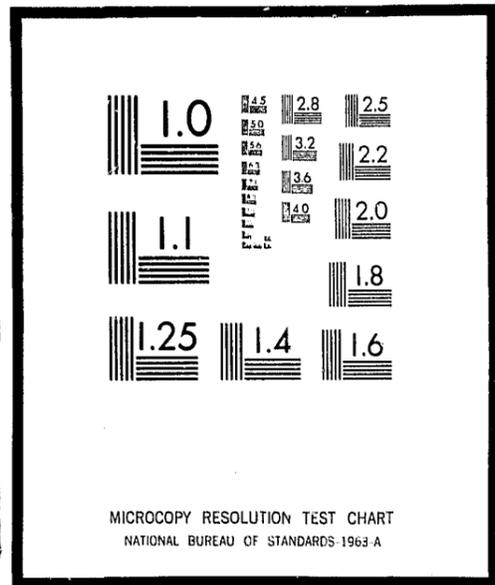


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POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Caribou, Limestone, and Washburn, Maine;
Coordination of Investigative Services
REPORT NUMBER: 76-134
FOR: Northern Maine Regional Planning Commission

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to: Westinghouse Justice Institute
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NUMBER: J-LEAA-003-76
September 1976

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FOREWORD

This request for Technical Assistance was made by the Northern Maine Regional Planning Commission (NMRPC). The requested assistance was concerned with developing an economically feasible approach to provide criminal investigation services to the City of Caribou and Towns of Limestone and Washburn, Maine, Police Departments. At present, none of the three agencies have an investigative unit or adequate investigative equipment.

Requesting Agency:	Northern Maine Regional Planning Commission, Mr. Gordon B. Miller, Criminal Justice Planner
State Planning Agency:	Maine Law Enforcement Planning and Assistance Agency, Mr. Gregory Hanscom
Approving Agency:	LEAA Region I (Boston), Mr. John M. Keeley, Police Specialist

1. INTRODUCTION

The City of Caribou and the Towns of Limestone and Washburn are geographically located in Aroostook County, Maine, the northern-most county in the State. The eastern third of the county is comprised of rolling land that is used primarily for potato farming, although such other crops as sugar beets and peas are also common. This area is dotted with a number of agricultural communities, the largest of which are Houlton, Presque Isle, and Caribou, none of which boast populations larger than 14,000. The western two thirds of the county is made up primarily of timberland and wilderness. The total area of Aroostook County is 6,821 square miles larger than the combined area of Connecticut and Rhode Island.

The subject communities are quite small, with Limestone and Washburn bordering Caribou on the east and west, respectively. The population and area of the communities are as shown in Table 1-1.

TABLE 1-1

Population and Area of the City of Caribou and the Towns of Limestone and Washburn

<u>Jurisdiction</u>	<u>Population</u> ^{a/}	<u>Area (Sq. Miles)</u>
Caribou	11,100	72
Limestone	9,800 ^{b/}	36
Washburn	2,300	36

^{a/} Population estimates provided by Northern Maine Regional Planning Commission. The figures represent 1976 estimates.

^{b/} Limestone's permanent population is approximately 2,000. The remaining 7,800 people are military personnel who work and reside at Loring Air Force Base, which is located within Limestone Township.

It is approximately 10 miles, or about 15 minutes driving time under average conditions, from the center of Caribou to the center of either Limestone or Washburn.

The permanent, fulltime, sworn manpower complement of the police departments in the three subject jurisdictions are 17 in Caribou, 5 in Limestone, and 2 in Washburn. None of the departments have an investigative unit, although one officer in the Caribou Police Department has completed advanced investigative school. Outside of basic fingerprint kits, crime-scene/investigative equipment in the departments is minimal.

The request for technical assistance was made to determine an approach to providing improved investigative capabilities that would be both economically feasible and responsive to the needs of the three communities. Factors to be considered were to include, but not be limited to: Crime rates and trends, population, geographic area, and rates of clearances.

Because growing crime problems are being experienced in Caribou, Limestone, and Washburn, the presently limited investigative capabilities of the departments are becoming a matter of increased concern. Because of the size, resource limitations, and close proximity of the three communities, the technical assistance request was to focus on:

- Identifying the specific needs of the individual departments.
- Examining the possibility of the shared use of some items of equipment and/or investigative staffing.
- Defining methods to ensure that persons charged with investigative responsibilities and the use of related equipment receive proper training.
- Establishing a means of evaluating recommended measures following the first year of implementation.

Also requested was an estimated budget for recommended improvements, which could serve as the basis for a request for funding through a subgrant administered by the Maine Criminal Justice Planning and Assistance Agency.

In order to determine the requirements of the three departments, the Consultant performed a site visit to:

- Become familiar with the size, location, and nature of the Caribou-Limestone-Washburn area.

- Gather and review data relating to the respective communities' crime problems and rates, clearances, and general patrol and investigative resources and capabilities.
- Meet with top management personnel from each of the communities to review their perceptions of the problem as well as alternative approaches to resolve or initiate the problem.
- Talk with other law enforcement or related professionals within Northern Maine for purposes of identifying ancillary resources available to train investigative personnel or to actually provide direct services.

During the course of the Consultant's onsite visit, meetings were held with the following persons:

- Mr. Terry St. Peter, City Manager, Caribou.
- Chief of Police Verne McKenney, Caribou.
- Mr. Martin Krauter, Town Manager, Limestone.
- Chief of Police Norman Johndro, Limestone.
- Mr. Sheldon Richardson, Town Manager, Washburn.
- Chief of Police George Hammond, Washburn.
- Chief Wendell R. Monson, Fort Fairfield.
- Mr. Gordon Miller, Criminal Justice Planner, Northern Maine Regional Planning Commission.

Telephone interviews were also conducted with:

- Lt. Dean Clukey, Houlton Barracks, Maine State Police.
- Sheriff Darrell O. Crandall, Aroostook County.
- Mr. David Dix, Director of In-Service Training, Maine Law Enforcement and Criminal Justice Academy.
- Mr. Gregory Hanscom, Police Desk, Maine Criminal Justice Planning and Assistance Agency.

2. UNDERSTANDING OF THE PROBLEM

As stated in Section 1, the focus of this technical assistance assignment was to examine alternative approaches for providing improved investigative services and equipment in the Caribou - Limestone - Washburn area. As a basis for formulating these alternative approaches, steps were taken to gather both objective (i.e., data) and subjective (i.e., interview-oriented) information.

Data-gathering efforts centered on the review of annual financial reports from the three jurisdictions; uniform crime reports prepared by Caribou and Limestone; individual offense reports maintained by the Town of Washburn; and a variety of other municipal, police, and crime-related data gathered and compiled by the NMRPC Criminal Justice Planner. State-wide and other nationwide data was also gathered for comparative purposes.

In addition, two major types of interviews were held: First, a group interview was held with the managers and chiefs of the respective jurisdictions; during an afternoon-long meeting, a variety of information and opinions were solicited. Second, a generalized questionnaire instrument (see Appendix A) was used to gather information concerning both existing investigative resources and attitudes and opinions concerning alternative delivery systems. As particular alternatives were presented, open discussion was encouraged toward the end of resolving procedural and other problems and differences of opinion. This second technique proved valuable in hammering out an approach that was both responsive to the crime-related needs of the communities, but was practically acceptable to all concerned.

Individual interviews and discussions were also conducted to obtain other information. For example:

- A visit was made to the Fort Fairfield Police Department to examine the contents of a portable crime lab kit noted as "useful" by the chiefs of the three communities. The utility of the kit, which was obtained approximately 5 years ago, was also discussed with the Fort Fairfield Chief.
- The Houlton Barracks of the Maine State Police was contacted to document the nature and extent of investigative services that are rendered in the study area.

- The Aroostook County Sheriff was also contacted to document his role in investigations in the three communities.
- The director of in-service training of the State training academy was contacted to determine the nature and availability of advanced investigative instruction, and also to determine the likelihood if such training could be provided through other channels within the study area.
- The Maine Criminal Justice Planning and Assistance Agency was contacted to obtain preliminary information concerning the types of investigative equipment and other costs that might qualify for state/LEAA sub-grant funding.

As defined by the Consultant, the actual objectives of this assignment were identical to those detailed in Section 1.

TABLE 3-1

Index Crimes Committed in Caribou, Limestone,
and Washburn: 1975 and 1976 a/

Index Crime	Caribou <u>b/</u>			Limestone <u>c/</u>			Washburn <u>d/</u>		
	1975	1976	%Change	1975	1976	% Change	1975	1976	% Change
Homicide	1	0	- 100 %	0	0	0	0	0	0
Forcible Rape	0	0	0	1	0	- 100.0	0	0	0
Robbery	0	0	0	0	0	0	0	0	0
Assault	6	4	- 66.6	3	2	- 33.3	1	6	+500.0
Burglary	13	90	+ 592.3	32	16	- 50.0	10	14	+ 40.0
Larceny	64	218	+ 240.6	29	38	+ 31.0	11	30	+172.7
Motor Vehicle Theft	<u>6</u>	<u>10</u>	+ <u>66.6</u>	<u>7</u>	<u>2</u>	- <u>71.4</u>	<u>0</u>	<u>2</u>	+ <u>200.0</u>
Crime Index Total	90	322	+ 257.8%	72	58	- 19.4	22	52	+136.0

a/ Data for 1976 is projected. That is, incidence figures for January - June 1976 were doubled to provide some basis for comparison.

b/ Derived from 1975 and 1976 data submitted to the Maine Department of Public Safety, Bureau of State Police, Uniform Crime Reporting Division

c/ Ibid.

d/ Derived from 1975 and 1976 offense reports filed and maintained by the Washburn Police Department

TABLE 3-2

Rate of Index Crimes Per 100,000 Population for Rural Areas in the United States and Maine, and for Caribou, Limestone, and Washburn a/

Index Crime	National Average for Rural Areas b/	Maine Average for Rural Areas c/	Rate/100,000 for All Index Crimes		
			Caribou d/	Limestone e/	Washburn f/
Homicide	7.6	2.3	9.1	0	0
Forcible Rape	11.6	8.6	9.1	9.7	0
Robbery	20.4	6.6	9.1	0	0
Assault	111.5	72.7	72.7	29.1	33.3
Burglary	693.2	1,248.9	727.3	310.7	333.3
Larceny	808.3	825.9	1,727.3	281.5	533.3
Motor Vehicle Theft	93.8	83.9	136.4	68.0	0
TOTAL	1,746.5	2,248.4	2,690.9	699.0	900.0

a/ Although Caribou, Limestone and Washburn's population does not approach 100,000, this rate is used to provide a comparative base with national and statewide UCR data.

b/ Crime In the United States: 1974 Uniform Crime Reports (Superintendent of Documents, U. S. Government Printing Office, Washington, D. C.) November 17, 1975, p. 11. These rates are based on 1974 data, which is the most recent of such information.

c/ Ibid. p. 65

d/ Derived from 1975 data submitted to the Maine Department of Public Safety, Bureau of State Police, Uniform Crime Reporting Division.

e/ Ibid.

f/ Derived from offense reports filed during 1975 by the Washburn, Maine Police Department.

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Table 3-3 compares the crime rates in the three communities during 1975 and 1976. According to this table, overall increases were experienced in Caribou and Washburn (especially in burglary and larceny). Limestone's crime index total declined from 1975 to 1976, although the rate of larceny appears to be on the upswing.

3.1.3 Clearances by Arrest

"Clearances," or index crimes for which a suspect has been arrested, provides a measure of the relative effectiveness of a police agency's investigative activities. Clearance data, for all index crimes, for the subject communities, New England States, and the nation are presented in Table 3-4. Aside from homicide, forcible rape and robbery, ^{2/} clearances in Caribou and Limestone ^{3/} are significantly higher than for the nation and other New England States except regarding burglary.

When comparing 1975 and 1976 clearances for Caribou and Limestone (see Table 3-5), the total rate decreased by 10 percent in Caribou, while it increased by more than 35 percent in Limestone. Both communities recorded a clearance rate for burglary higher than for the nation and for all New England States. As noted above, this was not the case during 1975.

3.1.4 Index Crime Cases Per Sworn Officer

A final means of assessing the crime problem in the study area is to compare the average number of index crime cases per sworn officer in the subject communities. This comparison is made because both preliminary and followup investigation of such cases are performed by patrol and other sworn personnel in each of the departments. As is shown in Table 3-6, Caribou is experiencing the greatest increase of cases per officer, followed by Washburn; although in the latter, sworn personnel are responsible for more actual cases. Limestone can expect a 19-percent decrease from 1975 to 1976.

^{2/} In Aroostook County, homicides are investigated by the Maine State Police, while the incidence of forcible rape and robbery has been so low as to provide no meaningful clearance data.

^{3/} Clearance data was unavailable.

TABLE 3-3

Rate of Index Crimes Per 100,000 Population
in Caribou, Limestone, and Washburn: 1975-1976 a/

Index Crimes	Caribou <u>b/</u>			Limestone <u>c/</u>			Washburn <u>d/</u>		
	1975	1976	% Change	1975	1976	% Change	1975	1976	% Change
Homicide	9.1	0	-100 %	0	0	0	0	0	0
Forcible Rape	9.1	0	-100	9.7	0	-100	0	0	0
Robbery	9.1	0	-100	0	0	0	0	0	0
Assault	72.7	36.4	- 49.9	29.1	19.4	- 33.3	33.3	260.8	+683.2
Burglary	727.3	818.2	+ 12.5	310.7	153.3	- 50.0	333.3	608.7	+ 82.6
Larceny	1727.3	1981.8	+ 14.7	281.5	349.5	+ 24.1	533.3	1304.3	+144.5
Motor Vehicle Theft	136.4	90.9	- 33.3	68.0	19.4	- 81.0	0	87.0	+870.0
Crime Index Total	2690.9	2927.3	+ 8.8%	699.0	563.1	- 19.4	900.0	2260.9	+151.2%

a/ Although Caribou, Limestone and Washburn's population does not approach 100,000, this rate is used to provide a comparative base with national and statewide UCR data.

b/ Derived from 1975 and 1976 data submitted to the Maine Department of Public Safety, Bureau of State Police, Uniform Crime Reporting Division.

c/ Ibid.

d/ Derived from offense reports filed and maintained during 1975 and 1976 by the Washburn, Maine Police Department.

TABLE 3-4

Percent of Index Crimes Cleared by Arrest

<u>Index Crime</u>	<u>United States</u>	<u>New England States</u>	<u>Caribou</u>	<u>Limestone</u>	<u>Washburn</u>
Homicide	80%	78%	N/A	N/A	Clearance Rate Data Not Available
Forcible Rape	51	57	N/A	N/A	
Robbery	63	66	N/A	N/A	
Assault	27	22	75%	100%	
Burglary	18	15	16	16	
Larceny	20	17	38	24	
Motor Vehicle Theft	<u>15</u>	<u>7</u>	<u>40</u>	<u>86</u>	
Crime Index Total	21%	16%	30%	31%	

a/ Crime in the United States: 1974 Uniform Crime Reports (Superintendent of Documents, U.S. Government Printing Office, Washington, D.C.) November 17, 1975, p.42.

b/ Ibid. p. 168

c/ Derived from 1975 data submitted to the Maine Department of Public Safety, Bureau of State Police, Uniform Crime Reporting Division.

d/ Ibid.

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TABLE 3-5

Index Crimes Cleared by Arrest in Caribou,
Limestone, and Washburn: 1975 and 1976

Index Crimes	Caribou <u>a/</u>			Limestone <u>b/</u>			Washburn <u>c/</u>		
	1975	1976	% Change	1975	1976	% Change	1975	1976	% Change
Homicide	100.0%	N/A	<u>e/</u>	<u>d/</u>	<u>d/</u>	<u>e/</u>			
Forcible Rape	<u>d/</u>	<u>d/</u>	<u>e/</u>	100.0%	<u>d/</u>	<u>e/</u>			
Robbery	<u>d/</u>	<u>d/</u>	<u>e/</u>	<u>d/</u>	<u>d/</u>	<u>e/</u>			
Assault	75.0	50.0	-33.3%	100.0	100.0%	0			
Burglary	16.3	24.4	+50.0	15.6	37.5	+140.3%			
Larceny	33.7	27.5	-18.4	24.1	36.8	+52.7			
Motor Vehicle Theft	<u>40.0</u>	<u>40.0</u>	<u>0</u>	<u>85.7</u>	<u>100.0</u>	<u>+16.6</u>			
Crime Index Total	30.4	27.3	-10.1	30.6	41.4	+35.3			

Clearance Rate Data Not Available

a/ Derived from 1975 and 1976 data submitted to the Maine Department of Public Safety Bureau of State Police, Uniform Crime Reporting Division. 1976 totals were based on clearances of actual, not projected crimes.

b/ Ibid.

c/ Clearance data were not available.

d/ No cases filed during period.

e/ Percent change calculation not meaningful.

TABLE 3-6

Index Crime Cases Per Sworn Officer in
Caribou, Limestone, and Washburn: 1975 and 1976 a/

	Caribou			Limestone			Washburn		
	1975	1976	% Change	1975	1976	% Change	1975	1976	% Change
Index Crime Cases Per Sworn Officer	5.3	18.9	+ 257%	14.4	11.6	- 19%	11.0	26.0	+ 136%

a/ Developed from data supplied by the Northern Maine Regional Planning Commission; the Maine Department of Public Safety; Bureau of State Police; Uniform Crime Reporting Division; and the Washburn Police Department. Data for 1976 is projected based on information provided for the first six months of the year.

3.2 Expenditures for Police Services

Another means of examining the impact of crime on a community is to review the trend of municipal expenditures for law enforcement services. In the absence of historical crime data, information such as expenditures for police services may also offer an indirect method of tracking crime trends. Since police budgets frequently reflect, within a few month's log time, the nature of the crime problem faced by a community (see Table 3-7), each of the communities has supported a substantial increase in their police budgets since 1973.

Another means of assessing a community's commitment to fighting crime is the relative increase of its police budget to its total municipal budget. As is shown in Table 3-8, increases in expenditures for police services have substantially outpaced increases in total municipal expenditures in each of the three jurisdictions.

3.3 Current Investigative Capabilities

3.3.1 The Caribou, Limestone, and Washburn Police Departments

Drawing from the responses to question one of the attached questionnaire (see Appendix A), it was found that patrol officers of the three municipal departments perform both preliminary and necessary followup investigations on all offenses except homicide and arson. In the latter cases, the Maine State Police formally assumes investigative responsibility. None of the sworn persons in the Limestone and Washburn Departments have completed formal investigative training beyond that which is included in basic law enforcement officer training. Some of these persons have also not completed basic recruit training. One person in the Caribou Department was said to have had "some" advanced investigative training, although the nature and extent of that training was not detailed.

3.3.2 The Bureau of State Police

From a discussion with the commander of the Houlton State Police Barracks, it was found that three "field" sections are maintained: They center in Houlton, Presque Isle, and Caribou. The Caribou section, like the others, is comprised of a sergeant and 8 to 10 other sworn persons. In addition to patrol, the State Police investigates all types of crimes in towns without established police departments. At least two trained investigators reside in or around Caribou, while another is located in Fort Fairfield. These persons assist in investigating a variety of cases in the three subject communities on a request basis. ^{4/}

^{4/} Because the former Caribou Chief served with the State Police, the working relationship between the two agencies was strong. The strength of this relationship since the appointment of the current Chief was not determined during the site visit.

TABLE 3-7

Expenditures for Law Enforcement Services
1973-1975: Caribou, Limestone, and Washburn a/

Year	Caribou		Limestone		Washburn	
	Expenditure	% Increase Over Previous Year	Expenditure	% Increase Over Previous Year	Expenditure	% Increase Over Previous Year
1973	\$142,906	N/A	\$22,837	N/A	\$ 8,055	N/A
1974	165,794	16%	34,865	53%	8,704	8%
1975	183,926	11%	43,971	26%	10,203	17%

a/ Figures drawn from the 1973-1975 Annual Reports for Caribou, Limestone and Washburn.

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TABLE 3-8

A Comparison of Total Municipal Expenditures
to Police Service Expenditures, 1973-1975:
Caribou, Limestone, and Washburn

Jurisdiction	Municipal Expenditures: 1973 ^{a/}		Municipal Expenditures: 1975 ^{a/}		Percent Change 1973-1975	
	Total ^{b/}	Police Services ^{c/}	Total ^{b/}	Police Services ^{c/}	Total	Police Services
Caribou	\$1,444,748	\$142,906	\$1,602,507	\$183,926	+10.9%	28.7%
Limestone	359,902	22,837	352,619	43,971	- 2.0	92.5
Washburn	169,178	8,055	199,891	10,203	18.2	26.7

^{a/} Figures drawn from the 1973 and 1975 Annual Reports for Caribou, Limestone and Washburn.

^{b/} Total municipal expenditures include "operating expenditures" only. Expenditures for schools and capital projects have been excluded.

^{c/} Figures are for municipal expenditures only which do not necessarily include federal grants for police services.

3.3.3 The Aroostook County Sheriff

The County Sheriff's office also has three sworn investigators, each of whom has completed a number of special investigative schools provided through the State training academy (i.e., advanced fingerprinting, photograph, and other specialized schools according to the Sheriff). The investigators work on a "request" basis in towns with and without formal law enforcement agencies, although their involvement in the three subject communities does not commonly involve primary or major responsibility for investigations. The Aroostook County Sheriff presently provides only limited patrol service throughout the county.

3.4 Investigative Equipment

3.4.1 The Caribou, Limestone, and Washburn Police Departments

Investigative equipment available in the subject departments is minimal. Each agency presently has a small fingerprint kit, which was said to meet most common investigative needs. Caribou and Limestone have departmental cameras, while the Chief in Washburn uses his personal 35mm camera. All indicated that an improved camera system was needed. None of the departments have portable crime scene kits or other equipment capable of more complex crime scene testing.

3.4.2 The Bureau of State Police

The Caribou section of the Maine State Police has certain basic investigative equipment (i.e., fingerprint boxes and cameras), but has nothing in the way of more comprehensive crime scene investigative kits. The State Police, as well as county and municipal law enforcement agencies, has access to the State crime laboratory in Augusta. Use of the laboratory by municipal departments is hindered because of the 250-mile distance from Caribou to Augusta, and the fact that it is available on a first-come first-served basis. Thus, turnaround time is often quite extensive.

3.4.3 The Aroostook County Sheriff

The County Sheriff's Office also has only minimal investigative equipment, although it was indicated that access to a more comprehensive crime scene kit would be desirable.

4. FINDINGS AND CONCLUSIONS

4.1 Summary of Findings

4.1.1 The Crime Problem in the Study Area

With regard to the crime problem in the study area, the following was found:

- In terms of the actual incidence of index crime, the greatest increases have appeared in Caribou and Washburn. Limestone has noted a marked decline between 1975 and 1976.
- The most significant crime types in each of the cities has been and continues to be burglary and larceny, which comprise between 85 and 95 percent of all known offenses.
- From discussions with local officials, part of the reason behind the increase in burglary and larceny may likely be the increased number of absentee owners of the larger farms that are appearing in the study area, coupled with the reduced "feeling of community" among the remaining persons in the area.
- With regard to the "rate" of burglary and larceny, Caribou is substantially above that which was recorded nationwide for rural areas. Although the rate of burglary in Caribou was less than the overall average for rural areas in Maine, the larceny was more than twice as high. The rate of burglary and larceny in Limestone and Washburn, although growing, is still lower than either State or national averages for rural areas.
- Clearance rates in 1975 for "crime index totals" (i.e., all index crimes combined) in Caribou and Limestone average nearly 50-percent higher than national averages, and approximately 90-percent greater than the average for New England States. Clearance rates for burglary in the two cities of record, however, are lower than national averages and about the same for all New England States.

- Overall clearance rates between 1975 and 1976 in Caribou declined by 10 percent. In Limestone, the projected clearance rate will likely increase by more than 30 percent. It is interesting that the respective decrease and increase in clearance rates appear to be inversely related to the substantial increase in crime cases per sworn officer in Caribou, and the decrease in cases per sworn officer in Limestone. That is, the data suggests that beyond a certain point, the effectiveness of police officers to clear cases by arrest declines with increased caseloads.

4.1.2 Expenditures for Police Services

- Each year between 1973 and 1975, public expenditures for police services in the three subject jurisdictions have increased.
- During the same period, increases in police service expenditures have been substantially greater than increases for all other municipal expenditures combined.

4.1.3 Current Investigative Capability

- None of the three local departments presently support separate investigative units, nor do they employ trained investigators in any capacity.
- Patrol officers, and occasional ranking officers, conduct both preliminary and followup investigations on all index crimes except homicide.
- Investigative training completed by sworn personnel in the three departments is comprised of that block of training offered as part of basic recruit schooling. Some personnel have not even completed basic training. One officer in the Caribou Police Department was said to have completed "some" advanced investigative training, but the extent of the training could not be documented.
- Investigative equipment available within the three departments is nominal. Each have small fingerprint boxes, while only Caribou and Limestone

have operable, department-owned cameras. No other crime scene equipment is available.

- Crime scene equipment available through the County Sheriff and the Bureau of State Police is equally nominal. Although the services of the State Police Crime Laboratory are available to the three departments, response-time is frequently extended.

4.2 Conclusions

Based on the above findings, the following conclusions were drawn:

- On an absolute scale, the incidence and rate of burglary, larceny and, to a lesser extent, motor vehicle theft are major problems in Caribou and Washburn. On a relative scale, these crime problems are also significant in Limestone.
- As a result of these increases, and because no investigative units are maintained by any of the departments, the investigative workload on patrol officers has grown to the extent that their effectiveness in clearing cases has been impaired.
- Although each of the communities has attempted to counter the crime problem by increasing expenditures for police services, the situation does not appear to have been mitigated.
- Moreover, as one means of responding to the growing crime problem, additional training and equipment appears warranted regarding both the investigation and prevention of crime and, especially, the property crimes of burglary, larceny, and motor vehicle theft.

5. RECOMMENDATIONS

5.1 A Local Investigative Capability

5.1.1 The Potential for a Joint Investigative Capability

In a group discussion with the managers and chiefs of the three subject communities, a variety of alternatives were discussed regarding cooperative police service endeavors. From these discussions, it was learned that Caribou presently provides dispatch services to Limestone and Washburn at all times except during standard business hours. The District Court, which is located in Caribou, hears cases from all three jurisdictions.

When discussion was raised regarding a joint or cooperative investigative capability, however, little support was generated. In particular, after a lengthy debate, the concensus was that only more comprehensive crime scene equipment could be used advantageously on a cooperative basis (i.e., it was indicated that such equipment is not frequently required by individual departments, but that its joint use could be warranted.) A joint investigative force, on the other hand, was said to be infeasible for the following reasons: First, it was said that Caribou alone could utilize the fulltime services of one trained investigator. His availability to Limestone and Washburn, even if these jurisdictions helped pay his salary, would be quite problematic. Other points of difficulty noted by the group included potential conflicts in the establishment of case priorities between the jurisdictions, methods of compensating the investigator (i.e., annual salary and overtime pay, especially since Caribou is unionized and Limestone and Washburn are not), and overall supervision.

5.1.2 Other Alternatives

Barring the organization of a joint or cooperative investigative capability, two major alternatives exist that warrant consideration. These alternatives are discussed below.

- Fulltime or Parttime Investigators -- The use of one or more fulltime or parttime investigators within each agency is one method of meeting the growing crime problem. It would ideally be the role of the investigator(s) to conduct followup investigations of all cases requiring such attention. Patrol officers would continue to conduct all preliminary investigations. In Limestone and Washburn, it is likely that only a parttime investigator would be needed. During his "noninvestigation" time, such a person could continue to perform assigned patrol or administrative duties. In Caribou, the services of

at least one fulltime investigator would be warranted. In fact, the projected 322 index crimes in 1976, might prove beyond the reasonable workload of one investigator. Therefore, options that might be considered include:

- The availability of one or more parttime investigators to provide "as-needed" back-up. As with the case of Limestone and Washburn, such persons would perform regular patrol in other permanently assigned duties during noninvestigating time.
- The use of existing patrol personnel to perform all preliminary and most routine followup investigations, leaving only major investigations to the fulltime detective.

The benefit of such an approach would be to provide trained personnel fully experienced in criminal investigations to cover the majority of index crime cases. Possible disadvantages would revolve around the traditional problems of specialization in a law enforcement agency (i.e., counterproductive competition and jealousies), as well as to partial or total loss of patrol personnel as investigative resources.

- Agencywide Investigative Capability -- This alternative would involve the training of all or most sworn officers in the three departments on advanced investigative techniques. By way of this approach, sworn personnel would continue their present practice of conducting nearly all preliminary and followup investigations. With the aid of advanced investigative training, this approach should permit the officers to conduct better, more efficient and more effective cases. The advantages of this approach would be the expanded use of an existing investigative resource. It would also avoid the problems of specialization, salary differentials, and so on. It should also provide an investigative resource capable of meeting the peaks and valleys of local crime trends. On the negative side, certain problems might be encountered in

providing training to such a large number of individuals in each department, especially if such training required extended periods of time in Waterville. Therefore, an alternative approach to training responsive to this problem is presented below.

5.2 Investigative Training

5.2.1 Criminal Justice Academy

The Maine Criminal Justice Academy of the State Department of Public Safety offers to schools in criminal investigations: A 1-week school in basic investigative techniques and a 2-week school in advanced criminal investigation. A schedule of classes for the advanced school, which was conducted in February 1976, is presented as Appendix B.

The 2-week school was said to be quite standard and, for speaker ease as well as access to facilities and equipment, must be held at the academy in Waterville.

The 1-week school, however, was said to be much more flexible, both in terms of substance and location. According to academy personnel, if a sufficient number of students could be guaranteed (i.e., if the agency-wide investigative capability was to be developed), the course schedule could be tailored to the specific needs of the participating agencies, and a local site could be utilized.

Drawing from the review of crime problems in the study area, together with the nominal investigative training completed by local sworn personnel, the basic investigative school appears more appropriate than the advanced school. The potential for tailoring the program, plus the use of a site in or around Caribou, make this alternative even more appealing. If this recommendation is accepted, contact should be made directly with the academy to arrange details.

5.2.2 Local In-Service Training

A final alternative to the provision of investigative training would involve the use of the training resources of the Bureau of State Police. Specifically, based on a discussion with the Barracks Commander at Houlton, it would be possible to develop a "satellite" training program using qualified State Police investigators as instructors. This alternative would provide the benefits of a locally tailored and based training school that should not require such a large student body as would be true under the auspices of the State academy.

Such a program could be conducted with or without official State academy sanction. Without State sanction, however, participants would not receive training credits.

Academy sanction was not said to be difficult to obtain. It would simply require that the State receive for approval, in advance of the training, a list of instructors as well as a course outline. State approval of these items should be sufficient for the receipt of training credits (although a State evaluation may wish to monitor the actual training).

5.3 Investigative Equipment

Based on discussions with local administrative and law enforcement officials, existing fingerprint kits appear to be adequate to meet routine needs. Attention should be given, however, to the purchase of additional photographic equipment capable of meeting common crime scene and related needs. If the purchase of additional photographic equipment is made, depending on its nature, State/LEAA, or local funds should be used.

Access to a more comprehensive mobile crime scene kit also appears warranted. However, only one kit should be purchased; and access to it should be available to Caribou, Limestone, Washburn, the Aroostook County Sheriff, and the State Police. State/LEAA funding should be sought to assist in the purchase of this equipment.

In selecting the specific kit to be requested, care should be given not to purchase a kit with features well beyond what may normally be needed. To minimize features of marginal utility, other law enforcement agencies in the State that have purchased such equipment should be queried to gain from their experience.

5.4 Crime Prevention

5.4.1 Introduction

Modern "crime prevention" is defined as: The anticipation, the recognition, and the appraisal of a crime risk and the initiation of action to remove or reduce it. At the national level, crime prevention techniques have been used most effectively in reducing "crimes of opportunity," such as the person crimes of burglary, larceny, and motor vehicle theft. Since these crime types represent the most critical problems in the study area, it is strongly urged that all sworn personnel in the three local agencies become familiar with modern crime prevention techniques.

5.4.2 Crime Prevention In-Service Training

The first step to be taken regarding crime prevention should be a request for short-term, in-service crime prevention training with the State/LEAA. Such training is available through the National Technical Assistance

program. 1/

Second, the participating agencies should request various hand-out materials available through the National Sheriff's Association's "National Neighborhood Watch" program. 2/ These materials include such items as: A booklet on "How to Protect Your Home and Business," "How to Organize Neighborhood Watch Programs," and so on. These items are available at no cost and in quantities sufficient to reach every homeowner and business-man in the study area. 3/

- 1/ Crime prevention training materials can also be purchased at minimal cost from Motorola Teleprograms, Inc. These materials include a Crime Prevention Handbook for students as well as a complete instructor's guide - A Short Course In Crime Prevention. Information concerning these materials can be obtained from: Motorola Teleprograms, Inc. 4825 N. Scott Street, Suite 26, Schiller Park, IL 60176.
- 2/ The address of the National Sheriff's Association is: Suite 320, 1250 Connecticut Avenue, Washington, DC 20036.
- 3/ Due to the conditions of the federal grant that supports this program, localities are required to pay only mailing costs.



APPENDIX A

Generalized Questionnaire Used
During Interviews With the Managers
and Chiefs of Police of Caribou,
Limestone, and Washburn

	<u>Local Patrolmen</u>	<u>Local Investigators</u>	<u>Local Sheriff</u>	<u>State Police</u>
	<u>Prelim. Follow-up</u>	<u>Prelim. Follow-up</u>	<u>Prelim. Follow-up</u>	<u>Prelim. Follow-up</u>

- a. Homicide
- b. Rape
- c. Robbery
- d. Assault
- e. Burglary
- f. Larceny
- g. Auto Theft
- h. Embezzlement
- i. Bunco
- j. Arson
- k. Juvenile Offenses
- l. Vice Offenses
- m. Traffic Related
- n. Organized Crime

1. Who presently investigates the following types of offenses?

2. What is the current capability of your department in terms of:
 - a. _____ Sworn personnel trained in advanced investigative techniques.
 - b. _____ Full-time trained investigators.
 - c. _____ Full or part-time trained evidence technicians.
 - d. _____ Major crime squads.

3. How many persons, including rank, have completed:
 - a. _____ basic investigative training.
 - b. _____ advanced investigative training.

4. What was the nature and extent of that training?

5. What training resources/institutes might be used to provide further training in criminal investigations?

6. Have these resources/institutes been accredited by the state police officer standards training agency?

7. What types of investigative equipment are presently on hand?
 - a. _____ Fingerprint kits
 - b. _____ Camera equipment
 - c. _____ Portable lab kits
 - d. _____ Other equipment (specify)

8. What types of equipment do you feel are needed? Explain.
- a. _____ Fingerprint kits
 - b. _____ Camera equipment
 - c. _____ Portable lab kits
 - d. _____ Other equipment (specify)
9. What has been the general crime trend in your community?
10. What factors have contributed to this trend?
11. What joint or cooperative functions are now being performed by or between Caribou, Limestone and Washburn?
12. Is a full-time or part-time investigative capability needed in your community?
- a. _____ Full-time
 - b. _____ Part-time
13. What type of investigative capability do you perceive?
- a. _____ One or more patrolmen trained in follow-up investigative techniques.
 - b. _____ The use of one or more trained evidence technicians
 - c. _____ The use of one or more part-time investigators
 - d. _____ The use of one or more full-time investigators
 - e. _____ The establishment of a formal investigation unit
 - f. _____ Other (specify)

14. Do you feel that a joint or cooperative investigative capability involving Caribou, Limestone and Washburn is feasible? Explain.
15. If you feel that a joint or cooperative approach is feasible, how do you perceive the following?
- a. Overall supervision
 - b. Case supervision
 - c. Methods of prioritizing investigators' time
 - d. Methods of financing the system (i. e. distributing costs)
 - e. Rank and pay differentials
 - f. Methods of evaluation
16. What would happen to the resources/services now provided through the county sheriff and state police should such a system be implemented?
17. How do you perceive the reaction of the county sheriff and state police to such a proposal?
18. What legal problems might stand in the way of a joint or cooperative investigative capability?
- a. Are intergovernmental agreement enabled by state legislation?
 - b. Interjurisdictional authority of sworn law enforcement officers?
 - c. Interjurisdictional liability problems?
 - d. Other?

19. What is the nature of your current evidence and property control system?

20. What comment has been made by the Maine Criminal Justice Planning and Assistance Agency regarding the funding of a joint or cooperative investigative capability?

APPENDIX B

Maine Advanced Investigation
School: Schedule of Classes

R-76-182

B-1



MAINE CRIMINAL JUSTICE ACADEMY
93 SILVER STREET
WATERVILLE, MAINE 04901

CRIMINAL INVESTIGATION (SESSION 76-2)
February 2-13, 1976

SCHEDULE OF CLASSES

Monday, February 2

9:00 - 9:30	Registration & Orientation	
9:30 - 10:30	Role of the Criminal Investigator	Capt. Bruton
10:30 - 12:30	Rules of Evidence	Sgt. Veilleux
12:30 - 1:30	LUNCH	
1:30 - 2:40	Testifying in Court	Sgt. Ruel

Tuesday, February 3

9:00 - 12:30	Laws of Arrest & Search & Seizure	Mr. LaRochelle, A. G.
12:30 - 1:30	LUNCH	
1:30 - 3:30	Admissions, Statements & Confessions	" " "
3:30 - 4:30	Field Notetaking	T/O Turner

Wednesday, February 4

9:00 - 10:30	Crime Lab. Services	Cpl. McCarthy
10:30 - 12:30	Polygraph	Cpl. McCarthy
12:30 - 1:30	LUNCH	
1:30 - 4:30	Collection and Preservation of Evidence	S/A Diskin

Thursday, February 5

9:00 - 12:30	Crime Scene Search	S/A Diskin
12:30 - 1:30	LUNCH	
1:30 - 4:30	Latent Fingerprints	S/A Diskin

Friday, February 6

9:00 - 9:30	Photography	S/A Diskin
9:30 - 10:30	Crime Scene Sketch	S/A Diskin
10:30 - 12:30	Explosive Devices	S/A Diskin
12:30 - 1:30	LUNCH	
1:30 - 4:30	Arson Investigation	Mr. Hopper

END

7. 11. 1944