidence are stored in corners, atop cabinets, and on the floor. Although an evidence room is available it is not used.
10. No formal report and booking forms are in use and the method of managing this information is inadequate. Officers as well as the officials of the court have access to police records only through the civilian clerk.
11. Traditional patrol practices and manpower allocation reduce the effectiveness of police service. Foot patrolmen are assigned regular beats in three of the four villages. Only two police vehicles are available. Sergeants, to be mobile, must patrol a district and leave it unprotected during times they supervise activities of subordinates elsewhere. One sworn officer, either patrolman or sergeant, is assigned to station duty and is not available for field service during the two night shifts.
12. The Palmer Board of Selectmen, acting as Police Commissioners for the Town of Palmer, has entered into a contract with the Palmer Police Club, Inc., a collective bargaining association which represents all full-time police officers of the Palmer Police Department. The agreement covers matters related to wages, hours, and other conditions of employment.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

Services of the Palmer Police Department will increase with the economic growth of the community. The 1971 growth rate was nearly double the average annual growth rate experienced in the 1950's. If Palmer's new industrial target, optimum development of outdoor year-round recreation facilities is achieved, the community will experience increased growth accompanied by the seasonal fluctuation of a transient society. Rather than intense patrol in the villages, greater police service will be demanded in the rural northern area of the town where such recreational facilities are likely to develop. The nature of the enforcement task, as well as the public with which the police will be dealing, will change. Present methods of delivering police service will be economically impractical. Even today, the cost of delivering police service to Palmer residents appears to be excessive for the benefits returned.

1. *Operations*

The Palmer Police Department is currently structured to operate as a line function; that is, all sworn members of the Department perform the primary police functions of preventive patrol, investigation, apprehension, recovery of property, and provision of miscellaneous services. The Chief of Police supervises the day shift which consists of one clerk and three patrolmen. Three sergeants, assigned to the two night shifts, supervise the remaining patrolmen and report to the Chief. Investigation is an assignment added to the responsibility of the relief sergeant and is frequently accomplished on his days off. No other division of labor within the organization has been implemented.

Many administrative functions necessary to effective operations of a police department are not being performed. The Department lacks a data base on which to formulate plans, directives, and exercise control. The Department has now reached the size where community demands are such that reorganization designed to create an administrative services division to provide these functions as a logical and appropriate step. To meet its present needs, the Department should create an organizational unit which will design and manage a records and communications system, evidence and property control, planning and research, community relations, and investigations. A chart of the current organization is attached (Attachment I).

2. ***Personnel Administration***

The Palmer Police Department's employment and staffing practices need clarification, and policies should be established. The Emergency Employment Act funds, for employing the two full-time patrolmen, are due to expire in 1973. Town officials indicate that no provision has yet been made to absorb these positions into the budget. Some decision should be reached as quickly as possible in order to permit the people concerned to make plans. The Department has come to rely heavily on the positions they fill. The proposal in Attachment III indicates the desirability of three additional sworn positions.

Another personnel matter concerns the part-time patrolmen who have provisional or intermittent status. As described, a provisional patrolman is one who has passed the state civil service examination for patrolman and is eligible for appointment to a permanent position when one occurs. Intermittent officers have not taken or passed the examination but are used for part-time patrol purposes under certain considerations.

The maintenance of a reserve of manpower for part-time and emergency use is useful and may be desirable, but it would be better management practice to develop and staff programs with full-time permanent employees. The disadvantage of using part-time employees in this manner are important considerations. Most part-time officers have full-time jobs elsewhere. Fatigue induced by the full-time job is likely to jeopardize performance or otherwise compromise the effectiveness of the officer on the job. Further, part-time employees cannot always be relied on to be available when emergencies arise, and some have been known to be selective about the jobs they accept.

3. ***Employee-Management Procedures***

An agreement between the Board of Selectmen and the Palmer Police Club, Inc., establishes wages, hours, and other conditions of employment for the full-time officers of the Police Department. In December, 1972, the members of the Palmer Police Club, Inc., voted to join the International Brotherhood of Police Officers. They now have available to them professional negotiators to assist in the coming collective bargaining with the Board. Massachusetts General Law recognizes such collective bargaining. Employment rights, once surrendered by the Town of Palmer, will be difficult to recover. Professional assistance to the Town of Palmer may be necessary for these negotiations. Portions of the present agreement tend to erode the authority of the Police Chief for direction of the Department.

Policemen working the four-two work schedule, which has been permanently established in the Department, work approximately 18 days per year less than workers on the traditional 40-hour workweek. This work schedule necessitates a larger staff, roughly one man more for every 14 working a 40-hour week. The chief disadvantage with the four on--two off schedule is that it inhibits an administrator from allocating greater manpower to particular periods when a heavier work load is expected, such as on Friday and Saturday nights. Each shift is equally staffed daily regardless of the needs.

The agreement also stipulates that seniority will be the method of determining shift assignments. Such an agreement is not beneficial to the Department since it denies the management the right to make such judgments.

According to the governmental procedure applied in the Town of Palmer and permitted by Massachusetts General Law, the Board of Selectmen has the responsibility and duty to make personnel appointments, removals, and take disciplinary action. This is done, of course, within the constraints established by the Massachusetts Civil Service laws. The Chief of Police may take minor disciplinary action against errant members of the Department, but an appeal will be heard by the Board of Selectmen. All other personnel matters must be taken to the Board of Selectmen. This permits subordinate members of the Police Department to by-pass the Chief of Police and go directly to the Selectmen. The contract with the Palmer Police Club, Inc., prohibits the Chief of Police from exercising certain administrative functions concerning manpower allocation. It is unreasonable to hold the Chief of Police accountable for the performance of a function without having allocated him sufficient authority to execute it. The Department needs a set of formal guidelines within which to operate.

4. ***Citizen Complaint Procedures***

Citizens wishing to report to the government, either to obtain redress for grievances or to influence the police operations, find channels for doing so unclear and difficult. Anyone dissatisfied with police action or treatment by the Chief of Police must go to the Board of Selectmen. For various reasons many avoid such meetings, which are usually open, and either drop the matter or call on a single Selectman. Disposing of these matters in this manner may be convenient but the Department needs a mechanism by which its errors and problem areas can be properly brought into focus. Good

management control relies on identifying problems in order that corrections can be made. One intent of the community relations unit as identified later will be to perform this function.

5. ***Emergency Vehicles and Services***

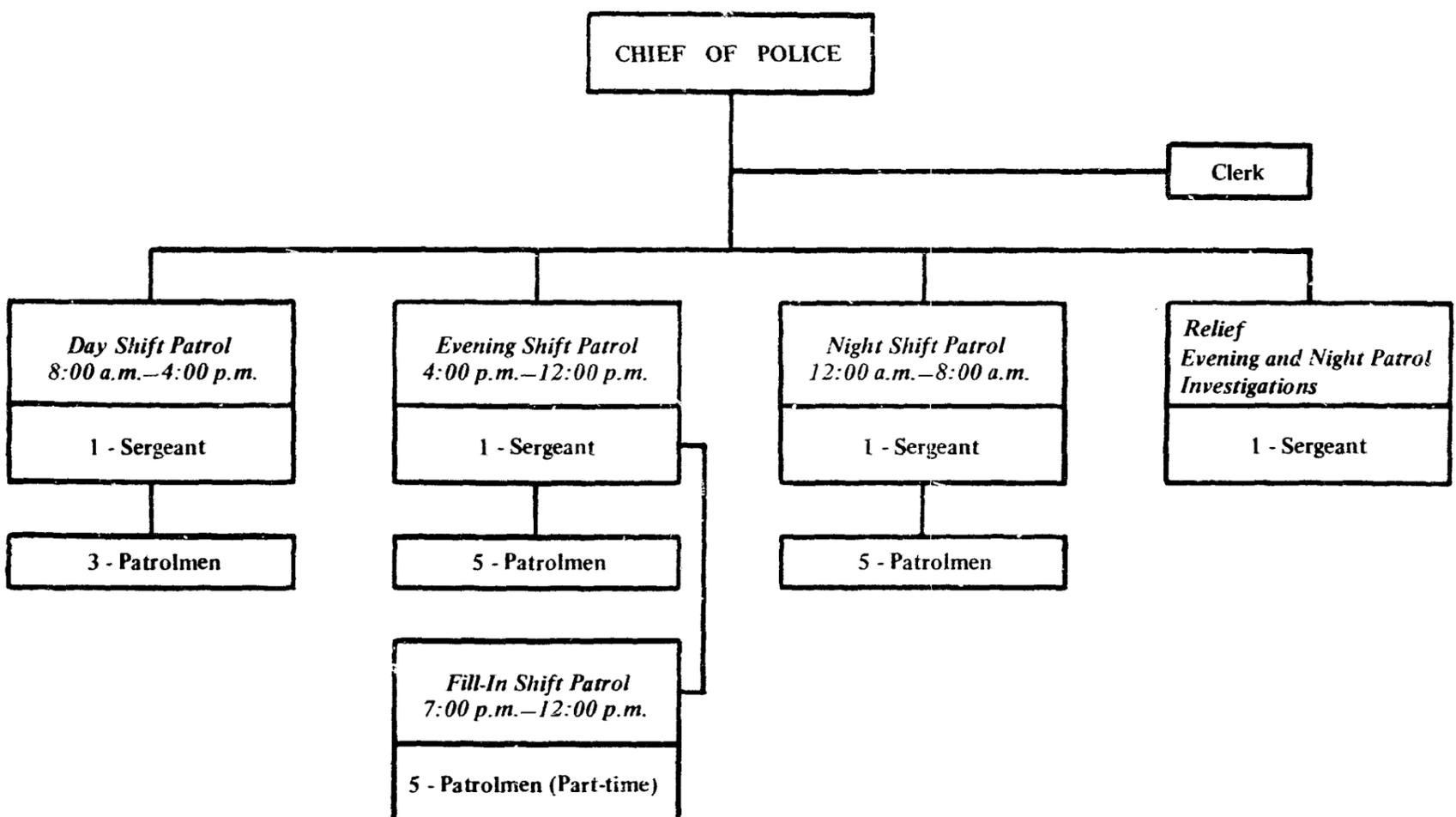
The Department performs an ambulance service which is highly valued by the community. Gold Cross Ambulance Service, a private company, has recently moved into the area and is staffed with trained paramedics. In order to remain in business, Gold Cross needs a break-even level of demand for its services. As long as the Palmer Police Department provides free ambulance service to residents it is not likely that sufficient demand for Gold Cross will be forthcoming. The present delivery of ambulance service is of minor concern to members of the Department now, but it has the potential to grow. Further, it requires a more expensive vehicle and equipment than is necessary to perform the patrol function. There is also the possibility that the Town could assume liability in cases where movement of sick and injured might inadvertently aggravate a medical problem. The Department should take steps to divest itself of this function as expeditiously as possible before the present opportunity to obtain professional ambulance service is withdrawn.

If ambulance service is discontinued, the Department would be advised to explore the feasibility of using intermediate-size sedans for patrol cruisers. The purchase price would be lower and so would the operating costs. Smaller cars are more maneuverable and should meet most of the needs of the Department. Large cars with interceptor engines would be useful in rare emergencies, but the practice of police engaging in high-speed vehicle chases is being increasingly discouraged in communities because of fatal accidents which have resulted from them. Intermediate cars would discourage such chases.

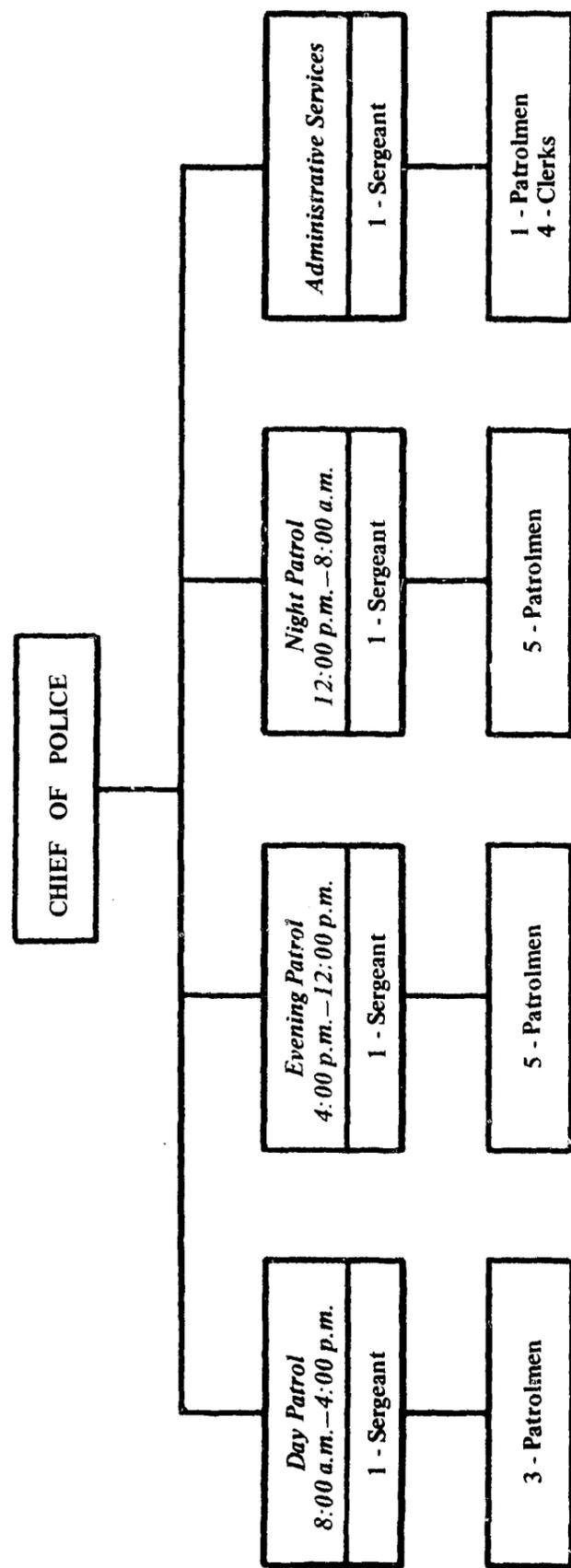
V. **RECOMMENDED COURSES OF ACTION**

1. Take steps to implement a police department reorganization such as that described in Attachments II and III.
2. Develop employment and staffing practices for future guidance.
 - a. Clarify status of EAA funded patrolmen.
 - b. Move to eliminate part-time patrolmen status except for such positions as crossing guards or other similar service.
3. All new officers, particularly part-time officers if retained, should be required to take the standard basic police training course before being permitted to work alone.
4. Future contracts with the Palmer Police Club, Inc., should be studied for clauses which abrogate administrative control. The effect of the seniority rules as specified in Articles 7 and 11 of the present contract diminish the capability of the management to direct and control personnel with a view to achieving best results. During any coming negotiations, or at the appropriate time, the Board of Selectmen should attempt to either eliminate or adjust the application of this rule. Such an adjustment seems to be within the spirit of Article 3 of the agreement.
5. Many department members have demonstrated an attitude toward professionalization by their educational achievements. Every effort should be exerted to support those having already obtained certificates of accomplishment as well as provide encouragement for those along the way. Implementation of an educational incentive plan is desirable.
6. Training is an on-going process. The Department should establish a systematic training program beyond the basic training required and appropriate a beginning sum of \$100 per man to meet the implementation expenses.
7. The Palmer Police Department should withdraw from providing ambulance service. If the Town of Palmer wishes to continue providing ambulance service to the community, it should make provisions for some agency other than the police to take over the responsibility.
8. Two more vehicles should be added to the present fleet in order to mobilize all patrolmen.

Attachment I
CURRENT ORGANIZATION
PALMER, MASSACHUSETTS, POLICE DEPARTMENT



Attachment II
 PROPOSED ORGANIZATION
 PALMER, MASSACHUSETTS, POLICE DEPARTMENT



Note: Relief Sergeant for evening and night shifts is not shown.

Attachment II (continued)

PATROL BUREAU STAFFING

Day Patrol

Sergeant 1
 Motorized Patrolmen 2
 Relief Patrolman 1

Evening Patrol

Sergeant 1
 Motorized Patrolmen 2
 Beat Patrolman 1
 Relief Patrolmen 2

Night Patrol

Sergeant 1
 Motorized Patrolmen 2
 Beat Patrolman 1
 Relief Patrolmen 2

Relief and Investigations

Sergeant 1

ADMINISTRATIVE SERVICES STAFFING

Day Shift

Sergeant 1
 Patrolman 1
 Clerk 1

Evening Shift

Clerk 1

Night Shift

Clerk 1

Relief and Investigations

Clerk 1

RECAPITULATION

Chief	1
Sergeants	5
Patrolmen	14
Clerks	4
Total	24

Attachment III

A. RECOMMENDATIONS: ORGANIZATION AND STAFFING

To facilitate the desired change and upgrade police service in Palmer, the organizational structure of the Police Department should be expanded. This attachment outlines a recommended organization and indicates the appropriate staffing implications.

Organization

Adequate supervisory staff must be made available to the Department to give appropriate direction to and exercise sufficient control over its operations. Collection and effective use of management information is required. The lack of the latter has contributed to problems in performing the former.

A recommended organization structure and unit staffing is presented in Attachment II.

It is recommended to the Chief of Police and the Board of Selectmen that the Department create an Administrative Services Bureau at a level directly below the Chief of Police to be commanded by a sergeant. The present Patrol Bureau should be maintained essentially as it is but with sergeants assigned to each shift, reporting directly to the Chief of Police. The Chief's span of control would be doubled, but responsibility for supervising the day shift patrolmen would be eliminated, thereby confining his area of responsibility to that of coordinating, directing, and controlling department operations.

The Patrol Bureau will consist of three shifts, each headed by a sergeant. The sergeant will be responsible for management of his shift. He makes assignments, provides direction and instructions for the accomplishment of work, supervises all major investigations, and reports the progress and performance of his subordinates to the Chief of Police.

Patrolmen assigned to a patrol shift are responsible for the repression and prevention of crime, investigation of crime, apprehension of offenders, traffic control, regulation of noncriminal conduct and performance of other miscellaneous services required of the Department. Each officer must be given a specific area of responsibility, e.g., geographic district, for which he can be held accountable.

The creation of an Administrative Services Bureau is a major step toward organizational efficiency. This bureau should be headed by a man chosen for his willingness and ability to manage records and office activities and his innovativeness. He must be able to plan, develop data, perform research, and understand organizational goals in order to recommend policy and control.

At this point in time, it would not be desirable to create a rank of lieutenant for this position. Such a rank would be more appropriate for the Patrol Bureau. To do so would create the need for two lieutenants, one to head each bureau. This should serve notice, however, as to the strategic importance of the role performed by the head of the Administrative Services Bureau. It should be made clear that he holds equal rank with other sergeants in the Department. In the absence of the Chief, it would be well to consider appointing the Administrative Services Sergeant to act in his behalf.

Manning

To staff the proposed reorganization, the following complement and allocation of personnel would be desirable.

Proposed Strength		
<i>Chief of Police Office</i>		
Chief	1	(No Change)
<i>Patrol Bureau</i>		
Sergeants	4	+ 1
Patrolman	13	(No Change)
<i>Administrative Services Bureau</i>		
Sergeant	1	+ 1
Patrolman	1	+ 1
Clerks	4	+ 3
Total	24	
Change		+ 6
Sworn		3
Clerks		3

The proposed change will require an increase in personnel of three clerks and three sworn officers to meet the proposed manning schedule.

The number of patrolmen positions will be increased from 13 to 14. Sergeant positions are increased from 3 to 5. Three clerk positions would be added to provide 24-hour service and relief. Their employment, at lower salaries than patrolmen, will increase the available sworn strength of the Department for street duty by more than 20 percent. This proposal provides for one extra officer to provide relief for officers on vacation and sick leave. Although this full-time member of the Department is desirable for this purpose, the Town of Palmer may wish to continue using provisional-intermittent officers in this capacity.

B. RECOMMENDATIONS: PATROL BUREAU

The Palmer Police Department's first priority is a strong patrol bureau, adequately staffed and trained. Important considerations are the appropriate allocation of manpower, equipment, and skills among the officers. Education and training are discussed in other sections. Manpower and equipment allocations are addressed in this section.

Patrol Resource Allocation

The present delivery of patrol service needs review. More effective use of manpower is required. An increase of the patrol fleet from two to four vehicles is necessary for optimal utilization of manpower.

The two patrol vehicles are station wagons. They are equipped with two-way radios, red/blue flasher lights, and an electronic warning and public address system. Other equipment includes portable resuscitators, lights, and folding stretchers. The vehicles are presently used to perform ambulance service.

The practice of replacing the patrol vehicles every six months is desirable and should be continued. When vehicle mileage reaches 60,000, maintenance costs rise disproportionately. Each vehicle travels up to 10,000 miles per month. An increase in the fleet could possibly reduce individual car mileage to some extent; however, total mileage will be increased.

The Palmer Police Department recently acquired three new mobile radios for the patrol vehicles. The three replaced radios are serviceable and should be used in the two additional vehicles, leaving the third for a reserve. Possessing the radios will reduce the initial fleet acquisition cost by \$2,000.

The assignment of walking beat men as presently done should be discontinued. There is too little justification for a walking man in Palmer on the day shift. Required functions can just as easily be assigned to a motorized patrolman. The patrolman thus reassigned would be of service to a greater portion of the community and still be available to provide the essential services performed by the walking beat man.

There appears to be a need for close inspectional services in the four villages after dark. One officer assigned to each of the night shifts can handle this task. It is recommended that this officer be assigned a patrol vehicle which is used to transport him from one village to the other where he can perform the walking beat inspection. He needs a portable radio and a battery charger attachment in the vehicle. The portable radio provides him with contact with other officers and in an emergency he can return to his car and assist them. It should be understood that the assignment to this beat calls for essential services that only a walking man can perform. His value is increased to the community because of his random mobility. It will be the responsibility of the shift sergeant to assure that the patrolman thus assigned performs the task properly.

By adding to the clerical staff and delegating headquarters duties to it, patrol sergeants, or patrolmen, will no longer be required to work in the office. Sergeants thus relieved need a patrol vehicle in order to move about the Town to supervise, inspect, direct the performance of patrolmen, identify crime and community relations problems, and coordinate and report on activities. His presence in the community increases the patrol service available.

The Town of Palmer should be appropriately divided into two districts in order to assign each of the two motorized patrolmen to geographic areas of responsibility. Their movement about the community will decrease the response time required for calls, increase traffic control, and repress criminal activities.

According to area statistics, the Town of Palmer has one of the lowest insurance rates which indicates that traffic and accident control has been well maintained. It should not be allowed to rise, and complaints of local traffic violations need to be met by the use of selective enforcement. The Department's radar should be used against those who persist in unnecessary speeding in business and congested areas.

Manpower Allocations

Four sergeants should be assigned to the Patrol Bureau. A sergeant should be assigned to each shift with one to relieve the two night shifts. No relief will be necessary for the day sergeant if provision is made for the Administrative Services sergeant to be on duty in the other's absence. Either he or the Chief of Police will be available in the event a supervisor is needed.

Day Shift. Three patrolmen are needed. Two should be assigned to districts, and the third assigned to relieve them.

Evening Shift. Five patrolmen should be assigned. Two to patrol districts, one to beat patrol, and two for relief. Only one and one-half men are needed to perform required relief on the evening shift and therefore one man could be assigned to relieve two night shift positions; however, traditionally, the greatest need for manpower falls on the evening shift and it would be wise to keep all five men available on the evening shift when possible.

Night Shift. The night shift should be conducted essentially the same as the evening shift. Having five patrolmen assigned to this shift creates one more man per work cycle than is needed to fill the combined night and evening shift positions. The position is needed to relieve officers on vacation and sick leave. During periods when no such relief is anticipated, the patrolman can be used for selective traffic enforcement and investigations.

The above recommendations are optimal. They are designed to meet the unique needs of the Town of Palmer with concern for cost, growth, and appropriateness. Any smaller organization will increase the burdens carried by individual officers. An increased work load generates fatigue which frequently results in neglect and error. To pay for this form of performance is false economy. The use of overtime to fill established positions in other than emergency conditions should be avoided.

C. RECOMMENDATIONS: ADMINISTRATIVE SERVICES

Departments with 15 or fewer men usually function effectively as line operations. Beyond that point the need for technical assistance to both the Chief of Police and the patrol force becomes so great that the creation of a separate departmental unit is necessary to provide efficient operations. This chapter outlines the organization, manning, and responsibilities of an Administrative Services Unit designed to meet the Palmer Police Department's present needs.

Organization

The Administrative Services Bureau is created to perform services necessarily supportive to department goals. Good management practices require such services. They are expected of the Chief and the men of the Palmer Police Department, but presently are being performed with varying degrees of competence and effectiveness. Two things occur when officers perform service functions along with their patrol duties. First, the amount of work required detracts from the officer's performance of his primary mission and, second, services performed in this manner lack uniformity and coordination which limits their usefulness to the Department. Compartmentalization of support functions under the direction of a single head eliminates, or at least reduces, the severity of the two above problems and creates areas of responsibility and accountability that are presently lacking.

The bureau should be headed by a sergeant, and all the clerical staff of the Department should be assigned to the bureau and report directly to him. Sworn members, at first, should include the sergeant and one patrolman. They can share certain work and duties and therefore should not have the same days off. The patrolman should have authority to direct the clerical staff in the sergeant's absence, consistent, of course, with the sergeant's directives and policy. As the unit grows the next practical division of labor to be considered would be to create a separate investigations unit which would report directly to the Chief of Police.

Staffing

The organization would require that the sergeant heading it be assigned to work the day shift. The patrolman should, for administrative purposes, be assigned to the day shift, but because of the nature of his duties will be expected to work anytime between 8:00 a.m. and 10:00 p.m. Four clerks should be assigned, one to each shift and one to work relief. Since the clerical staff is not covered by the four-two work schedule, they should be assigned to permanent shifts which facilitate the best arrangement of scheduling days off. Of concern are the ability of the relief clerk to meet the schedule established and perform it effectively and having the permanent assigned clerks at work during the time when the work load will be the greatest.

Responsibilities

The services provided by the Administrative Services Bureau include the following:

1. **Planning and Research.**
2. Training.
3. Community Relations.
4. Investigations.
5. Records.
6. Communications.
7. Evidence and Property Control.
8. Jail Management.
9. Complaint Reception and Public Information.

Planning and Research

One of the more important tasks to be undertaken by the Administrative Services Bureau will be to create a records system. Before this can be done it must be planned. Planning involves study of space allocation, equipment required, design of forms and their use, and the processes necessary to make the system work.

Planning helps an administrator determine the most effective course of action. When plans have been made in advance of action the implementation of desired action can be direct and coordinated. It reduces the cost of performing the work, therefore the time and effort devoted to planning and research is usually worth the expenditure.

The Department's foremost concerns are to plan and create a records system, control of evidence and property, and a community relations unit. Beyond that, some immediate targets should include plans for programs which will generate state or federal funding to defray costs of implementing needed changes. Areas that might prove profitable for immediate consideration might include the following:

1. **Records System Design and Development.** Funding may be available for the purchase of items such as desks, typewriters, filing cabinets, and special equipment needed to implement the system. Specialist assistance for records design or funding to provide the sergeant with necessary skills to design the system may be available.

2. ***A Police Cadet Program.*** A desirable way to fill clerical positions could be implemented by creating a police cadet program. Cadets would attend school, work part time, and eventually become a resource for manpower to fill vacancies in the Department. They could receive LEEP funds while attending school and part of their salaries may be funded.
3. ***Educational Incentive Pay Program.*** A study should be made to determine if funding is available in Massachusetts to implement a modest incentive pay program for officers acquiring advanced education.

Planning should obviously do more than seek projects for funding; however, after a period of study the sergeant would do well to meet with the Massachusetts Law Enforcement State Planning Agency to determine what is available and desirable. Beyond that, the Department needs to formulate a set of policies and procedures as well as an updated set of rules and regulations. These are priority items.

Training. Part of the planning function is to determine the needs of department members. One continuing need is training. The Palmer Police Department is not sufficiently large to utilize specialized units in the patrol force. Some specialty areas should be available on an "on-call" basis; others, such as ability to operate the breathalyzer, should be available immediately. Areas that need development and thus special training are photography, collecting and preserving evidence, sketching, fingerprinting, crime scene searching, and first aid. An analysis of operations should be conducted to determine the volume and priority of needs in this area.

The Administrative Services Bureau would seek and coordinate available training programs for members of the Department. Training is available from the State of Massachusetts and possibly from larger police departments in the area. The several community colleges in the area may also offer training programs to the police. Consultation with the Police Science directors in the community colleges might serve to develop short courses meeting the needs of a number of police departments in the area.

Community Relations. A channel of communication is desirable between the police and the public. One can help the other. The police can provide the public with information and services which will aid individuals in protecting their property and valuables. This can range from making recommendations of how to secure and light property at night to inscribing identifying marks on property. By the same token, the public can help the police by providing feed-back information regarding the nature and effectiveness of police procedures in use. By serving as a collecting point for such information, the community relations function of the Department will provide useful directions to improve service.

The need for community relations activities between the police, the various schools, and the children is very important. Good rapport with the community youth is essential. A common understanding of the problems the youngsters create and what the police are expected to do about them will reduce the frequency of such complaints. Many of the community's younger people can be reached through a school community relations program who will actively work to support police programs and efforts.

Investigations. Because the Administrative Services Bureau will serve as a focal point for all reports and information, its director will be in the position of identifying crime trends and matters needing further or detailed investigation or collation of information. The patrolman assigned to the bureau would carry out such investigations. He would further be responsible for maintaining liaison with the probation office and prosecuting attorney for increased effectiveness in securing convictions or appropriate court action.

The primary responsibilities of the patrolman would be to carry out the tasks of investigation and community relations as generally described.

The sergeant assigned to the Administrative Services Bureau will be responsible for supervision and training of personnel performing the remaining duties of the unit. Their basic duties are as follows:

1. ***Complaint Reception and Public Information.*** Responsibilities include answering telephones and meeting the public at the counter. Receives and records complaints and provides information and assistance within the scope of his authority.

2. **Communications.** Responsibilities include dispatching calls to officers on patrol, receives and acts on information transmitted to headquarters by officers, and maintains written radio log.
3. **Records.** Responsibilities include typing reports for officers, preparing cross-index and reference cards, and miscellaneous clerical services as may be required.
4. **Evidence and Property Control.** Responsibilities include accepting and safely storing evidence or property after the officer properly marks and identifies it.
5. **Jail Management.** Responsibilities include preparation of a record of arrest and facts of subsequent detention and release. Maintain surveillance over prisoners in custody. In no instance should the clerical staff be required to handle prisoners except under emergency conditions.

Besides supervising the performance of the above tasks, the sergeant must perform the following:

1. **Report Review.** Responsibility includes reading all reports and forms prepared to determine if they have been done correctly and completely. This function serves two purposes. First, no report should be filed until it has been verified to have been completed properly and second, it provides the foundation for assignments to the patrolmen for follow-up investigation.
2. **Forms and Procedure Control.** Closely related to planning, this activity includes determining the type and nature of information necessary to perform the combined tasks of police patrol and police administration. In this capacity, the sergeant will be involved in preparing policy and procedures which will be implemented through the Chief of Police.

Records

The importance of records is not to be underestimated. When an organization is examined from a systems point of view, it is apparent that organizations are information processing systems. All actions taken by police officers come about as the result of information which he receives about any particular matter. Involved are the nature of the information, the method by which he receives it, and the store of information already possessed by him which aids him in formulating action. The results of his action depend on the totality of information in his possession as well as that which he receives and the impact of the information on him. Good information is essential to good decision—making.

As the Department grows, the need for an effective records system increases. Today there are two major considerations in a design that the Palmer Police Department should make when considering a records system. They are compatibility and facility.

Compatibility refers to the Department's ability to integrate its records with those of other departments or regional systems. The more closely the records system conforms to basic style, the more likely it will be compatible with other systems.

Facility refers to the usefulness of the system to members of the Department. An appropriate cross—indexing system, used to identify significant bits of information associated with all cases, is the key to facility. A large variety of other information is required to perform the administrative functions of the Department. The ability to extract particular bits or blocks of information from the storage system is an extremely important consideration. This needs to be developed and utilized from the beginning.

Important in the design of a records system is to avoid creating work just to keep the new staff busy. Elaborate and unnecessarily ornate records systems have been created in this way and at some later date required reorganization or discarding because the need for manpower to operate them had grown beyond reason. If, at first, there appears insufficient work to keep clerks busy, satisfaction should be gained from the fact that a sworn officer is not being used to fill the same position. Further, as the Administrative Services sergeant begins developing plans, grants, and policy manuals there will be no shortage of work.

Research into the style of records desired would benefit from a study of the systems used by Springfield, Holyoke, and Chicopee. If, in the future, regionalization is considered, their systems are likely to be used as the base. The Federal Bureau of Investigation publishes a valuable booklet, *Manual of Police Records*, which would provide a useful start in designing the new records system.

Evidence

Evidence, to be of value in trials must, among other things, be of unquestioned integrity. Evidence that is presented at trial must be unaltered from the condition it was in when originally received or appropriately accounted for. The officer must be able to testify as to how the evidence was received, to what examinations it has been submitted, and what actions were taken to preserve its integrity. Evidence not properly protected and stored can be lost, stolen, damaged, and altered. When this occurs the case involved is jeopardized. It is necessary to establish a system that provides appropriate care and protection to evidence recovered by the police. Facilities are available in the Palmer Police Department for adequate care of evidence. All that is lacking is implementation of a policy and appropriate forms and methods of identifying the property.

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