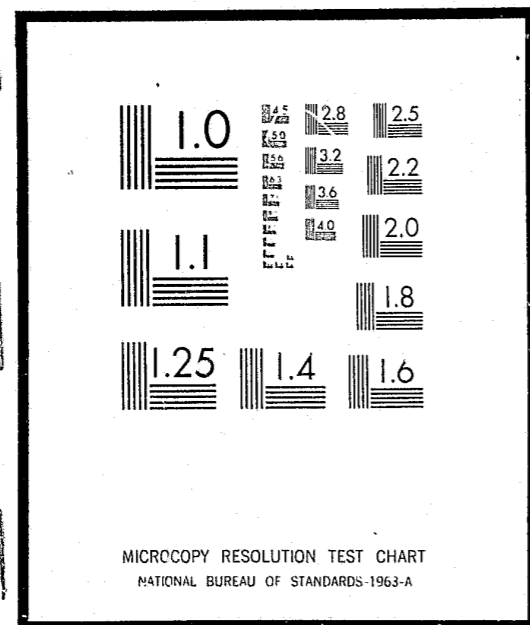


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

6/3/77
Date filmed

R-76-223

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Saugus, Massachusetts; Development of a Directed Patrol Program

REPORT NUMBER: 76-188

FOR: Town of Saugus, Massachusetts, Police Department
Town Population: 25,000
Police Strength (Sworn): 46
Total: 47
Town Area: 10.58 square miles

NCJRS

JAN 7 1977

ACQUISITIONS

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Charles L. R. Anderson

CONTRACT NUMBER: J-LEAA-003-76

DATE: December 1976

39095-

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FOREWORD

This request for technical assistance was made by the Saugus, Massachusetts, Town Manager on behalf of the Saugus Police Department. The requested assistance was concerned with assisting the Department in establishing and implementing an "Innovative Directed Patrol Program."

REQUESTING AGENCY: Town of Saugus, Richard E. Otte,
Town Manager (Temporary)

STATE PLANNING AGENCY: Commonwealth of Massachusetts,
Committee on Criminal Justice

APPROVING AGENCY: LEAA Region I (Boston),
Mr. John M. Keeley, Police Specialist

1. INTRODUCTION

The Town of Saugus, Massachusetts, is located along US Route 1 just north of greater Boston and is one of numerous suburban residential and shopping communities serving the Boston metropolitan area. US Route 1 is characterized by dense, high-speed arterial traffic, particularly during the business rush hours, and is bordered by numerous restaurants, neighborhood shopping malls, and retail outlets. As described in the Technical Assistance Project Scope:

The Town of Saugus has experienced much growth in the past few years. As a result, greater and greater demands are being made for municipal services. In some cases it has been necessary to establish new departments and personnel in order to answer those needs. In other cases, it has been necessary to substantially expand existing departments as in the case of the Saugus Police Department. As the community has grown, increased demands for police protection were made which necessitated expanding police manpower. In recent years the trend of crime moving from the urban areas into the suburbs has placed even greater demands for police services on us. Recent studies and surveys indicate that increasing manpower in response to increased crime is not necessarily the most appropriate answer. Rather, a community faced with this problem must reassess its present utilization of manpower and techniques and determine if the rise in crime necessitates additional personnel. In other words, for a local police force to operate in a manner similar to the way it was operated when the community was an isolated suburb does not allow for the radical changes in criminal activity. With the massive increase in mobility of the population, crime no longer enjoys restrictions to socio-economic boundaries, nor does it respect municipal boundaries.

More specifically, the Town's Federal Assistance Developer (Mr. Joseph W. Pahey) described the Saugus policing problem (letter dated July 29, 1976, to Mr. Cliff Karchner of the Commonwealth of Massachusetts Committee on Criminal Justice) thusly:

Having experienced a massive surge of growth during the 60's, the Town of Saugus now finds that it has been projected from a small suburban community to a much larger community which is now beginning to experience those problems most commonly found in urban centers. With the urban centers of Revere, Lynn, and Malden all bordering the town of Saugus, the influence of those communities has become more and more noticeable. Local youth along with youth from these surrounding communities are meeting in wooded sections of the community and are exerting a great deal of disruptive influence on the neighborhoods surrounding those areas. It is now a common practice to have stolen cars brought

into these wooded areas of the town and torched (sic). On an almost annual basis it has become necessary to request assistance from the State Police in order to deal with large crowds of congregating youth throughout the town. One of the factors which influences the town's ability to effectively deal with these problems is the massive amount of manpower required to patrol and respond to accidents and calls for assistance along Rt #1 which passes through the town.

Crime statistics for Saugus are summarized in Appendix A.

While on site, the Consultant conferred with the following individuals:

- Mr. Joseph W. Fahey, Town Federal Assistance Developer (designated project manager).
- Town Manager Richard E. Otte, (Temporary).
- Chief of Police Fred Forne.

Former Town Manager Maurice F. Cunningham (who originated the technical assistance request and is currently serving his successor in the capacity of a special consultant for study of the Police Department) was interviewed and debriefed orally with Mr. Fahey at the conclusion of the visit at the request of the Town Manager. The Consultant also had an opportunity to observe patrol operations in the field.

It is understood that a Special Town Meeting is planned for early December, at which certain changes in Police Department organization and/or operations will be recommended based upon Mr. Cunningham's report to the Town Manager.

2. UNDERSTANDING OF THE PROBLEM

The Town of Saugus identified nine purposes to be served by the technical assistance visit:

- Assess the overall administrative capabilities and functions of the existing Police Department administrative staff in order to determine the present capabilities of the Department to implement a directed patrol program.
- Delineate those areas in the administrative structure that must be changed in order to facilitate the implementation of such a program.
- Establish a process and procedure for the initiation of those changes necessitated.
- Review and assess the present patrol practices in view of their effectiveness.
- Suggest any obvious, immediate changes that could be made in patrol procedures.
- Develop a program that will facilitate the implementation of computer analysis of crime patterns in order to establish an ongoing capability for directed patrol analysis.
- Develop a program for the implementation of existing computer capability.
- Develop a program to educate patrol officers on the purpose and importance of directed patrols.
- Establish a timetable for the implementation of a directed patrol program.

To accomplish these objectives, it was necessary for the Consultant to examine the following:

- Police department managerial and planning capability.
- Training and education policy.
- Departmental organization and staffing.
- Departmental records and reporting systems.
- Patrol operating policies and procedures.

- Capacity for crime analysis support of field operations.

- Departmental crime prevention activities.

As the Department's current status and directions in each of these areas were ascertained, it became possible to develop recommendations responsive to each of the stated purposes to be served by the assistance visit.

3. ANALYSIS OF THE PROBLEM

3.1 Manpower

The Saugus Police Department is currently authorized a Chief of Police, 4 captains, 4 sergeants, 37 patrolmen, 14 reserve patrolmen, and 1 civilian (clerk). The Department's present organizational structure and personnel deployment plan, contained in Figure 3-1, shows the current positional allocation, which was based upon judgmental conclusions versus a true workload analysis. When the total number of potential manhours per employee available in a year are considered (assuming a standard 40-hour workweek), a minimum of 57 officers of all ranks would be required to man these positions (see Figure 3-2); this is based upon an assignment-availability factor of 1.6 for those positions requiring manpower 7 days a week. Such staffing would not provide the Chief of Police with the additional staff, clerical, and investigative support addressed hereinafter.

With one of the four authorized captains permanently absent pending resolution of a disability retirement dispute and the remaining captains assigned shifts by seniority per union contract, the Chief of Police lacks the capability to organize an effective command or operational planning staff. Indeed, he does much of his own typing because the one authorized civilian clerk is essentially dedicated to maintaining and filing records. In addition, the Department lacks staff crime analysis, community crime prevention, and effective followon investigative capabilities.

3.2 Police Reserves

A police reserve program is in existence, which currently consists of 14 reserve patrolmen. These individuals are applicants for regular positions and may be assigned on an ad hoc basis to a regular patrol position as personnel absences dictate; while armed and possessing enforcement authority, they are untrained save for previous on-the-job experiences. As such, they are of limited value as a numerical supplement to the regular authorized strength. It should be noted that there is no regular formal training program in existence, including firearms training and requalifications; the first formal schooling received by new personnel can occur months after street assignment. There is no formal training in criminal laws, codes, and ordinances, including changes therein.

3.3 Records

Records and reports used by the department are simple and narrative in form (see Appendix B). In general, calls for service not immediately cleared by arrest are recorded by the responding officer at the bottom of the 4- by 6-inch Complaint Report form (the upper portion having been initiated by the desk officer/dispatcher) and finish-filed in triplicate by incident number, complaint or offense category, and street address. As mentioned previously, there is little facility for followup investigation

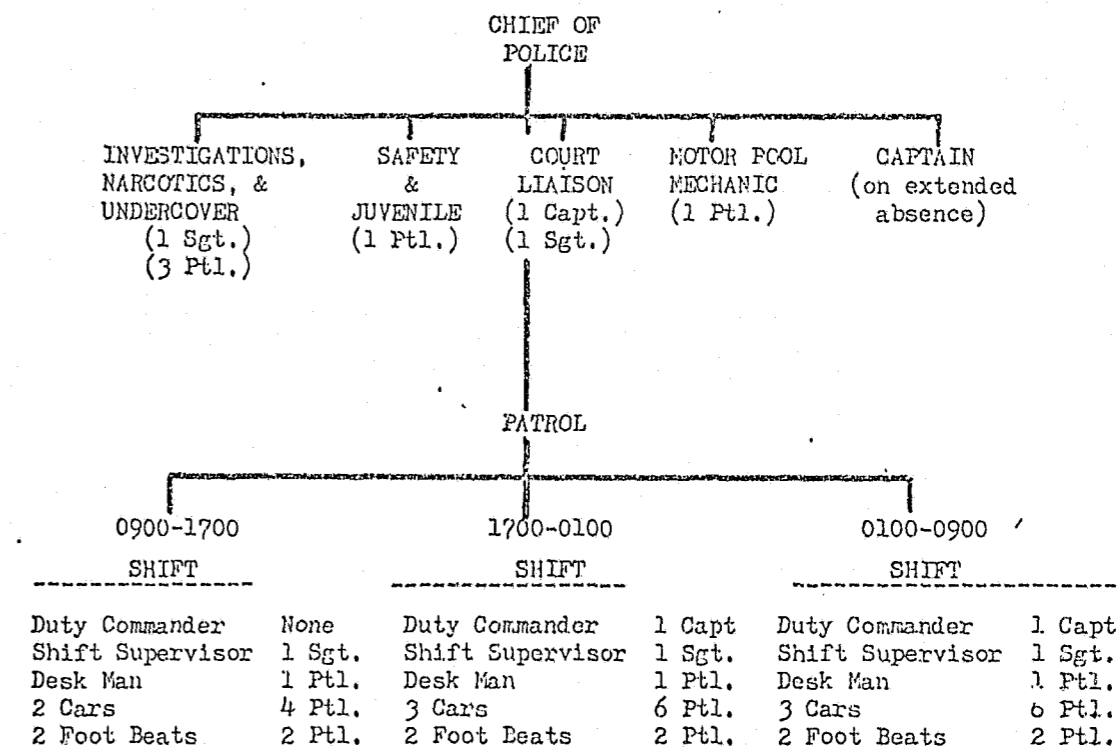
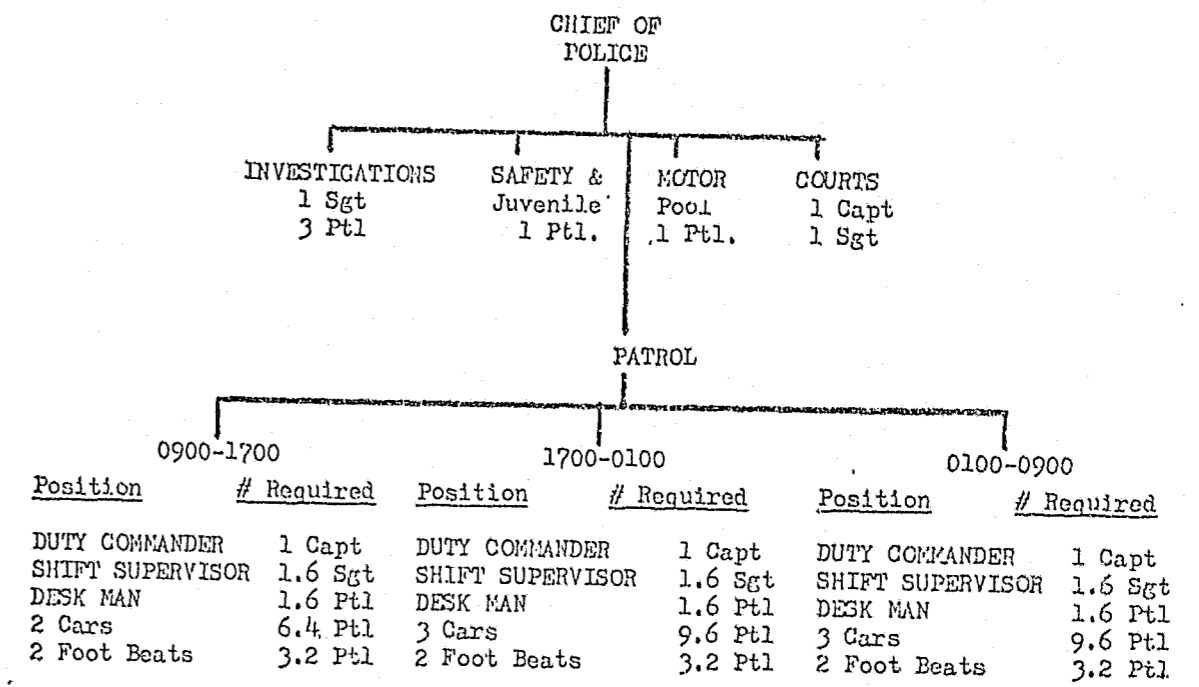


Figure 3-1. Saugus Police Department Personnel Allocation Plan
(November 1976)



Minimum Total Requirements:

- 1 Chief
- 4 Captain
- 7 Sergeants
- 45 Patrolmen
- 1 Clerk

Figure 3-2. Minimum Staffing Required to Support Current Personnel Allocation Plan

except in cases considered readily solvable by the responding patrolman; the most serious cases are referred to the State Police for investigative services. The Complaint Report and Saugus Police Report (offense report) are inadequate to support meaningful crime analysis.

3.4 Patrol Methods

Patrol personnel are currently deployed in fixed beats by shift as shown in Figure 3-1. Two-man mobile units are employed for "officer safety." Shift assignments are permanently made annually on a seniority basis per union contract. Patrol is traditional, officers responding to dispatched calls for service and otherwise patrolling at random. Two-man units may be recalled to the one police station so that one member may be interviewed by witnesses, complainants, and the like; and units are regularly employed to deliver administrative messages and mail for town government and to serve warrants and summonses. Despite radio communications, patrol units are required to phone in their location every 45 minutes from police call boxes; visits to banks are required four times per day during business hours on each beat, a sign-in log is maintained inside each bank for verification purposes. Foot beats are fixed, about 2 miles in length, and unsupported by mechanical or mobile transportation. While the Department desires to have a captain in command of each shift plus a sergeant available for field supervision and backup, personnel shortages combined with planned and unplanned absences may leave the entire shift charged to a patrolman at the police station, who must answer incoming emergency and routine calls for service, as well as administrative telephone calls; dispatch; attend visitors; book and act as turnkey for prisoners; and maintain the records system in the absence of the clerk. There are no suitable juvenile holding facilities, and no matron or women officers to process female prisoners. The police station is ancient, overcrowded, and inadequately designed to serve present functional and aesthetic needs of police personnel and the visiting public.

4. FINDINGS AND CONCLUSIONS

Specific findings, conclusions, and recommendations responsive to each of the nine stated purposes were left in draft form with the Town Manager due to the urgency of the impending scheduled town meeting (see Appendix C). The following summary and additional findings are pertinent.

- Staffing and Organization -- The Department's current authorized manpower and organization is inadequate to support effective operations, specifically:
 - There is no command staff to provide planning and policymaking assistance for the Chief of Police.
 - There are no senior functional area commanders to support integrated Departmental planning and to manage police functions (e.g., field operations [patrol, traffic control, field crime prevention], investigation's [followon criminal investigations, youth, narcotics and drugs, undercover operations, evidence and crime scene search], and staff services [records and communications, training and education, supply services and property accountability, safety, crime analysis, crime prevention staff services, motor pool mechanic]).
 - There is no crime analysis field support.
 - There is no crime prevention staff support or integrated field (community) crime prevention program.
 - Clerical assistance is undoubtedly inadequate to support workload.
 - Basic police (recruit) training is haphazard, informal, and untimely. Inservice training is virtually nonexistent. There is no mandatory firearms training or qualifications program.
 - The personnel allowance does not support currently established positions, much less a training pipeline.
 - Two senior police officers are dedicated to actual case prosecutions (despite lack of legal training).

- Police Reserves -- The reserve program is inadequate in that it does not compensate for inadequate senior-level management and supervisory support, and it tends to exacerbate the field deployment of inadequately trained personnel.

- Records and Communications

- The records system is inadequate to support meaningful crime analysis and Departmental strategic and tactical planning. Quality control and accountability for official records and reports is inadequate. There is no master name index. There is no assured accountability for incoming calls-for-service due to work overloads at the "desk sergeant"/dispatcher position.
- The telephone system is inadequate for prompt processing of emergency calls and proper queuing of all calls.

- Field Operations

- Deployment of personnel is not based on analysis of calls-for-service workload.
- Beat assignments are inflexible.
- Shift and beat assignments are governed by seniority and the "two-man rule" and do not make the best use of the numbers and qualifications of available personnel.
- Directed patrol strategies and tactics are not employed.
- There is no recognizable field program for community crime prevention.
- Patrol officers are required to engage in distractive and nonproductive activities.
- Training is inadequate; there is no quality control of reports to ensure effective preliminary investigations by patrol personnel and optimization of successful prosecutions. Solvability factors are not employed in assessing the productivity-potential of followup investigative activity.

- There is no investigative capacity to bridge the gap between the initial investigation by the dispatched patrol officer and followon investigations actually undertaken by the State Police.
- Field personnel have inadequate support for processing and transporting women and juveniles.
- The police facility is inadequate in size, design, and aesthetics to support today's needs of the Saugus Police Department and to make policing a meaningful and rewarding experience from Chief to recruit.
- There are no evidence technicians and no assurance that fingerprints and "mugshots" will be taken as prisoners are booked.

5. RECOMMENDATIONS

As mentioned previously specific recommendations were given to the Town Manager by the Consultant at the conclusion of the visit (see Appendix C). The following are amplification thereof:

5.1 Staffing and Organization

- As shown in Figure 3-2, the Police Department would have to be authorized a minimum total of 57 sworn officers (1 Chief, 4 captains, 7 sergeants, 45 patrolmen) to effectively man the positions (by shift) currently established. Consideration should be given to establishing the additional positions of crime analyst, crime prevention specialist, an investigative unit (one sergeant, one drug and narcotics specialist, one youth/juvenile specialist, three generalist investigators) and one additional clerk-typist. One investigator should be accredited on call to each daily shift, but he should be free to work actual investigative activities during normal daylight hours except when he requires compensatory time off by virtue of having been summoned or otherwise required to work during a night shift. In concurrence, a workload analysis should be initiated to verify the need for the currently established positions and to determine any needed additional manpower requirements. Patrol beats should be established based upon equalization of workload by time consumed in completion of responses to calls-for-service; pending detailed workload analysis, beat design that would enable 50- to 75-percent free or directed patrol time versus 50- to 75-percent time consumed in actual responses to calls-for-service is suggested. Moreover, as a minimum, a two-officer training pipeline should be authorized to enable diversion of that number of personnel into schools, seminars, and the like, on a continuing basis without further detracting from field staffing.
- Consideration should be given to assigning captains functional command responsibilities (e.g., field operations, investigations, staff services). To this end, the feasibility of their rotation between shifts and the possibility of their standing a telephone watch on call at home during the evening and graveyard shifts should be examined.
- The currently assigned captains should be organized as command staff to support the Chief of Police in policy-making, planning, decisionmaking, and decision execution.

As a minimum, this staff should meet once a week with the Chief to discuss and make recommendations for his final decision concerning the status of current Departmental plans, problems, and programs. Such a meeting regularly scheduled at about 3:00 p.m. on any given weekday should impose no undue inconvenience on the oncoming evening and graveyard shift commanders.

- Development of a meaningful training program should be commenced immediately. Short-term courses of instruction should be authorized and funded for functional specialists (e.g., general investigators, drugs and narcotics, crime prevention). No officer should be assigned to independent field operations without formal firearms qualification and training in such areas as self-defense; report writing; laws of arrest, search and seizure; criminal statutes, codes, and ordinances; and basic investigative techniques. Assistance in developing training objectives and lesson plans can be obtained from the Law Enforcement Assistance Administration (LEAA) and from the Police Specialist of the State Planning Agency. Furthermore, neighboring police agencies can be canvassed with respect to their training programs.

5.2 Police Reserves

- The reserve program should be continued as a replacement source for excessive and/or unbalanced temporary personnel shortages. However, no reservist should be armed or given enforcement authority without that minimum training specified for recruits.

5.3 Records and Communications

- In conjunction with development of a crime analysis capability and a strategic and tactical deployment planning capability, improvement of the incident and offense reporting system should be undertaken. As a start, the reporting system recently developed by the Portsmouth, Virginia, Police Department should be obtained and studied (see Appendix D). Reports of incidents and offenses not accompanied by arrests should be detailed sufficiently to provide investigations and crime analysis, in usable format suitable for easy coding, all known facts regarding the occurrence -- including the who, where, when, how, and what.

a one-page offense/incident report should be adopted for use whenever an officer deems a written report necessary. This report should be assigned by the dispatcher a unique sequential case number, which will be referenced on all subsequent supplementary (including investigative) reports, arrest reports, evidence tags and records, and name, address, and offense category indices. The original of this report should be maintained on file sequentially in central records with copies provided to crime analysis, investigations, and patrol as desired. The current Complaint Report should be annotated with the Case Number if assigned, or with the note that no report will be filed by the officer dispatched. As noted previously, there should be incident/offense report cross-reference indices by nature of incident, location, and names of persons involved. While numbers of calls-for-service can be obtained by counting Complaint Reports, numbers of criminal incidents and others of interest should be counted from the master sequence file or categorical index card file of offense/incident reports. (An example Incident/Offense report form can be found in Figure 5-1.)

- The Department's telephone service should be modified to provide a minimum of two incoming emergency call lines with automatic switchover capability plus an administrative number for routine incoming business calls. To minimize distraction at the desk (dispatching) position, the administrative line should not ring or be answered at that location during normal weekday business hours.
- A master name index should be implemented reflecting all arrestees, field interviewees, complainants, and witnesses. Recorded in this index should be the complaint/incident/offense number for each individual identified in any report filed by an officer.
- A positive security and out-of-file cross-referencing system should be established to ensure that no record can be removed from the master files except by proper authority, and that removed records can be located readily.

PORTSMOUTH POLICE DEPARTMENT OFFENSE REPORT		REVIEW CENTER STATUS () UNFOUNDED () ARREST () EXCEPTIONAL () OPEN () INACTIVE () WARRANT ADVISED		REVIEW DATE	O.R. NUMBER
APPROVED		EVID. VOUCHER NO.		O.P.	U.C.R.
1. INCIDENT		2. CLASSIFICATION (SUPERVISOR'S REVIEW)		3. TYPE OF PREMISES	
4. DATE OF OFFENSE		5. WHY REPORTED		6. LOCATION OF OFFENSE (HOUSE NUMBER AND STREET)	
7. NAME (LAST, FIRST, MIDDLE) (IF FIRM, NAME AND TYPE OF BUSINESS)		8. VICTIM'S ADDRESS (HOUSE NUMBER, STREET NAME, CITY)		9. HOME PHONE	
10. RACE		11. SEX		12. PLACE OF EMPLOYMENT/SCHOOL ATTENDED	
13. ADDRESS/ADDRESS CHECKED		14. PHONE		15. INFORMATION PROVIDED	
16. SUSPECT NO. 1 NAME (INCLUDE ANY AKA INFO)		17. SUSPECT NO. 2 NAME (INCLUDE ANY AKA INFO)		18. SUSPECT NO. 3 NAME (INCLUDE ANY AKA INFO)	
19. SUSPECT NO. 1 MAY BE LOCATED AT		20. SUSPECT NO. 2 MAY BE LOCATED AT		21. SUSPECT NO. 3 MAY BE LOCATED AT	
22. SUSPECT NO. 1 DESCRIPTION		23. SUSPECT NO. 2 DESCRIPTION		24. SUSPECT NO. 3 DESCRIPTION	
25. SUSPECT NO. 1 ARRESTED		26. SUSPECT NO. 2 ARRESTED		27. SUSPECT NO. 3 ARRESTED	
28. SUSPECT NO. 1 IDENTIFYING CHARACTERISTICS		29. SUSPECT NO. 2 IDENTIFYING CHARACTERISTICS		30. SUSPECT NO. 3 IDENTIFYING CHARACTERISTICS	
31. SUSPECT NO. 1 LOSS VAL.		32. SUSPECT NO. 2 LOSS VAL.		33. SUSPECT NO. 3 LOSS VAL.	
34. SUSPECT NO. 1 PROPERTY TAKEN		35. SUSPECT NO. 2 PROPERTY TAKEN		36. SUSPECT NO. 3 PROPERTY TAKEN	
37. SUSPECT NO. 1 TYPE OF INSTRUMENT OR WEAPON		38. SUSPECT NO. 2 TYPE OF INSTRUMENT OR WEAPON		39. SUSPECT NO. 3 TYPE OF INSTRUMENT OR WEAPON	
40. SUSPECT NO. 1 NATURE OF INJURY		41. SUSPECT NO. 2 NATURE OF INJURY		42. SUSPECT NO. 3 NATURE OF INJURY	
43. SUSPECT NO. 1 NARRATIVE		44. SUSPECT NO. 2 NARRATIVE		45. SUSPECT NO. 3 NARRATIVE	
46. SUSPECT NO. 1 OFFICER ACTION/RECOMMENDATION		47. SUSPECT NO. 2 OFFICER ACTION/RECOMMENDATION		48. SUSPECT NO. 3 OFFICER ACTION/RECOMMENDATION	
49. SUSPECT NO. 1 SUPERVISOR'S REVIEW		50. SUSPECT NO. 2 SUPERVISOR'S REVIEW		51. SUSPECT NO. 3 SUPERVISOR'S REVIEW	
52. SUSPECT NO. 1 EMPLOYEE NO.		53. SUSPECT NO. 2 EMPLOYEE NO.		54. SUSPECT NO. 3 EMPLOYEE NO.	
55. SUSPECT NO. 1 MESSAGE NO.		56. SUSPECT NO. 2 MESSAGE NO.		57. SUSPECT NO. 3 MESSAGE NO.	

Figure 5-1. Sample Offense Report

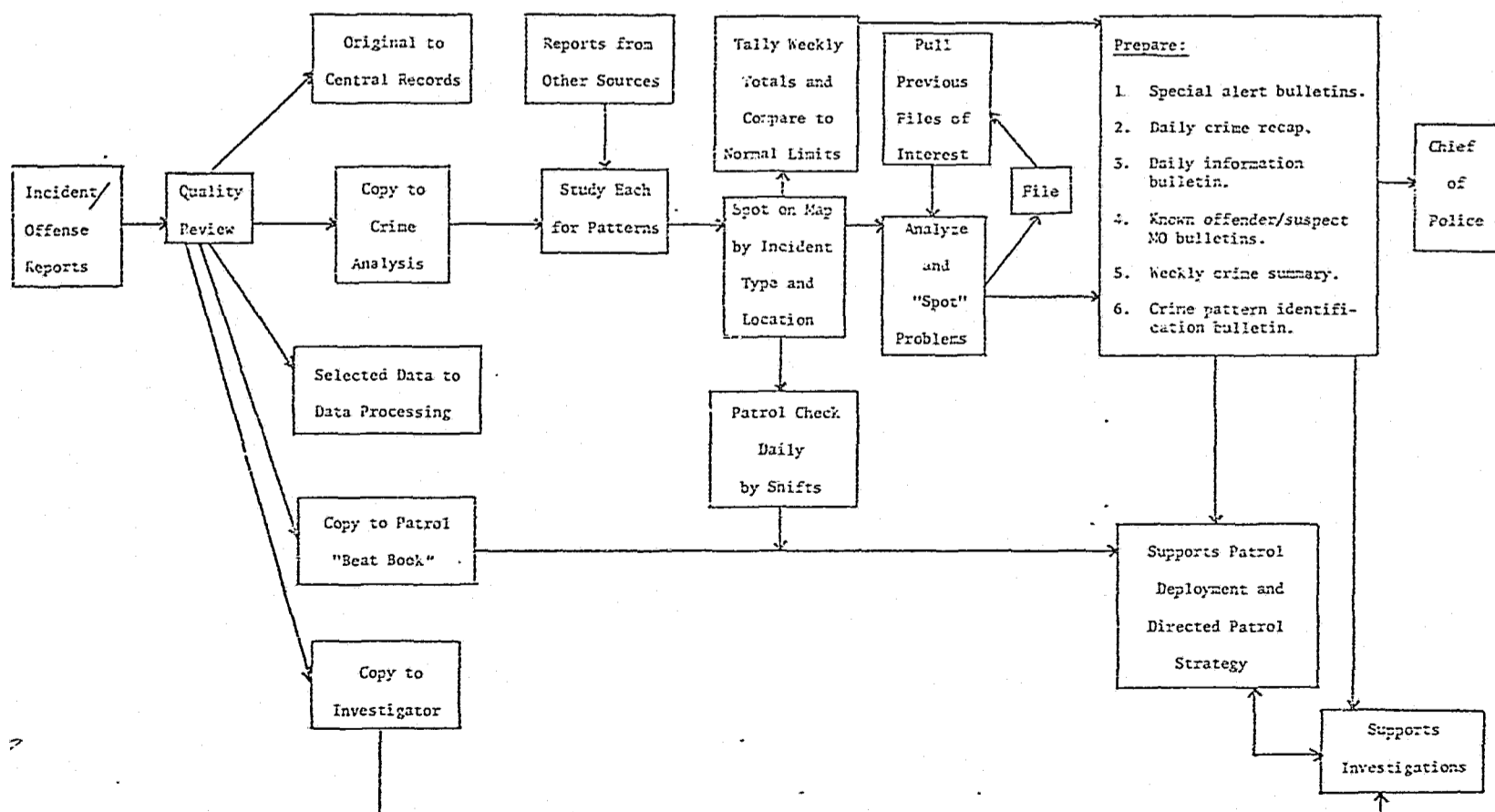


Figure 5-2. Basic Manual Crime Analysis System



PORTSMOUTH POLICE DEPARTMENT
INVESTIGATIVE CHECKLIST

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OFFICER REVIEW:

- A. WAS THERE A WITNESS TO THE CRIME? IF NO PLACE X IN BOX ☐
- B. CAN A SUSPECT BE NAMED? IF NO PLACE X IN BOX ☐
- C. CAN A SUSPECT BE LOCATED? IF NO PLACE X IN BOX ☐
- D. CAN A SUSPECT BE DESCRIBED? IF NO PLACE X IN BOX ☐
- E. CAN A SUSPECT BE IDENTIFIED? IF NO PLACE X IN BOX ☐
- F. CAN SUSPECT'S VEHICLE BE IDENTIFIED? IF NO PLACE X IN BOX ☐
- G. IS THE STOLEN PROPERTY TRACEABLE? IF NO PLACE X IN BOX ☐
- H. IS THERE A DISTINCTIVE M.O. PRESENT? IF NO PLACE X IN BOX ☐
- I. IS THERE SIGNIFICANT PHYSICAL EVIDENCE PRESENT? IF NO PLACE X IN BOX ☐
- J. WAS EVIDENCE TECHNICIAN CALLED?
OR IF EVIDENCE TECHNICIAN REPORT NEGATIVE, IF NO PLACE X IN BOX ☐
PLACE X IN BOX ☐
- K. WAS THERE A DEFINITE LIMITED OPPORTUNITY FOR
ANYONE EXCEPT THE SUSPECT TO COMMIT THE CRIME? IF NO PLACE X IN BOX ☐

SUPERVISOR REVIEW:

- L. ARE ANY SOLVABILITY FACTORS PRESENT? IF NO PLACE X IN BOX ☐
- M. IS THERE A SIGNIFICANT REASON TO BELIEVE THAT THE CRIME MAY
BE SOLVED WITH A REASONABLE AMOUNT OF INVESTIGATIVE EFFORT? IF NO PLACE X IN BOX ☐
- N. DOES THIS REPORT REQUIRE PRIORITY PROCESSING? IF YES PLACE ✓ IN BOX ☐

Figure 5-3. Investigative Checklist

- Specific accountability should be assigned for quality review of all incoming reports to ensure accuracy, completeness, and legibility. A copy of accepted field reports should be provided promptly to patrol, investigations, and crime analysis commanders for analysis and planning.

5.4 Field Operations

- An operational planning staff should be created immediately for strategic and tactical planning under the supervision of the Chief of Police and the command staff.
- Crime analysis should support this planning group and the day-to-day, shift-by-shift employment of personnel using a combination of visual techniques (e.g., spot maps) available to shift personnel and supervisors at each roll call supplemented by alert bulletins and recaps (see Figure 5-2).
- A minimal followon investigative capability should be established as recommended previously.
- Directed and flexible (split-shift and changeable beat locations) patrol strategies and tactics should be implemented on a watch-by-watch basis. Community crime prevention activities should be integrated into these efforts. Employment of patrol personnel in administrative activities (e.g., message delivery) should be dispensed with in favor of these directed patrol activities.
- Workload should be equalized between shift and beat assignments based upon calls-for-service workload analysis.
- Solvability factor analysis should be incorporated in initial investigations by patrol personnel to determine the probable productivity of further investigation on their part or by followon investigative personnel (see Figure 5-3).
- The services of the National Clearinghouse for Criminal Justice Planning and Architecture should be requested (on a technical assistance basis at no cost to the Town) through the police specialist

of the Massachusetts Committee on Criminal Justice for the purpose of recommending possible improvements to and better usage of the existing police facility.

5.5 Summary

The Saugus Police Department appears highly motivated toward improving patrol operations. A select bibliography of readily available materials is attached as Appendix D. Thorough study of these materials, in conjunction with this report, should enable a large measure of self-improvement. In addition, requirements for followon technical assistance should be considered in accordance with Appendix E. It is strongly recommended as a top priority order of business that the newly formed command staff develop a detailed and comprehensive timetable for accomplishing the recommended objectives, giving full recognition to the interrelationships and the means-ends interconnections implied.

APPENDIX A

Saugus Police Department Crime Statistics

Saugus Police Department Crime Statistics
(Extracted from the Daily Evening Item,
Lynn, Massachusetts, Tuesday, April 6, 1976)

Arrests

During calendar year 1975, the Saugus Police made 900 arrests --
796 males and 104 females:

• Crimes against Public Order

- Delinquents - - - - -	79
- Disorderly conduct - - - - -	35
- Oper a m/v negligently - - - - -	24
- Oper m/v und. infl. intox. liq. - - -	20
- Sex offenses - - - - -	1
- Liquor laws - - - - -	3
- Motor vehicle violations - - - - -	242
- Leaving scene of accident - - - - -	10
- Speeding - - - - -	238
- Drug law violations - - - - -	16
- Other offenses - - - - -	34

Total 703

• Crimes against the Person

- Assault and battery - - - - -	23
- Indecent assault - - - - -	2
- Rape - - - - -	6
- Robbery and attempts - - - - -	5

Total 36

• Crimes against Property

- Arson - - - - -	15
- B & E and larceny - - - - -	21
- Destruction of property - - - - -	103
- Larceny and attempts - - - - -	15
- Use m/v w/o authority - - - - -	5
- Receiving stolen property - - - - -	2
- Trespassing - - - - -	

Total 161

• All cases were disposed of as follows:

- Appealed - - - - -	54
- Arrested for other authority - - - - -	7
- Defaulted - - - - -	
- Dismissed - - - - -	213
- Filed - - - - -	26
- Fined - - - - -	513
- Held for grand jury - - - - -	16
- Probation - - - - -	65
- Released - - - - -	1
- Sentenced to House of Correction - - - - -	2
- Sentenced to Youth Serv. Board - - - - -	3
<hr/>	
Total	900

Varied Duties

During the year 1975, the Saugus Police received 10,013 reports and complaints. The Police found 160 windows and doors open; located 27 missing persons; recovered 877 stolen motor vehicles; responded to 180 fire alarms, 697 disturbances, and 129 domestic problems. The Police conducted 219 investigations, served 2,203 summonses and warrants, issued 8,137 parking tickets.

Annual Accident Report 1975

• Total accidents reported - - - - -	1,354
• Total accidents (police investigation) - - - - -	498
• Types of Motor Vehicle Accidents	
- Personal injury accidents - - - - -	367
- Property damage accidents - - - - -	987
- Pedestrian accidents - - - - -	24
- Fataals - - - - -	3
- Bicycle - - - - -	13
- All others - - - - -	1,314
- Total persons injured - - - - -	360
<hr/>	
Total	4,920

• Ages of Operators Involved

- 16-19	- - - - -	372
- 20-24	- - - - -	289
- 25-35	- - - - -	336
- 36-44	- - - - -	178
- 45-54	- - - - -	200
- 55-64	- - - - -	143
- 65-74	- - - - -	41
- 75 and over	- - - - -	8

Total	1,567
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Total nonresident operators - - - 1,451

Total resident operators - - - 828

Total	2,279
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APPENDIX B

Report Forms in Use

COMPLAINT REPORT

COMPLAINANT'S NAME		NATURE OF COMPLAINT	
COMPLAINANT'S ADDRESS		PHONE NUMBER	LOCATION OF OFFENSE
RECEIVED BY	TIME	DATE	OFFICER ASSIGNED
DETAILS OF COMPLAINT, OR INCIDENT		(LIST PROPERTY, VALUE, SUSPECTS, ETC. ON REVERSE SIDE)	

APPENDIX C

Draft of Consultant's Recommendations
Provided While On Site (November 1976)

The following comments are address preliminarily the objectives listed in the technical assistance "Project Scope" enclosed with the Saugus Town Manager's letter to the Committee on Criminal Justice dated September 10, 1976.

1. OBJECTIVE -- Assess the overall administrative capabilities and functions of the existing administrative staff in order to determine the present capabilities of the Saugus Police Department for the implementation of a Directed Patrol Program.

CONCLUSIONS -- The capabilities of the Saugus Police Department as currently organized and staffed are inadequate to implement a meaningful Directed Patrol Program, specifically;

- Inadequate command coordination and planning relationships.
- Inadequate provision for interchange of tactical information.
- Nonexistent crime analysis support of strategic and tactical operations.
- Inadequate records system to support effective crime analysis.
- Inadequate authorized manpower to support currently authorized positions.
- Inadequate clerical support for administrative management and recordkeeping.

2. OBJECTIVE -- Delineate those areas in the administrative structure that must be changed in order to facilitate the implementation of such a program.

CONCLUSIONS

- The Department requires effective crime analysis to support meaningful operational planning and strategic and tactical manpower deployment.
- The Department requires a crime prevention planning capability to support a Department-wide crime prevention strategy to involve the community in a meaningful program of self-help.
- The Department should develop at least a meaningful in-house investigative and crime-scene search capability to support and supplement the initial patrol investigative efforts when and as warranted.

RECOMMENDATIONS

- Appoint a crime analyst following the selection criteria specified in the NILECJ "Police Crime Analysis Unit Handbook," and implement a basic crime analysis manual capability on a priority basis.

- Designate a crime prevention officer and provide him initial training, contacting the SPA for recommendations.
- Consider appointing a small investigative unit of five individuals as follows:
 - One juvenile specialist.
 - One narcotics specialist.
 - Three investigative generalists.
 Provide for their appropriate basic training.
- Assuming satisfaction with the currently established positions, as a minimum, authorize sufficient additional manpower to staff all positions to the required planning factor (1.6 men per shift for 7 days per week, 365 days-per-year).

3. OBJECTIVE -- Establish immediately an operational planning task force to include one captain, one sergeant, the crime analyst, the crime prevention officer, and one additional officer; the total spread should represent all three shifts and responsible union representatives. As a minimum, this group should meet regularly -- at least once a week -- to discuss patrol problem areas and to recommend deployment strategies and tactics appropriate to the current crime situation and calls-for-service workload.
 - Design and conduct a true workload analysis of the Department to provide a sound basis for determining positional requirements for manpower.
4. OBJECTIVE -- Review and assess the present patrol practices in view of their effectiveness.
CONCLUSION -- The current patrol mode of purposeless "random" patrolling of town while awaiting specific calls for service.
RECOMMENDATION -- Implement purposeful directed patrol activities, supported by meaningful crime analysis, as recommended hereinafter.
5. OBJECTIVE -- Suggest any obvious, immediate changes that could be made in patrol procedures.
RECOMMENDATION -- Consistent with manpower availability and calls-for service workload, consider immediately selective implementation of directed patrol strategies and tactics. These can include, but are not necessarily limited to, the following:
 - Strategies
 - Overlapping shift reliefs, using split-shift concept.
 - Flexible deployment of foot patrols including alternative patrol areas, both within a shift and between shifts; using bicycles and/or motor lift for increased mobility.

- Alternative assignments to foot patrols, unmarked cars and/or undercover operations of the second officer in two-man units during selected times and shifts. As an example, this technique could be used to augment traffic patrol during peak hours or to provide surveillance in shopping center parking lots during peak shopping hours.
- Periodic redistricting of patrol areas based on calls-for-service workload.
- Rescheduling of shift hours based on calls-for-service workload.
- Community crime prevention activities by patrol.
- Incorporate solvability factors in preliminary investigations.

• Tactics

- Tactical Deployment Program

- Stake-outs.
- Saturation patrolling.
- Tandem patrols.
- Truancy patrols.
- Decoy activities.
- Directed deterrent runs.
- Garage sale and swap shop monitoring.
- Other antifencing operations.
- Career criminal monitoring.
- Concealed camera and alarm system installation and monitoring.

- Community Education Program

- Crime information (including "Officer Friendly"-type school visits).
- Community meetings.
- Crime prevention displays.
- Community newspaper articles.

- Community Security Organizations

- Operation identification.
- Residential and commercial security surveys.
- Community block watcher programs.

6. OBJECTIVE -- Develop a program that will facilitate the implementation of computer analysis of crime patterns in order to establish an on-going capability of Directed Patrol Analysis.

CONCLUSION -- Development of ADP programs to support crime analysis and directed patrol should await debugging of manual crime analysis systems. Computer programs must be mandated by user requirements rather than serve as constraints on user resources.

7. OBJECTIVE -- Develop a program for the implementation of existing computer capability.
RECOMMENDATION -- Proceed immediately with computerization of calls-for-service workload analysis based on dispatched calls. Contact or visit larger local police departments for methods and details.
8. OBJECTIVE -- Develop a program to educate patrol officers about the purpose and importance of Directed Patrols.
RECOMMENDATIONS -- Design and implement a training program immediately. Priority consideration should be given to training needs in such areas as firearms qualifications, statutes and codes, self-defense tactics, preliminary investigation techniques, report writing, and crime prevention techniques. Both internal training and use of outside short-term courses and seminars should be included. Contact the SPA training officer for alternatives and recommendations.
9. OBJECTIVE -- Establish a timetable for the implementation of a Directed Patrol Program.
RECOMMENDATIONS -- A detailed, comprehensive, integrated timetable for implementation of the above recommendations should be developed by the planning task force for the Chief's approval on a priority basis. A recommended overall program goal might be departmental preparation of a PEP/ICAP Grant Application by late fall, 1977. (See Appendix F for ICAP extract from current draft LEAA Guidelines Manual M4500.1B)

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APPENDIX D

Select Bibliography

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APPENDIX E

Technical Assistance Sources

Technical Assistance Sources

<u>Functional Area</u>	<u>Sources</u>	
	<u>LEAA-TA</u>	<u>Contractural</u>
1. Crime analysis	X	
2. Crime prevention	X	
3. Records system and reports	X	
4. Training and education	X	X
5. Work-study analysis	X	
6. Radio communications	X	X
7. Directed patrol strategy and tactics	X	
8. Personnel performance evaluation system design	X	X
9. Facility modernization	X	
10. ADP assistance	X	X
11. Geocoding	X	

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APPENDIX F

Integrated Criminal Apprehension Program

SEP 20 1978

SECTION 2. LAW ENFORCEMENT

5. INTEGRATED CRIMINAL APPREHENSION PROGRAM

a. Program Objective.

- (1) Increased criminal apprehensions by police
- (2) Increased capability by police to identify and apprehend the career criminal.

b. Project Components.

- (1) Candidates for funding must show an agency commitment to the establishment, operation and coordinated integration of all of the following operations -
 - (a) Preliminary investigations conducted by patrol
 - (b) Crime analysis
 - (c) Strategic planning
 - (d) Career Criminal identification and apprehension

c. Program Description.

- (1) Problems addressed. How increased patrol force responsibilities will decrease the vulnerability of the community to repeated criminal activity by career criminals.
 - (a) How better utilization of preliminary investigation procedures increases criminal apprehension capabilities,
 - (b) How to provide more productive patrol resource placement and utilization based on tactical strategies developed through crime analysis.
 - (c) How investigative information analysis and utilization produces relevant police strategic planning for more productive and coordinated police agency operations directed toward criminal apprehension and community service responsibilities.
 - (d) How coordinated resource management is required for career criminal identification and apprehension.
- (2) Results sought.

- (a) Increased solvability and apprehension information from preliminary investigations
 - (b) Increased directed patrol activities from crime analysis and strategic planning.
 - (c) Increased apprehension of repeat offenders and career criminals.
- (3) Hypothesis to be tested. Simultaneous and coordinated implementation of police strategies will improve police agency investigation and apprehension procedures and abilities.
- (4) Program Strategies. Applicant must indicate the existence of any of the four components mentioned in 5.b., and/or the specific plans of how applicant will incorporate all four components in the project operation. In addition:
- (a) Projects within this program must be directed toward increasing the proficiency and capability of the Patrol operation through -
 - 1 Greater involvement and responsibility of the patrol operation in crime and service needs of the patrol beat.
 - 2 Early and continued involvement of the patrol officer in the preliminary investigation.
 - 3 The development of good crime analysis capability.
 - 4 The creation of police agency ability to provide overall operational strategic planning.
 - 5 The development of the operational activities in 1, 2, 3, and 4 will lead to a specialized, coordinated police, and prosecutorial response directed toward identification and apprehension of the repeat offender and career criminal.
 - (b) Projects within this program must indicate operational involvement toward increasing the proficiency and capability of the patrol operation through the integration of crime analysis and crime prevention unit functions to assist in defining problems and developing strategies for patrol.

The purpose of the crime analysis element in the program is to provide timely and relevant information support to the patrol function. This information support should be designed to allow patrol decisionmakers to allocate resources according to need and to focus efforts on specific problems.

Crime Prevention units have traditionally worked separately from the patrol force in a specialized function. Projects must be designed to establish a closer working relationship between the two functions to allow the use of alternative strategies for patrol forces in addressing specific problems.

(c) Patrol strategies may include:

- 1 Development of increased proficiency of patrol in preliminary investigations.
- 2 Development of patrol capability to provide increased suspect identification and apprehension capability from preliminary investigation procedures.
- 3 Establishment of solvability factors into preliminary investigation procedures in order to better direct resource commitments to each case.
- 4 Increased use of target hardening techniques at vulnerable or high risk criminal attack sites.

(d) Applications must indicate the following, quantified where appropriate:

- 1 How the patrol force will use information developed by crime analysis and crime prevention units in decision making.
- 2 How investigations and case processing will be handled in order to increase suspect identification and apprehension, with special attention to career criminals.
- 3 How investigative report information will be timely processed and analyzed in order to support and help direct the patrol tactical strategy.
- 4 How upgraded productivity and patrol responsibility will be assessed and documented.
- 5 How the proposed project will take account of and coordinate impacts on other agencies of the criminal justice system, including prosecution courts, and corrections.

d. Dollar Range and Number of Grants. Five grants in the range of \$200,000 per grant will be awarded to law enforcement agencies having sworn force under 500. Four grants in the range of \$300,000 will be awarded to law enforcement agencies having a sworn force of over 500 but less than 1,000.

- e. Eligibility to Receive Grants. Applicants must meet LEAA eligibility requirements for Part C Discretionary Grants and be a full power public law enforcement agency.
- f. Submission and Processing Procedures. Track II.
(See paragraph 74).
- g. Deadline for Submission. Applications for funding consideration must be submitted to the cognizant LEAA Regional Office by February 1, 1977. Panel review selection process (paragraph 75) will apply.
- h. Criteria for Selection of Projects. Consideration for funding will be based on Comparative analysis of:
- (1) Statement of project objectives;
 - (2) Background analysis of crime problem;
 - (3) Statement of project strategy;
 - (4) Project work breakdown structure and task responsibility matrix;
 - (5) Performance measures and performance measurement plan;
 - (6) Project master schedule and task flow diagram;
 - (7) Estimated likelihood of increasing criminal apprehensions and repeat offender identification.
 - (8) Project plan and implementation schedule for the integrated operation of all four major project components i.e. Preliminary investigations
Crime analysis
Strategic planning
Career Criminal identification
and apprehension.
- i. Evaluation Requirements. RESERVED.

END

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