

***CITY OF GLOUCESTER, MA
MANAGEMENT AUDIT SERVICES
FOR THE
PUBLIC SAFETY DEPARTMENTS***

***FINAL REPORT ON THE
GLOUCESTER POLICE DEPARTMENT***

SEPTEMBER 2009

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FINAL REPORT



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CITY OF GLOUCESTER, MA
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REPORT ON THE
GLOUCESTER POLICE DEPARTMENT

CHAPTER 1

EXECUTIVE SUMMARY

OVERVIEW

The purpose of the Executive Summary is to give a brief synopsis of the key issues and recommendations found in the study as an overview of the complete report. It is not intended to provide the reader with a detailed analysis of the results in a few pages; nor is it intended to direct attention to certain issues and suggest that others, developed in more detail in the main body of the report, are less important. The complete report should be read, in all of its detail, to gain a full understanding of the issues facing the Gloucester Police Department and for all of Municipal Resources' recommendations.

Municipal Resources, Inc. (MRI) of Meredith, New Hampshire, was engaged by the City Council of Gloucester, Massachusetts, to conduct a management audit as required by the City Charter. Such a review assesses the manner in which police services are provided within the community and offers recommendations for potential improvements. For this initiative, MRI assembled a team of five current and former chiefs of police to take an in depth look at the Gloucester Police Department and how it is organized to provide services. This research led to a snap shot view of the department in the spring of 2009. The MRI Police Team spent time with identified key personnel of the Gloucester Police Department to gain an understanding of the organizational, operational, and management systems and approaches currently in place, and then compared and contrasted the current structures against contemporary practice and convention.

MRI interviewed the elected leaders of the City, the Chief of Police and members of his command staff, other municipal department heads, and a number of police department employees, about current systems, practices, and the existing structure of the department. This extensive amount of interviewing was done in an effort to identify any areas requiring special focus and to gather thoughts and ideas about areas of potential service delivery improvement. MRI also offered a multi-page survey to all department employees in an effort to identify areas of special interest and to assess how officers viewed their department. The complete results of the Police Department Employee Survey are contained in Appendix A section of this report. Specific survey results are inserted into appropriate report chapters.

MRI also conducted a review of departmental activities, as well as a physical inspection of police department facilities and equipment, to identify and isolate obvious problems or issues and to gain an understanding of current and future demands on available resources. Budgets, policies and procedures, and other areas deemed appropriate for the report, were also reviewed. Further detail on the scope of the project and the data used is contained in Chapter 4 - Introduction and Scope of Work.

Unfortunately, MRI found that there are a significant number of areas that require improvement within the Gloucester Police Department. Although, some practices do meet contemporary police practices, the majority do not. It appears that the Gloucester Police Department has been resistant to modernization of policies and practices that are much more prevalent in similar departments. It would appear that for many years, the police department has not been held accountable in working toward a level of police services that the residents deserve in keeping with national best practices.

It must be remembered that the job of MRI's organizational auditors is to identify immediate and/or potential problem areas and make recommendations for improvement. The complete report contains a great deal of detailed information and numerous recommendations for the future. Our purpose in this report is not to embarrass the department or any individuals, but rather to point the way for progress to be made. The hope and expectations that come with the delivery of a report of this nature is that with time and direction, many of the recommendations will be adopted resulting in a much better functioning organization.

The overall mission the police department performs is one of the fundamental functions of government, which is ensuring the safety and security of its residents. The expectations for the quality and quantity of police work accomplished in a particular community must come from its residents and other taxpayers. There is no "right" amount of policing. It is a constantly changing level based upon the expressed needs of the community. It is the responsibility of elected officials to translate community needs into reality through direction, oversight, and the budgetary process. It is their unenviable task to maximize police and other services with the reality of the community's ability to pay.

It is important to note that the information provided to MRI's team was inconsistent in reporting and in practice. Information varied from day-to-day and person to person. It is not believed that this was a concerted effort to thwart the process, but a result of the lackadaisical and inconsistent administration of the department over many years. MRI has made its best effort to present information in this report that is most likely to represent the current state of the department.

OBSERVATIONS

For the purpose of this Executive Summary only, MRI found five areas of major concern:

1. Lack of Accountability and Factionalism;
2. Lack of up-to-date Department Policies and Rules;
3. Lack of training;
4. An inadequate police facility; and
5. Non-utilization of technology.

Lack of Accountability and Factionalism

The recent history of the Gloucester Police Department has been one of factionalism. As pointed out in Chapters 28 and 29 of this report, there has not been a set of goals for the personnel of the department to move toward. The department has been divided into camps representing the supporters of the Chief and the Chief's detractors. These factions are further divided by union affiliation and personal loyalty to a particular superior officer. Often, actions undertaken by these groups can be quite personal and vicious, as has been seen in personal attacks on the Chief and others via the use of anonymous blogs. An unbelievable 93% of department employees completing the survey disagreed or strongly disagreed with the statement: "There is a high level of mutual respect across all ranks within the department." Department employees are also quite comfortable talking to elected officials regarding internal department matters, which is an activity that should be curbed by both sides. Efforts must be made to identify unresolved personal issues and move toward a sense of common interest and loyalty to the common good.

The effect of the current lack of department loyalty is further compounded by other elements such as a lack of a system for intra-department communications, a lack of a current system for written directives, and policies/procedures and rules/regulations that are approximately thirty-five years out of date. The team was unable to identify any significant goals set by City or department leaders, little effective discipline, and a dangerous lack of in-service training. Divisions, patrol shifts, and individuals would appear to function completely independently, leaving decisions on what is being done and how it is accomplished up to individual officers. There seems to be little accountability within the department. Department leaders need to build an organization where patrol officers patrol, detectives detect, supervisors supervise, and commanders command. In many cases, this is not the situation currently within the Gloucester Police Department.

A new order is needed at the Gloucester Police Department. A staggering 76% of employee survey takers reported that they disagreed or strongly disagreed with the statement that: "My department is a well managed organization." MRI would suggest that the City set some achievable goals for the department, as well as a timeline for their accomplishment. Included in these goals should be working toward Massachusetts' Certification which means meeting 155 standards as established by the Commission on Accreditation for Law Enforcement Agencies (CALEA), and the Massachusetts Police Accreditation Commission (MPAC). Another goal would be to train all personnel in the concepts of Community Policing. The department must move from being an inactive or reactive law enforcement agency to being a proactive-community based provider of police services.

Lack of up-to-date Policies and Rules

The written directives of the Gloucester Police Department are contained in three volumes. One is labeled Policies and Procedures, the second is Rules and Regulations, and the third appears to be a storage binder for various information and personnel memos. The Policies and Procedures as well as the Rules and Regulations are generic in nature and developed by the Massachusetts Police Institute in the mid 1970s. The intent was for each department to begin with these documents and customize them to meet local conditions. This was never done in Gloucester. With noticeable exceptions, there has been virtually no changes or updates to these policies or rules in about thirty-five years.

The job descriptions contained in the manual are outdated and, in some cases, the positions no longer exist. New positions have been developed over the years that do not have a corresponding job description. Massachusetts and federal law, as well as any number of state and federal court decisions, have impacted the policing profession since the mid 1970s. These modifications are not represented in the policies, job descriptions, or rules. The manual mentions Polaroid pictures and recording incidents on index cards.

Written policy must cover an ever-expanding number of issues and incidents. In the case of Gloucester, the policies are hopelessly out-of-date or do not exist at all. Serious situations that police officers can find themselves in need to be covered by policy in order to give direction to officers and to establish a defensible position for the department and the City should an incident be followed by litigation. Examples of policies in need of original development or updating would include Use of Force, Vehicle Pursuit, Domestic Violence, Prisoner Care and Custody, Property and Evidence Handling, Records Management, and Internal Affairs.

A mandatory goal for immediate action would be for the department to develop a new police manual that reflects modern policing practices and is in accordance with CALEA standards. Generic sets of current policies and rules that meet these criteria are readily available. They would only need to be customized to meet the needs of the City of Gloucester. Also, there are a number of certified and accredited agencies in the area that would gladly share their manual, on disc, for ease of development of a new Gloucester Police manual. Should the Gloucester Police Department begin the process of achieving Massachusetts Certification, the MPAC would be a tremendous resource in developing a new police manual.

City wide policies, such as Harassment, should be incorporated into the manual. A system for employee accountability for the policies and rules should be adopted. Documentation must be created to prove that employees received,

read, understood, and received training on the various rules and policies. A more in depth analysis of this subject may be found in Chapter 14 of this report.

Lack of Training

The Gloucester Police Department does not have a training plan, does not have a training policy, and does not publish a training calendar. Recruit officers attend a mandatory recruit academy, but upon their return to Gloucester, do not participate in a Field Training Officer program. Most departments across the country recognize that a new officer needs to learn his policing craft by working side by side with an experienced and specially trained officer for a period of time. The police department apparently encountered union difficulties when attempting to initiate this program and there have been no further attempts to implement it.

It appears that a significant focus of the training efforts of the department have been on firearms. Firearms instructors receive annual re-certifications and line officers qualify on an annual basis. Both of these are positives and would appear in other police departments' training programs. However, in Gloucester, there appears to be little else done during the course of the year. By all accounts, Gloucester has not attended annual in-service training for a number of years. This training would cover topics such as legal updates, in addition to other courses that the Massachusetts Police Training Committee (MPTC) felt were needed and relevant in any given year. Officers in Gloucester have not received annual refreshers in motor vehicle law, criminal law, and court decisions in several years. This is a matter of grave concern.

Department training records are kept in a number of locations. Only firearms training records are computerized. Some instructors, such as those involved with First Aid and CPR, maintain their own records system. A goal of the department needs to be the physical combining of all relevant training records, the purchase of a proven software package, and the complete computerization of all training records.

Training can be expensive. Even if a course is free, such as those offered by the District Attorney's Office or the MPTC, the officer needs to be paid to attend. If a training session requires that a position be filled by an officer on overtime, the training budget can be extensive. Either patrol shifts have to be large enough to accommodate training demands without replacing officers or a training overtime budget must be available. Many courses that are of a specialized nature, such as supervisory training or training of a technical nature, require the payment of tuition.

Failure to train, as well as negligent hiring, negligent retention, and failure to supervise remains a major cause of civil judgment against police departments and their municipalities. A complete inventory of department "talent" should be initiated. In conjunction with this inventory, an internal training committee could be established, as mentioned in Chapter 19, to work with the Chief of Police to develop a multi-year training program to begin to overcome the current situation. The department should consider the utilization of all manners of opportunities to offer training including roll call training, on-line training, and developing internal training orders/bulletins.

An Inadequate Police Facility

The Gloucester Police Department headquarters is now over 30 years old and, in retrospect, was not designed for the current needs of an active community the size of Gloucester. The unique co-occupancy with the Gloucester District Court in the same building may have had some convenience elements to it at the time of construction, but those positives have now been well surpassed by the reality of policing and court administration in the twenty-first century. The Gloucester Police station is in serious need of replacement, expansion, or at absolute minimum, substantive renovation.

Any visitor to the facility will quickly notice worn and dirty floors, holes in walls, and missing and broken ceiling tiles. As more time is spent within the building's confines, additional issues become apparent such as an extremely poor public lobby layout, lack of office space, and electronic wires unprofessionally strung throughout the building.

The interior of the facility is hampered by a high degree of clutter and generally poor maintenance. It is apparent that there have been years of neglect relative to the upkeep of the building. There is a lack of dedicated space for meetings, large and small, that might include the public, City departments, other law enforcement agencies, or other department employees. Records and equipment storage is an issue. Hallways, offices, and closets are stuffed with paper records and obsolete equipment. There is a need to conduct research and generate a modern solution to records retention. Likewise, items that are no longer needed or used by the department should be eliminated in a manner proscribed by City Ordinance.

The exterior of the police facility also requires attention. There is a lack of adequate parking for personal and department vehicles, and the cement steps leading from the parking area to the main entrance should be made safe as soon as possible. The exterior of the building could also be improved from a visual as well as safety and security perspective. Issues such as moving the LPG tank

(that is a violation of code) and cutting back vegetation would fall into this category.

There are building systems that, if established and working correctly, would enhance the livability of the police station. These would include fire safety, access control, security cameras, heating, cooling, air quality, and lighting.

The most significant recommendation from the MRI Police Team would be that the City and the department consider the current state of the holding cells. The MRI Fire Team has written a separate report outlining the fire safety issues for the police building with an emphasis on the cellblock area (see Appendix B). The report concludes that the cell area should be closed until a number of steps are taken to comply with Fire Codes. The Police Team has determined that the department lacks a current written policy on the operation of the cellblock, that mandatory suicide training for superior officers cannot be documented, that adequate sight and sound surveillance is not in place, and that current practices among officers and court personnel are not conducive to assuring the safety of police and court personnel and prisoners. A very recent state inspection found a number of violations that remain uncorrected at the time of this writing. See Chapter 5 for more specific information relative to the police building.

Non-utilization of Technology

The Gloucester Police Department is significantly lagging in the area of technology. Chapter 13 of this report gives an extensive listing of many of the items required to perform municipal policing in the first years of the twenty-first century. The department's current technology falls into three categories; it is very old, it is broken, or it does not exist. MRI heard on a number of occasions that technology upgrades had been made in budget submissions over the years but never funded.

While some technology can be delayed for a better budget year, other items should be considered emergencies and funds located as soon as possible. One such utilization of technology would pertain to the monitoring of prisoners. It is imperative that sight and sound monitoring equipment be in place for all cells. An electronic punch clock also needs to be utilized to document in-person checking of prisoners. Failure to properly watch individuals in police custody could have devastating ramifications.

The computer hardware and software currently being utilized by the department is outdated and is need of upgrading or replacement. This computer system will have a direct impact on many other areas needing attention such as training, records retention, crime analysis, and internal communications. The department

needs to identify and seek funding for a complete overhaul of its computer system to include the utilization of cruiser laptops. Grants and other programs have been available for such purposes from various sources for many years.

Internal and external communications will be a key element for the rejuvenation of the Gloucester Police Department. Technology can be helpful in this area. All employees should have easy access to voicemail and email. Training has been mentioned as an area requiring attention and MRI recommends that distance, on-line learning is seen as part of the solution.

In 2009, there is a public expectation that police can restrain individuals displaying mental or substance induced behavior without resorting to lethal force. The department needs to think about the purchase of an array of less than lethal weapons and training in their use. Police departments usually capture a great deal of data on incidents, accidents, and arrests. This information needs to be inputted, stored, and analyzed in a manner that will help the department properly deploy its limited number of officers in the most effective and efficient manner.

IN CONCLUSION

The full body of this report contains a large number of recommendations in 30 Chapters, and these should be studied in their entirety to gain a complete picture of MRI's recommendations. While the recommendations are numbered, they should NOT be considered in any preferential manner or order of importance. The numbering is for reference purposes only. The areas that need improvement are not insurmountable or beyond the administration's ability to deal with them. However, there are a very large number of serious issues facing the Gloucester Police Department. City and department leaders should prioritize the recommendations and coordinate solutions based on time, personnel, and monetary realities.

The City and the department should not be overwhelmed with the recommendations or feel they need to address them all at one time, rather they should:

1. Approach them strategically and systematically.
2. Use them to develop a long-term strategic plan for change and improvement.
3. Break them down to reasonably sized components.

4. Categorize them as short-term and long-term goals -- items that can be accomplished with administrative change and items that will require additional funding in the coming years. Refer to them when making recommendations, check them off as they are accomplished, and most importantly, recognize the positive achievements publically.

CHAPTER 2

BACKGROUND AND DEMOGRAPHICS



COMMUNITY PROFILE GLOUCESTER, MA

March 2009



Source: www.cityofgloucester.com

HISTORY AND SETTING

Gloucester was founded by the Dorchester Company and was chartered in 1623 by James I. The first settlers landed at Half Moon Beach and settled nearby. However, the settlement was abandoned in 1626 and its residents moved to Naumkeag, present day Salem, Massachusetts. Later on, the area was resettled. It was initially incorporated in 1642. Gloucester was named after the great Cathedral City in Southwest England. Originally, Gloucester included the town of Rockport. However, the village was separated on February 27, 1840. The city of Gloucester was incorporated in 1873. [From: www.citytowninfo.com]

Gloucester, along with Rockport defines Cape Ann's pinnacle. The northeastern Massachusetts community is bound by Essex, Manchester by the Sea, and Ipswich (just barely!) on the west, Rockport to the east, and the Atlantic Ocean to the north and south (specifically Ipswich Bay and Massachusetts Bay, respectively). The city is located 27 miles northeast of Boston and about 245 miles from New York City. With its 41.5 square miles (26.0 land area), Gloucester is a community intertwined with historical heritage, natural beauty, and traditional port activity. The city strives to capitalize on its treasured past, natural splendor, and generally diverse economy as its base for balancing growth and development without causing detriment to the quality of life residents, businesses, and visitors expect. Most concentrated growth is focused in three distinct forms of land use – harbor and waterfront-related, downtown related, and village/neighborhood-related. Notably, that historic pattern of growth has respected the City's geographic terrain and other important natural areas. But, due to its suburban location to Boston, ease of access from major highways, and its coastal attractiveness, there is constant pressure for significant in-fill growth along the coastline and other scenic areas of the City. As such, Gloucester focuses its resources so the City continues as an attractive community in which

to live, promotes economic vitality for new and existing business, and remains a long-term focal destination for visitors.

DEFINITION OF THE “COMMUNITY”

What is Gloucester’s identity? Perhaps unlike many communities of the past, it is not any one central place, industry, theme, or folktale. Rather, the community is the sum of its parts. It is the rich history inclusive but not limited to Colonial and Revolutionary forefathers, home to internationally renowned painters Winslow Homer and Edward Hopper, and its widely recognized “Fisherman” tribute to those lost at sea. It is the ability to foresee a thriving seaside community for its 30,500 residents and its ever-challenging and growing summer visitor base. It is continuing success to maintain a personal identity while recognizing the influence of Boston’s growth and the need to collaboratively work with neighboring municipalities to “push” back. Its unwavering support of its picturesque shoreline, bustling harbors and waterfront rooted in family-owned commercial fisheries, and a downtown catering to the entire Cape Ann region balanced with stewardship of its historical context and natural resources a plenty. It is the comfort citizens feel about Gloucester as a place to live due neighborhood diversity (e.g., Annisquam, Rocky Neck, Fort Square, and Lanesville), an abundance of recreational opportunities, and its proximity to urban activity in a suburban region. And, it’s all the rest...

SELECT DEMOGRAPHICS

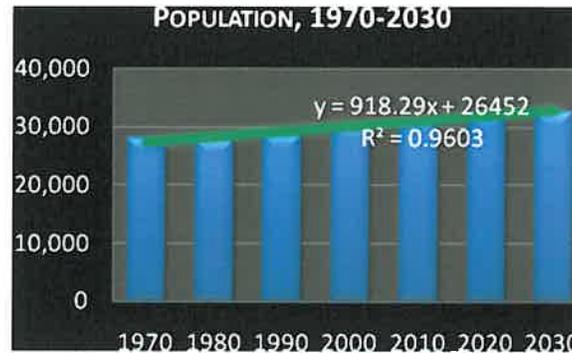
Latest population estimates place the City’s population at 30,308 persons. Refer to below table and graph showing Gloucester’s population trends.

POPULATION, 1970-2007			
Year	Population	#Δ	%Δ
1970	27,941	---	---
1980	27,768	-173	-0.62%
1990	28,716	948	3.41%
2000	30,273	1,557	5.42%
2001	30,549	276	0.91%
2002	30,627	78	0.26%
2003	30,595	32	-0.10%
2004	30,504	91	-0.30%
2005	30,403	-101	-0.33%
2006	30,377	-26	-0.09%
2007	30,308	-69	-0.23%

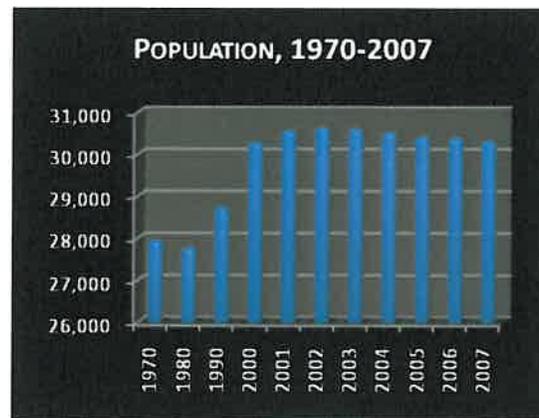
Note: 2001-2007 figures are estimates
 Sources: Census 1970-2000 & MA Dept of Revenue, Div of Local Services



In addition, the Massachusetts Area Planning Council (MAPC) recently released population projections. According to those figures, Gloucester's resident population is expected to reach 32,742 by 2030.



Source: Census 1970-2000 & MAPC's MetroFuture: Making a Greater Boston Region, May 2008



The City's approximate 30,300 residents predominately reside in owner-occupied housing attributing to a land area density of about 1,165 persons/sq. mile (i.e., not including the summer transient population). According to the latest US Census (which reports a population of 30,273 persons), there is a greater number of women (52.1%) than men (47.9%) living in Gloucester. Resident median age equals 40.1 years and the population predominately is white (97.0%). Based on occupied housing units, average household size is 2.60 persons while average family size equals 3.00 persons. Over sixty-two percent (62.7%) of households are family households—48.8% are married-couple families, 20.2% are families with children under 18 years of age, and 10.6% are female householder (with no husband and over half of those women have

children under 18 years of age). For non-family households (37.3%), 30.7% are householders living alone and 11.4% are 65 years of age or older.

In order to examine trends in household/family size, unfortunately, the US Census cannot be compared from decennial to decennial due to logistical survey data collection changes made for the 2000 Census. However, a comparison can be made using total housing units (i.e., combination of occupied and vacant units). The following table and graph show Gloucester's population per total housing unit. The trend since 1970 indicates a decline in the number of persons per unit, which matches national trends. If the trend from 1970 to 2000 continues, by 2030 the number of persons per housing unit could dip as low as 1.5 – [To confirm such a low figure, it's recommended that additional analysis be conducted to include study of at least in-/out-migration, birth/death statistics, age categories, housing stock and inventory, and inclusion of the impending 2010 US Census].

PERSONS PER HOUSING UNIT, 1970-2000			
Year	Population	Housing Units	Persons / Housing
1970	27,941	10,505	2.660
1980	27,768	12,040	2.306
1990	28,716	13,125	2.188
2000	30,273	13,958	2.169
2010	31,311	N/A	See trend graph
2020	32,125	N/A	See trend graph
2030	32,742	N/A	See trend graph



According to state labor and industry statistics, the City's January 2009 labor force comprised 16,814 employees which is a growth of 369 workers since 2000. The unemployment rate in January 2009 dramatically rose to 11.1%.

Comparatively, in 2000, the rate was 3.7% and in 2008, the rate was 6.4%. Of the 1,041 businesses needing to file reports to the state's labor and industry department, the 2007 average weekly wage equaled \$996. Fifty-seven (57) of the businesses were in the Manufacturing category with an average weekly wage of \$1,851 and 2,811 employees—notably the highest wage and greatest number of employees in all categories. Rounding out the top five included: Health Care & Social Assistance category (75 businesses; 1,381 employees; \$769 average weekly wage); Retail Trade (113; 1,227; \$548); Accommodation & Food Services (98; 972; \$332-lowest wage in all categories); and, Other Services, Ex. Public Admin (140; 638; \$395).

City-Data.com reports several 2007 statistics related to Gloucester. The on-line source put median household income in several race-related householder categories as follows:

White, non-Hispanic	\$58,915
Black or African-American	\$57,659
Asian	\$67,990
Some Other race	\$56,545
Two or more races	\$28,538
Hispanic or Latino	\$43,206

The data source also provided housing-related information as follows:

Median house or condo value, estimated	\$379,555
Mean price:	
Single-family, detached	\$487,484
Townhouse and other attached	\$412,479
Duplex	\$485,560
3-4 unit structures	\$447,105
5 or more unit structures	\$269,328
Median contract rent	\$861
Median rent asked for vacant for-rent units	\$871
Median gross rent	\$954

SOME COMMUNITY INFRASTRUCTURE

The principal highway to/from Gloucester is Route 128, with tertiary access to Interstates I-93 and I-95. Routes 127 and 133 also serve the City. Refer to the

map at the end of this section. Notably, the Boston MPO in 2005 indicated that Route 128 in the Manchester/Gloucester area was under 75% capacity. Commuter rail service is available from the Gloucester and West Gloucester Stations to North Station (Boston). Travel time from Gloucester Station is about 58-65 minutes and there are 20 available MBTA parking spaces. West Gloucester Station takes about 53-60 minutes and is served by 44 parking spaces. Gloucester maintains membership in the Massachusetts Bay Transportation Authority. In addition, the town besides having access to Logan Airport has access to the Beverly Municipal Airport—a reliever (RL) facility with non-precision instrument approaches available.

The Gloucester School District relies on eight public schools to educate its children. For the 2009-10 academic year, enrollment is estimated to equal:

<u>School</u>	<u>No. Students</u>	<u>Grades</u>
Fuller	74	Pre-K
Beeman Memorial Elementary School	269	K-5
East Gloucester Elementary School	266	K-5
Plum Cove Elementary School	200	K-5
Veteran’s Memorial Elementary School	251	K-5
West Parish Elementary School	401	K-5
O’Maley Middle School	797	6-8
Gloucester High School	<u>1,104</u>	9-12
Total, PreK-12	<u>3,362</u>	

At the municipal level, the City website lists many government services offered by the community. Many of those offerings may be relevant to first responder agencies and their future needs/planning. Several are listed below:

- Transfer/compost station off Dogtown Road.
- Seven public beaches.
- Twelve public cemeteries.
- Sewer/wastewater and water supply systems that have suffered Clean Water Act violations and are suffering from outdated infrastructure.
- Union contracts soon to expire balanced with fiscal issues at the City level.
- Transportation & pedestrian issues (e.g., Gloucester Cross/Sam Park and influx of summer residents and visitors).
- Implications of the Fire Department’s “rolling closing strategy” along with all public safety department reductions in force and reductions in overtime.
- Status of a central public safety building?



SUMMARY OR, RATHER, “DISCLAIMER”

The above information is intended to provide a community “snapshot” of Gloucester. It is not intended to be all-inclusive or comprehensive. For the City’s first responders it serves to put the City into some context as the department works to carry out the recommendations of this study. However, caution here is warranted. The above offers a general picture of the resident or citizen population. While significant, summer residents (maybe equal to about one-third of the resident population¹), visitors, and other transient persons are not adequately described in the summary. This occurs only because a source of reliable information does not appear to exist.



Map source: North of Boston Visitors & Convention Bureau.

¹ Estimate of summer residents taken from the on-line (www.mass.gov) Gloucester, Essex County community profile “Narrative.” Massachusetts Department of Housing and Community Development with reference that the community provided the narrative.

CHAPTER 3

SUMMARY OF KEY RECOMMENDATIONS

The following is a summary of key recommendations selected from each of the chapters. It is not all-inclusive or arranged in order of importance.

Care should be taken that the reader does not look at this Chapter as the items of most importance and fail to review the entire report. There are approximately 373 specific recommendations found in this report. This section includes the top 100 recommendations that MRI believes will be key to the success of the Gloucester Police Department. Recognizing the realities of the current economic challenges, an asterisk (*) denotes those recommendations that can likely be implemented at no cost or minimal cost.

1. Replacing or renovating the Gloucester Police facility should be a top priority.

The City of Gloucester should examine two alternatives to the current building; build a new facility or renovate the structure presently used by the police department. Both alternatives should receive careful study. It is our opinion that in Gloucester's case, renovation of the current police facility may be more expensive than a new facility. Furthermore, renovation of the current facility may prohibit efficient design because of the existing structural restrictions. Consideration should be given to the value of the real estate property of the current police facility and how much revenue could be generated if the property were placed back on the tax roles. (Chapter 5)

2. *The Gloucester Police Department should immediately consider other alternatives and locations for the storage of police records. A secured, clean, and dry storage area with limited accessibility by police personnel is required for proper record retention. (Chapter 5)
3. The Gloucester Police Department should contract with a specialist to repair and/or replace the existing security cameras and to have additional cameras installed with recording capabilities in each jail cell, booking room, outside perimeter, and hallways. (Chapter 5)
4. Until such time as minimum fire safety standards and code requirements can be met, the use of the holding cells should be discontinued immediately. As MRI explained at the City Council Meeting of May 19,

2009, the placement of an individual (civilian or sworn) to monitor prisoners in-person, could take the place of shutting down the holding facility until the recommended upgrades have been accomplished. (Chapter 5)

5. *A vehicle inspection policy that includes a comprehensive check-off sheet that requires officers to report any damage or deficiencies to the vehicle should be implemented immediately. It is very important to identify the responsibility of the patrol supervisors to insure that all vehicles are inspected at every shift change and that a report is made of defects or damage noted. (CALEA 41.3.2) (Chapter 7)
6. *The Gloucester Police Department should budget or seek funds to purchase additional MDTs for each marked cruiser. (Chapter 7)
7. *Discontinue the practice of the single lump sum payment for uniform allowance and dry cleaning. Rather, implement controlled systems for uniform purchases and cleaning. Contracts can be established with dry cleaning companies and uniform vendors. (Chapter 8)
8. *Issue all officers assigned to the Patrol Division a Motorola portable radio or equivalent equipped with the alert button and extended microphone/speaker. In addition to other officer safety related issues, the alert button would help to achieve compliance with the need for a panic button in the cellblock. (Chapter 8)
9. *The Gloucester Police Department should implement a uniform policy to ensure uniformity in appearance and prevent the use of unauthorized or substandard items. Personnel and equipment inspections should be a routine part of the daily roll-call procedure. (Chapter 8)
10. *Access to the booking and cell area should be secured to prevent escape. The cellblock area should be separated by a locked door from other areas. All doors must be locked and secured to prevent an escape. The use of the elevator should be restricted to transporting prisoners or for police and court business only. (Chapter 9)
11. *The Gloucester Police Department needs to write and adopt a comprehensive prisoner processing and control policy to include the use of the cellblock by the court and other outside agencies. The policy should contain sections on searching prisoners, securing of firearms, photographing and fingerprinting of prisoners, documentation of prisoner injuries, safety and sanitation inspections, medical care of prisoners, documentation of property, phone calls, meals, evacuation procedures,

length of holding time, bail procedures and Massachusetts law governing arrestees and their constitutional rights (CALEA Chapters 71 and 72) (Title VII, Chapter 40: Sections 36 B and C of the General Laws of Massachusetts). (Chapter 9)

12. *The Gloucester Police Department should work towards improving the quality of police reports, warrants, complaints and other related documents sent to the Gloucester District Court. (Chapter 10)
13. The Gloucester Police Department should purchase a postage machine for police related business. (Chapter 10)
14. The Evidence Room should be provided with an inexpensive intrusion alarm, security camera, and a card access locking system as funds become available. The current situation for the Evidence Room is not adequate considering the nature of the drop ceiling, but could be improved with the installation of a sheetrock or plywood ceiling. (Chapter 10)
15. *The Gloucester Police Department should implement the practice of assigning three (3) detectives on a 36 to 60 month rotation basis and one (1) detective on a 6-month temporary assignment. This practice would become a component of a department-wide career development program, and would further enhance the working relationship between patrol officers and detectives. (Chapter 10)
16. *The Gloucester Police Department should implement a case management system. (CALEA 42.1.3) (Chapter 10)
17. The City of Gloucester should consider the purchase of a Document Imaging System to accurately archive police documents. (Chapter 11)
18. In the future, consideration should be given to implementing a Crime Analysis system. Crime Analysis can provide useful information in the agency's long range planning efforts. (CALEA 15.3.1) (Chapter 11)
19. *Ensure that dispatch personnel accurately record received, dispatched, arrived, and cleared times on all Calls for Service. (Chapter 11; Chapter 21)
20. *The Gloucester Police Department should adhere to the schedules established by the Commonwealth of Massachusetts with regard to the retention of records. (CALEA 82.1.3) (Chapter 11)

21. *The primary responsibility for complete and accurate reports should be placed on the watch commander as an integral part of his/her supervisory and evaluative functions. Approval/acceptance of poor reports should be discontinued. A failure by a supervisor to recognize an officer who does not progress in report writing should be noted and acted upon by the Watch Commander. (Chapter 11)
22. Consideration should be given to upgrading or replacing the current police software program to allow the Gloucester Police Department to better utilize police information. (Chapter 11)
23. *Current in- service training for personnel assigned to the Communications Center is inadequate. The department should explore creating it's own in- service training or sending officers to specialized training. A communication's training plan and training budget should be developed and included in the police department's budget (CALEA 5.2.6). (Chapter 12)
24. *The Communications Center should have its own Policy and Procedure Manual. Currently, CALEA offers standards for Communication Centers, as does the Association of Public-Safety Communications Officials (APCO). (Chapter 12)
25. *The City should adopt a capital equipment replacement plan for computers, cruiser radios, and portable radios. (Chapter 12)
26. There are significant advantages to regional dispatching and MRI recommends joining the proposed regional dispatch center. Regional dispatching should provide a long-term solution to staffing, training, and equipping the dispatch function.
27. The phone system should be upgraded to include caller ID and voicemail. This would reduce message taking by dispatchers and provide a greater level of service to citizens. (Chapter 12)
28. *The Gloucester Police Department is extremely deficient in its use of technology to assist in its mission of policing the community. MRI would suggest the naming of a Police Technology Committee to triage the multitude of needed technology and develop a strategic plan for the purchase, replacement, restoration, and maintenance of required systems. (Chapter 13)
29. Modern municipal policing requires laptop computers, also known as mobile data terminals (MDTs) installed in line cruisers. These laptop

computers should have access to the Gloucester Police Department computer system as well as state and national databases. A search for a system that is correct for Gloucester as well as a funding source should begin as soon as possible. (Chapter 13)

30. The City and the department need a community-wide emergency notification system. There are systems available to utilize cable television, telephone, and email or combinations of these systems to satisfy the need. Such systems should be explored and funding secured for purchase and implementation. Another option would be to explore sharing such a notification system already in use by another agency at the local, county or state level. A Child Is Missing (ACIM) is a free service and can be used for locating missing children and disabled adults (<http://www.achildismissing.org>). Nixle is another free service (www.nixle.com). Also, a module for city use may be able to be purchased for use with the system owned by the Gloucester School Department. (Chapter 13)
31. *Training is currently insufficient in the Gloucester Police Department. One method to improve this situation is to subscribe to a distance learning training program such as the service offered by the Massachusetts Police Institute. (Please see <http://mpitraining.com>) Typically, such training is economical and can be conducted on duty during the slower times of the year. For example, the MPTC offers no cost distance-learning on such subjects as 2009 legal updates, CPR, First Aid, AED, and Defensive Tactics. Some programs require a practical component. Also, the IACP has just launched a web based training program at an annual cost of \$75.00 per officer. (Chapter 13)
32. *The Department does not currently have a comprehensive policy covering the use of computers. At a minimum, a policy should be developed to regulate the care, use, and maintenance of the computer system, and include language that prohibits officers from installing software into the computers without permission of the department. (Chapter 13)
33. *The entire Gloucester Police Department's policy manual, including the Rules and Regulations, Job Descriptions, and the Policies and Procedures, must be modernized and in compliance with national best practices. The first step in that course of action will require department leadership to understand the best way to achieve that mission is by adhering to the CALEA guidelines as established within the Standards for Law Enforcement Agencies 5th Edition. (Chapter 14)

34. *Gloucester's goal throughout the rewriting and modernization of their policies and regulations should be to establish a body of professional standards and to develop a process to accomplish an initial credentialing program. Police department accreditation or certification is a self-initiated evaluation process by which departments strive to meet and maintain standards established by the profession. These standards cover areas of police management, operations, and technical support activities such as policy development, emergency response planning, training, communications, property and evidence handling, use of force, vehicular pursuit, prisoner transportation and holding facilities. (Chapter 14)
35. MRI recommends that the Gloucester Police Department aim for Massachusetts' Certification as a significant, but attainable goal for the intermediate future. (Chapter 14)
36. *A formalized Internal Discipline policy based on standards set forth by CALEA will foster and maintain a high degree of public confidence and will identify and correct or remove unfit personnel. Such a process will assist the police department in identifying policy and procedure errors. This policy should be developed immediately. (CALEA 52.1.1) (Chapter 15)
37. *The Gloucester Police Department should develop a brochure informing the public on how to register complaints against the police department or its employees. This same brochure can also describe how to go about complimenting a department employee. (CALEA 52.1.4) (Chapter 15)
38. *A written register of all citizen and internal complaints should be maintained by the Gloucester Police Department to ensure that complaints will be duly investigated. A register also provides protection to the administration of the department against charges of cover-ups or charges that investigations have been removed from the files. (CALEA 52.1.2) (Chapter 15)
39. *The Personnel Department should review and update City personnel policies. All policies should be standardized to include numbering, date of adoption, purpose, scope, etc. (Chapter 16)
40. *The City should have a current Americans with Disabilities (ADA) policy. (Chapter 16)
41. *A policy should be adopted that would implement a uniform and standardized process for selection, promotion and special assignments.

Employees should be aware of what is required to receive a special assignment or promotion. (Chapter 16)

42. *Available positions should be posted to insure all employees are aware of career opportunities within the department. The department should have a written process that provides for input from the command staff for promotional decisions. (CALEA 16.2.2 and 32.1.1). (Chapter 16)
43. *The City should update the Affirmative Action Plan and an Equal Opportunity Plan. Police departments should reflect the demographic make up of the community they serve. Many federal grants require these plans to be updated annually. (CALEA 31.2.1) (Chapter 16)
44. *A performance evaluation system for all police employees should be implemented. Supervisors should be trained on the evaluation procedure. Numerous respondents to the employee survey identified a lack of supervisory feedback as a source of frustration. (CALEA 35.1.1) (Chapter 16)
45. *The police department should create and implement a policy on background investigations for potential employees. Background checks should include criminal and motor vehicle record checks, drug screening, credit checks, reference checks, medical exams and a psychological assessment. (CALEA 32.2.8) (Chapter 16)
46. *The police department should engage in ongoing recruitment efforts. Efforts to enlist female and minority candidates within the community could be part of the Training Officer's duties. Brochures on how to apply to the department can be easily crafted, along with recruitment information posted on the department's web site. (Chapter 16)
47. *The roles, responsibilities, and duties of the department supervisors, especially field sergeants and shift commanders should be clearly defined. (Chapter 17)
48. *The Department should compile accurate and complete data on calls-for-service. This data should be used to calculate patrol shift manning at least annually. (CALEA 16.1.2) (Chapter 17)
49. MRI recommends the position of School Resource Officer at the High School. (Chapter 17)
50. *The City should consider revising the duties and responsibilities of the Business Manager to include the implementation of systems and training

of personnel so that department personnel can become more involved in the business aspect of the department. (Chapter 17)

51. MRI recommends reassigning sworn officers to the patrol function and either hire nine (9) civilian dispatchers or consider county regional dispatching. (Chapter 17)
52. *Consideration should be given to the role/need for the “house officer” position and reassigning the position to the patrol function. (Chapter 17)
53. The City should consider the organizational arrangement proposed by MRI that would create two major divisions, each commanded by a captain. (Chapter 17)
54. The Department administration needs to work with all members of the department to establish a Field Training Program for new officers. Any obstacles to its establishment must be overcome for the future of the department. (CALEA 33.4.3) Two models are nationally accepted. The San Jose model is the most popular, while the newer Problem Oriented Policing model is receiving wide attention from departments steeped in community oriented policing. Both are excellent programs. (Chapter 18)
55. *The department should embrace the concept of Community Oriented Policing from the top down. Community policing is an overarching philosophy and not merely a program. The entire department needs to learn how to involve the public in partnerships to solve community problems that can lead to a reduction in crime and the fear of crime. (Chapter 23)
56. *All Gloucester police officers should be reading and receiving training in the art and science of community policing. Community policing should be injected into every day police work. Officers should visit departments that have successfully implemented this brand of policing and bring these methods home to Gloucester. Training, readings, and internal discussions should back up these visits. Training opportunities in community policing are available from the Massachusetts Police Training Committee and various community policing organizations. The COPS web site is a good resource for training materials. An excellent document, Community Policing Defined, has just been posted for law enforcement agencies. (www.cops.usdoj.gov) (Chapter 23)
57. * A specific type of community policing, Problem Oriented Policing, where citizens and the police work together to solve specific problems may be a useful format to increase resident interaction with their police

department. The two officer Community Policing Unit should be eliminated and those officers re-integrated into the Patrol Division where increased staffing is needed. (Chapter 18)

58. *Patrol officers should be constantly looking for opportunities to interact in a non-enforcement manner with residents of all ages. (Chapter 18)
59. *Patrol officers should make an effort to initiate park and walk patrols at locations identified as problem areas through an analysis of computer generated calls for service. Emphasis should be given to locations where groups of children and teenagers might be found. The department could show its encouragement and support of this type of activity through requiring the logging of such events and tracking it on an individual officer basis. (Chapter 18)
60. *A policy on the conduct of "roll call" should be written and include an opportunity for roll call training as well as limiting the time that officers are off the streets for roll call. For guidance on the contents of a written directive on Roll Call Briefings please see (CALEA 41.1.2) (Chapter 18)
61. *The Gloucester Police Department should consider implementing a system of overlapping staffing to eliminate periods of time when there are no officers on patrol. (Chapter 18)
62. *A supervisory training program and schedule should be developed for new sergeants. The New England Chiefs of Police Association offers several low cost training programs through Roger Williams University. The MA Police Leadership Institute at Lowell PD is also an excellent program. (Chapter 19)
63. *Computerize training records. At a minimum, all training files should be centralized. Files should include the course content and student performance. (CALEA 33.4.3) (Chapter 19)
64. *Develop a three-year training plan for in-service training. (Chapter 19)
65. *Each collective bargaining agreement should be reviewed and updated by the City. The practice of adding pages that contain the most recent changes to the front of the previous contract should be stopped. The current practice leads to confusion with out of date language remaining indefinitely. (Chapter 20)
66. *The City should revisit the practice of paying patrol officers to fill an open spot in a supervisory role without including a required training component

- and written expectations of additional duties and responsibilities. (Chapter 20)
67. *The City, the Unions, and the Chief of Police should re-establish the committee meetings mentioned in the various contracts. There is a great need for improved communications among these three parties and the previously negotiated meetings would be an excellent way to begin a new period of open dialog. (Chapter 20)
 68. *The issue of light duty assignments being utilized for on-duty and off-duty illnesses and injuries should be revisited and a finite decision made on utilization. (Chapter 20)
 69. *The department should develop performance measures such as repeat calls for service, response times, tracking high-risk intersections, and false alarms. Every community is different and must tailor the measures they wish to monitor and affect. The Watch Commander should be responsible for compiling these reports along with crime analysis reports. This information should be shared with all officers at roll call and at staff meetings. Policing decisions and strategies should be based on this information. (CALEA 15.3.1) (Chapter 21)
 70. *Appoint a person to be in charge of the police department's dispatch and reporting software. This person will need to be trained by the software vendor and will serve as the liaison between the department and the vendor as well as employees. This individual can audit the input of information by officers and employees to insure it is accurate. He/she can also train personnel as needed. (Chapter 21)
 71. *Identify the analysis and managerial reporting capabilities of the current software. A team of officers should travel to other departments that are using the same software to identify best practices. Microsystems reports that Ipswich, Lexington, Reading and Winchester are good examples of departments using their software. The team can determine which information the Department needs to make administrative and policing decisions. (Chapter 21)
 72. *The department should execute proper written mutual aid agreements with the Manchester-by-the-Sea, Essex, and Rockport police departments. The department does not have written mutual aid agreements with these neighboring departments. (Chapter 22)

73. *The agency should adopt a written policy governing the procedures for activating, documenting, recalling and any other internal details necessary for insuring the proper use of mutual aid. (CALEA 2.1.2) (Chapter 22)
74. *The existing Emergency Management Plan for the City of Gloucester is five years old. Since 2004, the Mayor and all the listed department heads have changed. It is very possible that important buildings, inventories, and other resources have been added or deleted during this period. The plan itself calls for annual revisions. MRI would recommend a complete review and updating of the plan. (See Chapter 46 of the CALEA Standards for Critical Incidents, Special Operations, and Homeland Security for guidance on the necessary elements of such plans.) (Chapter 24)
75. *MRI would suggest training key personnel on the components of the Emergency Plan to be sure that all staff is aware of their responsibilities in the event of an emergency. This would be especially true for superior officers and officers assigned to dispatch duties. (Chapter 24)
76. *Copies of the Emergency Management Plan should be made readily available and located in appropriate locations such as the Dispatch Room and the Watch Commander's office. (Chapter 24)
77. *The Gloucester Police should look for ways to provide the best possible use of the tax dollars and keep operating expenses to a minimum. This will allow the residents and elected officials to focus on providing the necessary level of funding with the confidence that the maximum effort has been put to work to conserve the resources made available for policing services. (Chapter 25)
78. *Future Police Department budgets should be the result of an on-going dialog between the Mayor, the City Council, and the Chief of Police. Efforts on the part of the police department to make budget submissions more transparent and to shift resources within the budget to meet current needs should be met with a positive response by the Council and the Mayor. (Chapter 25)
79. *The department should consider placing someone in charge of reviewing grant opportunities. There are a number of grant alert e-mail services to which the department could subscribe as well as training programs. This individual would also be responsible for organizing the writing of grant applications. (Chapter 26)

80. *Future community oriented policing grants should be used to pay for community oriented training for all members of the police department. (Chapter 26)
81. *The department, in conjunction with the City, should apply for as much federal "stimulus" funding as can be supported in future years. (Chapter 26)
82. *Any entity that is in arrears for payment for outside details should not be allowed to pull a City permit for additional work. (Chapter 27)
83. The City might consider the common practice of charging an hourly fee for use of a cruiser on outside details, when necessary, in addition to the hourly rate charged for each officer. (Chapter 27)
84. *The police department should charge a fee for false alarm activations. (Chapter 27)
85. *The city should consider if having officers trained as EMT's is worth the expense. Gloucester has a full time ambulance staffed by firefighter/EMT. The Gloucester Police Department currently allocates approximately \$75,000 for EMT overtime training and another \$65,000 in stipends. (Chapter 27)
86. *The department should implement separate drug asset/forfeiture accounts according to Massachusetts law and USDOJ guidelines. Utilization of these funds is restricted differently, depending on whether it was a state or federal forfeiture. (See DOJ Guide to Equitable Sharing for State and Local Law Enforcement Agencies, Published April 2009) (CALEA Chapter 17, Section 4, Standard 2) (Chapter 27)
87. *All property should be inventoried and tagged. Property disposal must follow the City of Gloucester Policy and procedures as stated in City of Gloucester, Procurement Policy, Section 7, and Surplus Property. There should be receipts for all property relinquished to the city along with the proper notation in the master inventory log. (CALEA Chapter 17, Section 5, Standards 1, 2) (Chapter 27)
88. *Time sheets should be modified to track all hours worked by employees. Currently personnel are logged in and out by the Watch Commander, but times are not recorded. City policy requires that all other employees record their hours and mandates that a supervisor signs off on time sheets. For some reason the police department is exempt. Such a

- procedure would help to refute any allegations of “double dipping”.
(Chapter 27)
89. *The department needs to adopt and implement a policy on the handling of “confidential funds”. (CALEA Chapter 17, Section 4, and Standard 2)
(Chapter 27)
90. *Elected officials of the City do need to take an active role in setting appropriate goals for the police department. These types of goals could include, but not necessarily be limited to, the level of service strived for, adopting a community policing philosophy, and setting a goal for the Department to achieve Massachusetts Certification. City officials should not strive to set these goals in a vacuum, but rather include residents and the department in an open and honest discussion within a goal setting process. (Chapter 28)
91. *It is the opinion of MRI that setting Massachusetts Certification as a goal would be a good starting point in helping the community to gain a better understanding of what is necessary to insure the highest quality of municipal policing for their community. City government, residents, and the department should review the standards necessary to achieve certification together so that all parties understand what needs to be accomplished to meet each of the 155 standards. (Chapter 28)
92. *The Chief of Police should be tasked with working toward the various goals established for his department and show leadership to insure that continuous progress is being made on an annual basis. (Chapter 28)
93. *The Mayor, City Council, Police Unions, and the Chief of Police must come to agreement on the proper role of the unions when it comes to the operation of the Gloucester Police Department. Unions have a lawful and legitimate say on issues of benefits and working conditions. However, there must also be an acknowledgment of the rights of management in dealing with administrative and operational matters that do not fall within the purview of the union negotiation process. Once a working consensus is achieved, agreement to collectively live within its bounds must be acknowledged. (Chapter 28)
94. *Morale within the Gloucester Police Department must be improved. Factionalism must be eliminated. The leadership of the department must find the means and methods to forge a new sense of vision for the department and work toward a time when a sense of pride in work and loyalty to the department drives the actions and behavior of all department employees. (Chapter 28)

95. *Police Department employees should work toward decreasing their destructive “end runs” to elected officials as well as the unfair utilization of blogging sites. There are established, more acceptable methods of airing complaints and grievances and those avenues should be utilized. (Chapter 29)
96. *The Chief of Police in Gloucester needs to hear the calls for an increased presence in the community. Increased attendance at municipal meetings and community events is encouraged. The chief should utilize all methods available to improve his presence in the City as the “face” of the Gloucester Police Department. (Chapter 29)
97. *A number of officials mentioned terms such as “parochialism” when speaking about the police department. This being the case, due consideration should be given to laying a wide net for the next permanent police chief and not limiting the choices to current members of the department. (Chapter 29)
98. *Significant progress must be made in quick order to reduce the disharmony present within the department. Meetings with identified individuals and groups must be held to identify outstanding issues and diminish the high degree of animus that presently exists. This would take considerable care and effort and a higher degree of success would be garnered with a third party facilitator. (Chapter 29)
99. The existing fire protection systems are totally inadequate and require immediate updating. We recommend that the following steps be taken:
 - a. Design and install a complete automatic sprinkler system. A sprinkler system would detect and immediately extinguish or control a fire in the building. Nearly all fires in buildings with sprinklers are controlled by the activation of one or two heads; fire, smoke and water damage are minimal and the building can usually be re-occupied within hours.
 - b. Conduct a complete evaluation of the existing fire alarm system by a licensed fire alarm contractor or registered fire protection engineer. (Chapter 5)
100. Establish strict procedures for the handling of evidence once it comes under the control of the agency. Such control will include proper marking, tagging, and completion of the property record sheets/inventory forms. Furthermore, proper methods of evidence packaging, storage, and

transportation to the state laboratory for analysis should be developed.
(CALEA 84.1.1) (Chapter 10)



CHAPTER 4

INTRODUCTION AND SCOPE OF WORK

INTRODUCTION

This report is the result of the activation of Gloucester City Ordinance 7-12 regarding the completion of a management audit of each City agency on a regular basis. The purpose the management audit is to identify areas that may hinder or prevent the City agency from reaching its potential and pointing out obstacles to the attainment of its goals. The inspection of the Gloucester Police Department has included its current management practices, policies, fiscal controls, organization, staffing, goal setting, facility, and department equipment.

This study reviewed the manner in which law enforcement services are provided within the City. Using this review as a basis, MRI made a number of recommendations for improvements that took into consideration the present status of the police department as well as the financial ability of the City. MRI has recommended modifications to the department's current policies, practices, and methods.

SCOPE OF WORK

The organizational assessment of the Gloucester Police Department by MRI included a review of many areas of the department's operation including, but not limited to:

Training	Emergency Plans	Capital Equipment
Public Outreach	Risk Management	Records
Technology	Investigations	Personnel Utilization
Calls for Service	Crime Statistics	Financial Management
Population trends	Outside Relationships	Internal Communications

Internal Controls	Communications	Operational Guidelines
Vehicle Fleet	Patrol Functions	Compensation
Funding	Police Facility	Staffing

MRI included in its review of the Gloucester Police Department an assessment of the department's operational practices, organization, staffing, scheduling, and policies, and the current police facility. Comparable departments were reviewed and studied for useful differences that might be beneficial for the Gloucester Police Department to consider. Opportunities for cost savings were sought, and department operations and practices were compared against national best practices as established by CALEA.

A copy of the Fifth Edition of the Standards for Law Enforcement Agencies, which was used for this assessment, may be purchased from CALEA by writing the Commission at 10302 Eaton Place, Suite 100 Fairfax, VA 22030-2215.

It was with a mix of interest and profound frustration that MRI read the 1981 Police Department Audit of the Gloucester Police Department written by Robert Sheehan Associates. This document is extremely thorough and provided a full range of solid recommendations that, in our opinion, have been completely disregarded by the City of Gloucester and the Gloucester Police Department in the intervening 28 years. The following is a listing of some of the major points made in the Sheehan study of 1981:

- Lack of respect for department leadership
- Lack of hope that anything will change
- Lack of understanding of department goals
- Need to establish a written directive system
- Need to develop internal control measures
- Need to increase traffic enforcement efforts
- Need to establish in-service and roll call training programs
- Morale described as non-existent

- Need for fair system of discipline
- Need for Rules and Regulations/Policies and Procedures to be updated
- Numerous on-going problems with the facility
- Lack of evidence and property control
- Poor officer appearance
- Department spending too much money on overtime
- Need to eliminate television watching by on duty personnel in the station
- Excessive sick time usage
- City has opted to grant time off in lieu of financial benefits except for overtime
- City should not bargain a minimum manning clause
- Need to staff differently during the summer months
- Describing the delivery of police services in Gloucester as “unarticulated improvisation”, a term taken from the President’s Commission on Law Enforcement and Administration of Justice which was written in 1967

At the time of this writing, Chief John Beaudette’s retirement has been announced and Lieutenant Michael Lane has been named as Interim Chief. The Interim Chief and the next permanent Chief for the Gloucester Police Department should review the Sheehan report for a historical perspective and then carefully review this 2009 organizational assessment by MRI.

METHODOLOGY

Following the selection of MRI for this assessment, key personnel from MRI and the City of Gloucester began to meet and discuss implementation. Expectations and anticipated needs were established. A team of experienced police consultants was assembled and began to review the requirements for this

commission. Meetings were held with the Ordinance and Administration Committee of the Gloucester City Council and the City Auditor was established as the point of contact for this study. An employee survey was developed and mailed to every employee with returns going directly to the MRI corporate office in Meredith, NH, for tabulation. The City Auditor sent out a total of ninety employee surveys and forty-six were completed and returned. The results of this survey were integrated into each chapter of the report as appropriate. The complete results of the survey are attached as Appendix A.

At MRI's request, the City of Gloucester assembled a great deal of data for review by MRI consultants. This information included:

- Information on Mutual Aid Agreements
- Copies of the police budget
- City Personnel Rules
- Sampling of complaints made to the department
- Crime and accident data
- Job descriptions
- Current salaries for all positions
- Rules, Regulations, and Policies of the department
- The City's Master Plan
- Demographic information
- City reports and budgets

Additional information was requested and secured during the course of the assessment. Examples would be copies of union contracts, the contract with the District Court, and response time statistics.

The Police Team spent its first day in Gloucester on March 3, 2009, and was greeted by Mayor Carolyn Kirk. Following this meeting, the team met with Chief of Police John E. Beaudette where the process for this assessment was discussed. The Chief identified Lieutenant Kathy Auld as the main point of contact for the department. This meeting was followed by a tour of the police

facility. That afternoon, and on two additional full days, police employees were invited to meet with the consultants. Employees were interviewed at a number of off-site locations and some were interviewed at a later time on the telephone. Those department employees who chose to take advantage of this opportunity were asked a number of specific questions regarding the operation of the Gloucester Police Department and they were also given an opportunity to offer their own observations. Over and above the employees that were interviewed regarding their specific job functions and department responsibilities, twenty-five officers were interviewed regarding department wide issues and their comments and observations recorded. All participants were promised full anonymity but their input was very important and directed the attention of the consultants to issues and areas that would require close inspection. If a significant number of interviewees mentioned the existence or non-existence of a relevant matter, it is noted in the appropriate Chapter.

A survey questionnaire was specifically constructed for use with this assessment. Usually department employees are referred to a specific web site and the survey is taken on-line. In the case of Gloucester, where there was a very high level of suspicion regarding knowledge of who was completing the survey, paper surveys were mailed to each employee's home with a stamped, self-addressed envelope to return the survey directly to MRI. A total of 46 employees completed and returned the survey. Thirty-nine were full time and 7 were part-time. All were sworn officers. There were no returns from civilian employees. Notations of survey results are mentioned throughout this assessment report.

The MRI police team gathered information through research, observation, and extensive interviews with individuals inside the department with subject matter expertise. All members of the Gloucester City Council were interviewed along with the Mayor, the Chief Administrative Officer, the School District Superintendent, and other major department heads. The work of the police team also had them speaking with chiefs of police from surrounding and comparable communities as well as to individuals within the law enforcement community with knowledge of the Gloucester Police Department such as the Massachusetts State Police and the District Attorney's Office for Essex County.

This report, which includes thirty chapters plus appendix, is the work product that emanates from this extensive research. The observations made within this report are believed to be accurate based upon the information gathered and the combined judgment of the entire MRI police team. The resulting recommendations are based upon an acknowledgement that police departments are living organizations. They must constantly change and adapt to current conditions and realities. Municipal policing, while it holds steadfastly onto its traditions, is a profession that requires constant improvement. The environment in which policing takes place is constantly besieged with demands from the

society it serves as well as changes in the law, court decisions, technology, and new generations of men and women entering this public service career. The delivery of high quality police services requires energetic, enlightened leadership at all levels of a police department. Every day must include an effort to improve and move forward.

MRI would like to take this opportunity to thank the City of Gloucester, the City Council, the Mayor and the members of the Gloucester Police Department for their cooperation and assistance with this endeavor. A special thank you goes out to City Auditor Marcia McInnis for her masterful coordination efforts between MRI and the City. Another thank you is due to Lieutenant Kathy Auld who was of tremendous assistance with gathering needed information and scheduling meetings between department personnel and the consultants.

CHAPTER 5

POLICE DEPARTMENT FACILITIES

OVERVIEW

The adequacy, quality, and appearance of the facility from which the police department operates have a great impact on the performance of the department as a whole. For example, attractive, functional, clean, and well-designed quarters contribute substantially to the morale and resultant productivity of the agency, as well as to its public image, dignity, and prestige. Most citizens have little contact with the police and often, therefore, make judgments which are, at least partially, based upon the aspect of police facilities. It follows then, that a good image of the department must be maintained not only by proper deployment of the individual officers, but also by the appearance of their physical surroundings.

Well-designed police facilities enable staff to perform their duties efficiently and effectively. Generally, police facilities are designed for a life span of about twenty-five (25) years. As a facility ages, it may no longer meet the needs of an evolving department, thus negatively affecting morale, efficiency, safety, security, technology, and overall policing efforts. When these conditions occur, typical remedies include replacing, expanding or renovating the existing facility.

OBSERVATIONS

The Gloucester Police Department is located at 197 Main Street in the downtown district. The building is a four-story 29,179 sq. ft. brick/steel frame structure constructed in 1972-73 that houses the Gloucester Police Department and the Gloucester District Court. Comparatively, agencies such as the Franklin Police Department, constructed in 1991; Northampton Police, constructed 1965; Shrewsbury, constructed in 1995; and Portsmouth (NH), renovated in 1992. Three of the comparable communities' police facilities were constructed in the 1990s while one was constructed in 1965. The present facility does not appear to have been designed with a thorough knowledge of the needs of the department and security requirements.

AGENCY	OFFICERS	FACILITY SQ FT	YR BUILT
FRANKLIN	45	13,253	1991
NORTHAMPTON	62	9,000	1965
SHREWSBURY	45	UNK	1995
PORTSMOUTH (NH)	68	40,200	1992
GLOUCESTER	54	19,452	1973

The building does not segregate departmental personnel, the general public, and the prisoners. The facility lacks the basic security to ensure prisoners do not come in contact with civilian employees. The current facility does not take into consideration that a police facility deals with many people under varied conditions. We noted the arrest processing area is very much accessible to court and police civilian personnel who utilize the back door from the garage/carport as a main egress to the courthouse and the police station.

Unfortunately, the inadequacies of the physical facility have long been recognized by both past and current police administrations; however, it has been reported the lack of budgeted funds for maintenance and repairs has contributed to the facility's overall condition as it exists today.

Approximately 19,452 sq. ft. of the building is dedicated to the police department operations and includes the basement, first floor, and third floor. The police facility in Franklin is 13,253 sq. ft., Northampton is 9,000 sq. ft., and Portsmouth (NH) is 40,200 sq. ft. (Shrewsbury did not respond to this question.) The first floor includes communications area, roll call room, locker room, records area, investigative offices, administrative offices, and storage rooms. The basement includes holding cells, a "padded" holding cell that is currently used for storage, elevator equipment room, weapons maintenance and storage rooms, furnace/generator room/maintenance room, and a prisoner processing area. The basement is adjacent to the cruiser garage/carport. The third floor of the building is occupied by an indoor firing range that has limited use.

The Gloucester District Court occupies the second floor of the facility which is approximately 9,727 square feet. The Essex County Commission entered into an agreement with the City of Gloucester to lease the second floor of the facility for the purpose of conducting the affairs of the Gloucester District Court. The lease agreement was initially signed in September 1974 and requires the Essex County Commissioners to pay the City of Gloucester one-third of the

maintenance cost of the building. On March 15, 1995, the Trial Court of the Commonwealth amended the agreement to include a dollar amount of not to exceed \$10,000 for the cost of repairs to the facility. It is apparent the maintenance to the courthouse has not been up-to-date and is in need of repairs. Further, the courthouse does not provide the minimum-security requirements when the court is closed. The general public has free access to the second floor which presents serious concerns for officer safety and the security of the building itself.

Limited space and the manner in which it has evolved have resulted in a facility with less than optimum internal layout. The layout of spaces within the Gloucester Police Department building is poorly thought out in terms of operation and function. A tour of the police area quickly reveals that space for conducting police business is at a premium. Crowded conditions exist for the communications, records, investigative function, patrol, and virtually every other aspect relating to the conduct of police business. Office space is not utilized properly and the accumulated clutter throughout the facility exacerbates the situation even more.

Upon entering the facility, you immediately notice missing ceiling tiles thereby exposing electrical wiring and low-energy communications cables. By removing the ceiling tiles, fire and smoke can travel more rapidly throughout the building.

There is evidence of mold and mildew around the window frames and walls. The gaskets on the windows have deteriorated and allow for heat to escape and cold air and rain to enter the building. The flooring in the facility has suffered years of water/sewage damage as well as basic neglect to the point that employees who suffer from allergies have reportedly had to seek medical treatment and loss of days work. In interviews conducted with employees, virtually everyone mentioned the lack of maintenance and poor sanitary conditions that exist in the police department. The employee survey conducted by MRI indicated 80.43% either disagreed or strongly disagreed that the current facility provides a clean and safe environment in which to deliver a professional level of service to the community.

In addition to crowded conditions, it is quite evident that the entire area used by the Gloucester Police Department does not receive the janitorial attention that it should. The entire facility is serviced by a full-time City employee who, by union contract is only accountable to the Department of Public Works. The police department has no supervisory control over the employee and that has hampered efforts to properly maintain the facility on a day-to-day basis. By contrast, housekeeping conditions in the Gloucester District Court area were excellent.

Throughout the building, a number of fire extinguishers have been placed in inaccessible locations and could not be reached quickly in the event of a fire. For example, two (2) multi-purpose dry chemical extinguishers are located at the rear of the roll call room. A multi-purpose dry-chemical extinguisher in the holding cell area is in need of service.

The entire working area of the police building is not properly secured from unauthorized entry. Operational areas of the building are not adequately protected from surreptitious entry and possible sabotage. Although the doors entering the facility from the lobby and cellblock area are controlled by a push button code locking system, there is no provision for tracking and recording access. The combination codes are also widely known. Tracking who enters a police facility is an essential part of conducting police business but does not take place in Gloucester. In addition, there are no security locks on doors preventing prisoner escapes from the booking area and/or gaining access to the civilian employees whose offices are at the top of the stairway.

There are nine (9) black and white cameras to maintain surveillance security in the lobby, garage/carport entrance, three (3) adult male jail cells (#1, #2, #3), detention hallway, inside rear door, breath test room, and the rear entrance door. The two (2) juvenile cells which also serve as adult female cells, along with four (4) adult male cells, do not have security cameras installed. The camera in the booking area has been out of service for a number of months and there are no immediate plans to repair/replace it. There are no security cameras monitoring the outside perimeter of the facility including the LPG tank. The cameras in the jail cells and the garage/carport are monitored by the communications personnel and the shift commanders.

Furthermore, it was learned the heating system is deficient; some areas of the facility are cold while others are unbearably warm. The facility is heated by natural gas and is a forced hot air system. The furnace/generator room is also used for haphazard storage with chemicals and solvents stored on the workbench in this area. The back-up generator is approximately twenty-six (26) years old and is supplied by natural gas and backed by a 500-gallon liquid propane tank that is located in the rear of the building. The generator is tested on a regular basis (every Sunday) but it could not be determined if the system is ever tested "at load". A liquid propane back-up tank is located to the side of the facility which is within close proximity of the structure. Our concerns are:

1. The liquid propane gas tank is in violation of the distance requirements of the NFPA 58, *Liquefied Gas Code* and the Massachusetts Board of Fire Prevention regulations, 527 CMR.

2. Because the liquid propane gas tank is located within close proximity of the facility, this poses a serious concern of catastrophic damage to the structure and integrity of the building should the liquid propane gas tank explode.

There is no central air conditioning system. This requires the agency to install individual window units that accrue to the already cold drafts emanating from the windows in the winter. Electricity is provided by National Grid and an emergency generator which is located in the basement.

The exterior of the facility is over grown with vegetation creating hidden areas which certainly compromise the integrity and safety of the facility from acts of vandalism and sabotage. The cement steps leading to the police/courthouse facility are severely deteriorated to the point they pose a significant hazard to those who frequently use them and a liability to the City of Gloucester. We were informed by police staff that a couple of years ago a police officer fell on the steps and was out of work for nearly two (2) months with a line of duty injury.

Public access to the building is on the Main Street side. Court visitors are required to pass through a security checkpoint that includes a magnetometer (for human screening) and an x-ray/conveyor belt system (for screening of personal belongings). All other entrances are for authorized personnel only.

The public lobby is small and not considered user friendly. In order to speak to police personnel, visitors must use a remote phone to contact the "house officer". This also requires the house officer or the records clerk to leave his/her work station and walk to the public window. There is not enough room for forms and literature for the general public. Several years ago, the police department installed a large bullet resistant window in the lobby for additional protection. Unfortunately, the entire wall was constructed out of sheetrock instead of brick or cement, or ballistic material. This defeats the entire objective of installing the bullet resistant window. The placement of the camera offers limited view of persons entering and exiting the restrooms located to the side of the public lobby.

The Communications Center is very small to accommodate two (2) full-time police dispatchers on duty 24/7. The Communications Center is located in an area physically removed from, but in view of, the police department lobby.

The police department is wired for both cable television and the internet. The computer system is maintained by the City's IT section. We observed a mix match of wiring above the ceiling tiles and computer routers literally hanging from the ceiling in the investigative area. Cable television is located throughout the facility. MRI Consultants witnessed that TVs were on continuously in the offices and communications area. Based upon observations and interviews of

employees, MRI consultants are of the opinion that the TVs contribute to lowering productivity and are a distraction to the duties and responsibilities of the staff.

The current phone system is in immediate need of replacement. The phone system is an AT&T Merlin 300 system which was installed back in 1986 and has had minimal upgrades since then. The technology of the phone system is obsolete and the vendor who maintains the system is unable to obtain parts if the system malfunctions. The system does not allow the department the ability to have caller ID or individual voicemail, and there have been issues concerning lost calls when they are transferred. The police department has indicated they are in the process of using grant funds to purchase a new phone system which will be installed this year.

The roll-call/report writing room, which is located in the front of the building, has large windows which allow the public to see in as they pass by on the sidewalk. It is essential to have a roll-call/report writing room as private as possible. The large windows in the roll call/report writing room are easily pushed opened from the outside requiring the department to permanently install a metal barrier for added security.

There is a central Evidence Room located in the hallway across from the Investigative Services area. The room is secured; however, it is not alarmed or monitored by closed circuit TV. The Evidence Room also has a suspended ceiling which can be easily accessed through the female locker room. More detailed information regarding the Evidence Room is provided in Chapter 10.

The records area is located on the first floor of the police facility adjacent to the communications area. The room is located at the top of the stairway where prisoners are frequently escorted by court officers and police officers. During the day, the records room is unsecured and has a large open service window and the door is left opened. There is a considerable safety concern for the civilian employees who often come in contact with prisoners. What was most interesting is that the records area was recently relocated to its current location. In the past, the records area was situated where the present Shift Commander's Office is located, which afforded the Records Division adequate space for file cabinets and better security.

The garage/carport is located on the Rogers Street side of the building and is accessible to the police department and the Gloucester District Court personnel. The garage/carport has a total of fourteen (14) parking spaces in which four (4) spaces are reserved for court personnel. The garage/carport has limited security and is exposed to weather conditions and birds that frequently nest in the ceilings. Off-Highway Recreational Vehicles, Speed Trailers, Mountain Bikes,

and various police equipment are left unsecured and exposed to the elements of the weather in the garage/carport. This is neither cost effective nor efficient for police equipment that is very costly to purchase and/or replace.

The garage/carport area is adjacent to the basement and is under a portion of the first floor. No determination was made as to the fire resistance rating of the floor/ceiling assembly above the carport.

Currently there is no secured "sally-port" (secure garage used for loading/unloading prisoners). This lack of a secured sally-port poses significant safety concerns for the officers, prisoners, and general public. The garage/carport is equipped with an automatic door; however, it is normally left opened. The Gloucester Police Department and Essex County Sheriff's Department use the entrance to the garage/carport for transporting prisoners. We were informed it is mandated that the automatic door be closed prior to an arrested person being removed from the transporting vehicle, but found it is not common practice. The automatic door is operable by a few marked police vehicles equipped with remote controls and electrically controlled in the Communications Center.

The Police Department presently has one (1) garage that in the past housed the City's ambulance. In 1985, the ambulance service was transferred to the Gloucester Fire Department. Today, the garage is utilized as a Fitness Room which is left unsecured. The Fitness Room does not provide for any safety features such as a panic alarm button for medical emergencies.

Also located in the garage/carport area is the agency's records storage room. The records storage room is poorly lighted, damp and archival records are kept in a haphazard fashion. Although locked, the metal double-leaf doors were easily opened with a shoulder shove. The facility's utility meters are also housed in the room making records assessable to utility readers. The police department stores police criminal reports, arrest reports, juvenile offense, arrest reports, and personnel files in this area. The garage/carport area is accessible to the public, so this room is highly vulnerable to anyone who wanted to quickly and easily start a large fire or remove old police files. Archived records, which must be kept in perpetuity by Massachusetts statute, are not easily accessed and subject to being stolen, misplaced and viewed by the general public. There is no doubt the integrity, confidentiality, and security of the files stored in the records storage room are certainly compromised.

Parking for employees is very limited. Most of the police employees park their personal vehicles in the parking lot adjacent to the police facility. A total of twenty-three (23) parking spaces are shared with court personnel and the general public. As part of a signed agreement between the Essex County

Commissioners and the City of Gloucester, eight (8) parking spaces are reserved for court personnel. When the Gloucester District Court is open for business, the parking lot can become cluttered with vehicles making it difficult for traffic to enter and exit. Parking is constrained and potentially hazardous.

The Gloucester Police Department operates a temporary holding facility that is used by the Police Department, the Gloucester District Court, and, occasionally, by the United States Coast Guard. The Gloucester Police Department holding area only allows for the processing of suspects temporarily detained or awaiting transportation or bail. However, we were informed that at times, the Department does hold female prisoners from Friday to Monday morning if bail cannot be obtained. Upon examining the holding area, MRI consultants immediately identified several safety and health/sanitary deficiencies which could be addressed with minimal financial impact to the police department. In addition to inadequate air circulation and lighting, there are numerous conditions that currently exist in the cells that have the potential of providing detainees with an opportunity to cause serious injury or death to themselves. Most notably the construction of the metal beds allows foreign objects to be attached and hidden, assisting in escape or suicide attempts.

In the Commonwealth of Massachusetts, there are mandatory standards that apply to police lockups, as well as CALEA Standards for such facilities that would certainly come into play if any litigation against the City occurs as a result of the operation of its cellblock area.

MRI consultants were informed that the Gloucester Police Department failed the most recent inspection, dated February 17, 2009, by the Commonwealth of Massachusetts, Department of Public Health. *The response of the department has been the same as to past inspections: "no funding available."*

Some of the issues outlined in the February 17, 2009, report are:

- Ceiling dirty in female cell.
- Floor dirty in juvenile cell.
- Lighting required: One light fixture not working.
- Lighting required: Lighting inadequate in both female and juvenile cell near the toilet fixture.
- Plumbing fixtures to be sanitized: Sink and toilet fixture dirty in juvenile cell.

- Walls dirty in juvenile cell.
- Wall paint damaged in cell 2.
- Bolts missing from plastic bar covering in cells M2, M6, and M7.
- Toilet dirty in cells M1 and M5
- Hot water temperature recorded at 70 degrees in cells and should be in the range of 110 – 130 degrees.

The City and the Gloucester Police Department addressed the concerns outlined by the state officials with regard to painting, sanitizing the sinks and toilets, washing the floors, and replacing damaged toilets. However, a letter from Lieutenant Aiello to the State Department of Health informed state officials that no funding is available to make the recommended repairs.

The Supervisors' labor union has filed grievances with the City identifying the concerns for officer safety and the opportunity for prisoner suicides. The City took measures to install suicide skirts on some toilets, but took no further action.

The cellblock area is also not equipped with panic or duress alarms. We were initially informed that all Gloucester police officers have panic alarms on their assigned portable radio which would be acceptable; however, we later learned some of the officers do not have this feature on their radios.

The holding facility has single station smoke detectors that are not connected to the building fire alarm system. The police department has posted evacuation plans in the cellblock area which was a mandate of the fire department several years ago.

The cell doors pose a visible risk to prisoners. There was some considerable discussion that the new holding cell doors would interfere with the current video camera systems and the ventilation of the cells; however, these concerns can be addressed with an effective air circulation system.

The detention area has minimal monitoring by video cameras and lacks audio capability. The detention area needs to be enhanced with a two-way audio system that has the capability of recording. This system is necessary in the event that detainees and/or officers have to alert dispatchers of emergency needs. We were informed that the dispatchers are only required to make visual

checks of prisoners and there are no formal procedures for the documentation and the frequency of the checks.

The holding cells consist of male, female, and juvenile cells. The female and juvenile cells are used to secure both adult females and juvenile offenders. Gloucester Police Department personnel informed us that the juvenile cells provide adequate sight and sound separation from adults when juveniles and adults are in custody. The police department also makes use of an interview room outside the cellblock area for any *Status Offender* (a juvenile accused of an offense that would not be a crime if committed by an adult) being detained. The assessment team is of the opinion the Gloucester Police Department is in minimal compliance with the Juvenile Justice Delinquency Protection Act (JJDPa).

The booking room lacks permanently mounted signs at all entry points to serve as reminders to the officers to secure their weapon before entering. There are no permanently mounted weapon lockers before you enter the booking room from the garage/carport or from within the building. The department has one weapons locker in the booking desk; however, MRI consultants were informed some officers decline to secure their weapons while booking a prisoner even though they are aware of the inherent dangers.

In the booking area, in plain view and accessible, were liquid cleaning solutions, mops, and various cleaning tools which could pose a potential threat to officers. Staff informed us they are aware of the hazards posed by such chemicals and items and have addressed this issue with the custodian with minimal results.

Ideally, the department's armament and ammunition should be stored in a dust-proof, moisture-proof room away from any potential threats. In Gloucester, armament is presently locked in an "old photo lab" room located adjacent to the prisoner processing area. The physical location of the armament room and the storage of ammunition, solvents, and combustible materials within the armament room create a substantial risk to the officers and others within the building.

The Gloucester Police Department has an indoor firing range located on the third floor above the Gloucester District Court. Indoor firing ranges are popular among law enforcement because they offer protection from inclement weather conditions and can be operated around the clock under controlled environmental conditions. However, this is not the case with the Gloucester Police Department. The Gloucester Police Department's indoor firing range has limited use and most likely does not provide the environmental controls to protect the health of shooters and range personnel from the effects of airborne lead, noise, and other potential exposures. The impulse noise emitting from the Indoor Firing Range

causes disruption for the Gloucester District Court and concerns among the public who frequent the shopping stores in the area. For these reasons, the Gloucester Police Department has made the decision to use the Indoor Firing Range on a limited basis (nights and weekends) and utilizes frangible ammunition.

In summary, the existing Gloucester Police headquarters is inefficient, poorly maintained, crowded, unpleasant in appearance and totally inadequate as a police facility. The Gloucester Police Department/District Court facility is one of the most important assets in the City's critical infrastructure. However, most of the recommendations have a minimal financial impact and should be part of normal, routine maintenance of the facility. Most importantly, immediate action must be taken to correct the deplorable housekeeping and record storage conditions and to correct the unsafe conditions in the holding cell area.

The City of Gloucester should examine two alternatives; build a new facility or renovate the structure presently used by the police department. Both alternatives should receive careful study. It is our opinion that in Gloucester's case, renovation of the current police facility would be more expensive than a new facility. Furthermore, renovation of the current facility may prohibit efficient design because of the existing structural restrictions.

The City of Gloucester should take into consideration the value of the real estate property of the current police facility and how much revenue could be generated if the property were placed back on the tax roles.

Consideration should be given towards the need for a Public Safety Complex to house both the fire and police department if it is to receive the most effective and productive services possible.

Regardless of whether the City of Gloucester decides to build a new facility or renovate the current facility, plans should involve an architectural firm that is intimately familiar with police needs.

RECOMMENDATIONS

- 5.1 Replacing or renovating the Gloucester Police facility should be a top priority.
- 5.2 The Gloucester police leadership and the City administrators should become familiar with the IACP *Planning, Designing Guidelines for Constructing Police Facilities* training course. MRI highly recommends

this training course for police leadership, City administrators, and others responsible for administering construction or renovation of a new or existing facility.

- 5.3 The Gloucester Police Department should consolidate telephone, computer, E911, and electrical into one secure IT/mechanical room thereby freeing up valuable needed space.
- 5.4 The Gloucester Police Department should provide adequate interview rooms for the Investigative Services and Patrol Divisions.
- 5.5 Consider contracting the janitorial services to a private vendor to maintain the police facility or have the custodian be accountable and answerable to the Administrative Services Division of the Police Department.
- 5.6 Implement a schedule to apply a fresh coat of paint to all the rooms.
- 5.7 If not just for appearance and morale, the Gloucester Police Department should replace existing windows with a more energy efficient window to save costs on heating and air conditioning.
- 5.8 Replace damaged and/or missing ceiling tiles showing visible signs of mold and mildew from past water and sewage leaks.
- 5.9 Budget for the replacement of flooring in all areas.
- 5.10 The existing fire protection systems are totally inadequate and require immediate updating. We recommend that the following steps be taken:
 - a. Design and install a complete automatic sprinkler system. A sprinkler system would detect and immediately extinguish or control a fire in the building. Nearly all fires in buildings with sprinklers are controlled by the activation of one or two heads; fire, smoke and water damage are minimal and the building can usually be re-occupied within hours.
 - b. Conduct a complete evaluation of the existing fire alarm system by a licensed fire alarm contractor or registered fire protection engineer.
- 5.11 The unsafe housekeeping (improper storage of combustibles) conditions should be corrected immediately. This can be accomplished by a number of means:

- a. Dispose of all unnecessary materials (e.g. toys, stuffed animals, equipment, magazines, unneeded records).
 - b. Establish an organized records keeping system that ensures that records are reasonably protected from fire, theft, and accidental water damage. A possible option for archive records includes digital scanning or microfiche.
 - c. Remove all flammable and combustible liquids from the building or provide a fire-rated cabinet for the storage of flammable and combustible liquids. In addition, provide a listed, self-closing container for the disposal of rags that have been used with combustible or flammable liquids.
 - d. Remove all storage, including trash barrels, from the stairwell enclosures.
- 5.12 The Gloucester Fire Department should inspect the facility on an annual basis (at a minimum) and establish a fire department operations pre-plan.
- 5.13 Recommend that the City retain the services of a licensed master electrician to conduct a complete inspection and survey of the building's electrical system. Any electrical code violations should be corrected immediately. In addition, the following corrective measures should be completed:
- a. Remove wiring and cables that pass through the suspended ceiling assembly and re-install all ceiling tiles.
 - b. Conduct regular tests and maintenance, including full load tests at prescribed intervals, on the emergency generator in accordance with NFPA 110, *Standard for Emergency and Standby Power Systems*.
- 5.14 Conditions in the cellblock area, including the juvenile holding cell, raise very serious fire safety concerns.
- a. The lack of supervised smoke detectors that are connected to the fire alarm system, and the lack of an automatic sprinkler system.
 - b. The holding cell area should be evaluated for strict compliance with current fire safety standards for correctional and detention facilities.

- c. Remove the combustible padding material from the “padded” cell that is currently used as a storage room. (We understand this has already been done.)
 - d. Until such time as minimum fire safety standards and code requirements can be met, the use of the holding cells should be discontinued. As explained at the City Council Meeting of May 19, 2009, the placement of an individual (civilian or sworn) to monitor prisoners in-person, could take the place of shutting down the holding facility until the recommended upgrades have been accomplished.
- 5.15 Formal written procedures should be established or updated for this facility, including, but not limited to the following:
- a. Fire and emergency response and evacuation procedures (including all types of emergencies: natural disasters, technological hazards, and man-made events);
 - b. Continuity of Operations Plans (COOP). These plans would establish guidelines and procedures for providing police services to the community in the event that the building or key functions (i.e. dispatch, 9-1-1, etc.) were disabled. Following the establishment of a COOP plan for the police department, a program should be established for developing COOP for all City departments and functions.
 - c. All personnel should receive training on all plans and procedures that are developed. The plans and procedures should be tested regularly with drills, tabletop exercises, and full-scale exercises and revised accordingly.
- 5.16 Maintain accurate records of all tests and maintenance on the emergency generator.
- 5.17 Recommend the City of Gloucester conduct an air sample test in the entire facility to ensure the circulation of fresh and purified air is within the State’s Public Health standards.
- 5.18 The Gloucester Police Department should re-construct the wall in the lobby surrounding the bullet resistant window with brick, concrete, steel or other ballistic material to provide maximum safety.

- 5.19 Have the Department of Public Works remove all outside vegetation near the building.
- 5.20 Repair the cement steps leading to the police/courthouse facility.
- 5.21 A modern access control system for areas such as records, evidence room, dispatch, temporary holding area, detectives, and administration would allow for immediate detection of unauthorized users and allow personnel access only through certain doors during certain times. A closed circuit television system would complement this control.
- 5.22 The Gloucester Police Department should consider other alternatives for a safe and secure fitness room for its employees.
- 5.23 Recommend the use of the single garage located in the carport as storage for OHRVs, Speed Trailers, and Mountain Bikes.
- 5.24 The garage/carport, the processing area, and the cellblock area should be entirely separate from any other activity. Departmental personnel and the public should be denied access without specific purposes.
- 5.25 Implement a directive requiring the automatic door to the garage/carport be secured at all times and electrically controlled by the dispatch center only.
- 5.26 The Gloucester Police Department should immediately consider other alternatives and location for the storage of police records. A secured, clean, and dry storage area with limited accessibility by police personnel is required for proper record retention.
- 5.27 Police personnel should be provided parking facilities without interfering with the traffic and parking generated by the general public and department vehicles. A separate parking area for police personnel should be considered.
- 5.28 The Gloucester Police Department should seek other alternatives such as transporting detainees to the county jail versus having them remain in the cellblock area in excess of eight (8) hours.
- 5.29 The Gloucester Police Department should immediately implement a written directive requiring all officers to secure their firearm before entering the cellblock area and install weapons lockers at entry points. (CALEA 72.4.1)

- 5.30 The Gloucester Police Department should install in the holding area permanently mounted signs at all entry points to serve as reminders to the officers to secure their weapon before entering. (CALIEA 72.4.1)
- 5.31 Safety and health/sanitary deficiencies identified in this report should be immediately addressed with minimal financial impact to the police department. (CALEA 72.2.1)
- 5.32 The Gloucester Police Department should work with the City to immediately address the safety and health concerns addressed in this report.
- 5.33 The Gloucester Police Department should implement a policy restricting employees from entering any cellblock alone unless they are clearly monitored by audio and video devices. (CALEA 72.4.2)
- 5.34 The Gloucester Police Department should have a policy requiring supervisory staff to conduct daily visual inspections of the facility with special focus on the holding area. (CALEA 72.2.3)
- 5.35 The Gloucester Fire Department should provide the police department with the documentation of the inspections for their files. (CALEA 72.3.1)
- 5.36 The current ventilation and lighting in each holding cell is inadequate and should be addressed. The department should replace the current system with one that provides for 100% of the air from the cells being ducted to the exterior.
- 5.37 The Gloucester Police Department should contract with a specialist to repair and/or replace the existing security cameras and to have additional cameras with recording capabilities installed in each jail cell, booking room, outside perimeter, and hallways.
- 5.38 The prisoners would be better served by replacing all of the fixtures with new stainless steel equipment which will provide access to clean drinking water and optimum sanitary conditions. (CALEA 72.2.1)
- 5.39 The Gloucester Police Department should consider replacing the cell doors with a more modern and safe door such as a sliding solid door of poly carbonate, equipped with a vision panel.
- 5.40 The cellblock area needs to be enhanced with a two-way audio system that has the capability of recording since detainees and officers may have to alert communications officers of emergency needs.

CHAPTER 6

VEHICLE FLEET

OVERVIEW

Probably no City vehicle receives as much continual use as a police vehicle. Efficient management of a police motor vehicle fleet involves keeping mileage, maintenance, performance, and repair records for each vehicle. It involves the regular scheduling of routine preventative maintenance and safety inspections of all vehicles. When consideration is given to the critical mission of the police fleet, one must conclude that police vehicle maintenance is of the utmost importance.

Police vehicles are classed as emergency vehicles (along with fire trucks, ambulances, and rescue vehicles) and as such, must have more frequent preventative maintenance and safety inspections, particularly since they are operated 24 hours per day, 365 days per year. When good vehicle fleet management programs are followed, it is not uncommon to actually reduce total operating costs of the fleet while improving the operational capability and condition of all vehicles.

MRI reviewed the vehicles in use by the Gloucester Police Department as well as how they are equipped and maintained for service. This included interviews and review of the maintenance records, equipment records, and inventory of the fleet.

OBSERVATIONS

Gloucester Police Department vehicles, with the exception of the street supervisor's vehicle, were found to be conspicuously marked and readily identified as police vehicles from every view and from long distances by the public which allows for officer safety.

Currently, the Gloucester Police Department's complete list of motor vehicles includes:

- Six marked vehicles (Patrol)
- Two marked pick-up trucks (Patrol)
- One marked vehicle (Traffic)

- Three unmarked vehicles (Street Supervisor, Operations Commander, Chief)
- Six unmarked vehicles (Detectives)
- One marked van (Animal Control)

13-Mar-09

Patrol Vehicles

Year	Make	Model	Assigned	Mileage
2005	Ford	CV Unmarked	Supervisor	94,012
2005	Ford	CV Marked	Traffic	147,200
2006	Ford	CV Marked	Patrol	92,516
2007	Ford	F150 Marked	Patrol	24,151
2007	Ford	F150 Marked	Patrol	26,655
2007	Ford	CV Marked	Patrol	84,450
2008	Ford	CV Marked	Patrol	51,000
2008	Ford	CV Marked	Patrol	61,703
2008	Ford	CV Marked	Patrol	44,329
2008	Ford	CV Marked	Patrol	19,242

Detective Vehicles

Year	Make	Model	Assigned	Mileage
2002	Saturn	SC1 Unmarked	Detectives	73,540
2002	Ford	Explorer	Detectives	89,750
2001	Dodge	Intrepid	Detectives	78,998
2000	GMC	Jimmy	Detectives	94,099
2000	Dodge	Durango	Detectives	116,361
1999	Pontiac	Grand Am	Detectives	74,554

Administrative Vehicles

Year	Make	Model	Assigned	Mileage
2005	Ford	CV Unmarked	Ops Comm.	112,809
2007	Ford	CV Unmarked	Chief	17,821

Specialty Services Vehicles

Year	Make	Model	Assigned	Mileage
2007	Ford	Freestyle	Animal Control	35,893
2007	Honda	ATV	Patrol	
2007	Honda	ATV	Patrol	
		Trailer	Patrol	
		Speed Trailer	Patrol	
		Speed Trailer	Patrol	

In the past, the police department was authorized to purchase 4 - 5 police vehicles each year. As a result of budgetary cuts, the department has made the decision to lease its vehicles. The Gloucester Police Department leases police vehicles and has all emergency vehicle equipment installed by MHQ of Natick, Massachusetts, which is a one stop shopping system for emergency vehicles. Because MHQ has been awarded the bid contract for the Metropolitan Area Planning Commission and the Commonwealth of Massachusetts, the police department does not solicit sealed bids. Currently, the department's vehicle replacement program consists of leasing two (2) police package vehicles each year. The three-year leasing program costs the police department approximately \$27,900 per vehicle for the lease period. This year the police department is projecting to purchase an additional vehicle to replace the vehicle assigned to the Chief of Police. The police chief's 2007 Ford Crown Victoria will be re-assigned to the street supervisors. There is no vehicle specifically assigned to the shift commander. If a shift commander is required to respond to an emergency situation, a patrol officer must provide transportation.

In addition to the vehicles assigned to patrol and investigations, there are several support vehicles. These vehicles include two (2) Ford F150 pick-up trucks, two (2) Honda All Terrain Vehicles, and a moped that is used by parking enforcement. The pick-up trucks are utilized by the officers during snowstorms as they afford the officer the availability of four-wheel drive. The department purchased the four door pick-up trucks as a cost saving measure over a sport utility vehicle. Gloucester makes use of two (2) Honda Off-Highway Recreational Vehicles (OHRV) as part of their Community Policing program. The OHRVs are used on the main roads in the downtown business district and along the beaches. Some of the officers expressed concerns regarding the utilization of the OHRVs on the roadways, but the Commonwealth of Massachusetts has advised the department that it was legal. A couple of years ago, Gloucester purchased a T3 Scooter as a method of transportation for Parking Enforcement and to enhance the department's community policing efforts. T3 Scooters are used by a large number of police agencies in the Commonwealth of Massachusetts with great success. The department, at one time, had a

converted ambulance which was outfitted for special events but had been taken out service because of excessive rust and major repairs. The Gloucester Police Department makes use of a trailer that was purchased with Highway Safety grants to support their Child Safety Seat program and to assist during major events.

Gloucester police officers are assigned a specific vehicle for a period of up to a year. The police department assigns police officers to a designated cruiser based on how well the officer maintains his/her cruiser. Officers who routinely clean and maintain their vehicle are assigned the newer vehicles. This practice has proven to be effective and the police department should be commended for its efforts in maintaining the fleet.

The department provides basic cleaning supplies but does not require the officers to routinely clean their assigned vehicle. In addition, the police department has negotiated with a local automatic car wash in the City where officers are allowed to wash and vacuum their police vehicle as needed.

The Investigative Services Section presently has six (6) unmarked non-police package vehicles. Up until recently, each detective was authorized to have a "take home" vehicle in order to handle any call-out requests. Vehicles assigned to detectives are vehicles that were seized by the agency through the Federal Drug Asset Forfeiture program. What may seem like a bargain may actually be additional costs in maintenance for vehicles that are 6 -10 years old with mileages from 75,000 to 117,000.

The safety, dependability and serviceability of Gloucester Police Department vehicles are the responsibility of the mechanics employed by the Department of Public Works. In the Comparable Survey, we found two other communities serviced their police vehicles at the community Department of Public Works while others utilized the local dealership. The maintenance to the police department fleet along with gasoline purchases are budgeted in Public Works accounts. During our field review, it was clearly evident that the mechanics take pride in their duties and responsibilities. From our inspections and interviews, the mechanics should be complimented for the hard work and pride they take in maintaining the fleet.

Police vehicles are inspected and preventative maintenance procedures are completed every two to three weeks regardless of mileage. The mechanics are of the opinion replacing engine oil and conducting inspections every two to three weeks is a better system than replacing oil at specified mileage intervals even though they admit at times some cruisers have more than 3,000 miles since the last oil change while others have less. Oil changes in detective and administrative vehicles are completed every 3,000 miles. The Gloucester Police

Department has a practice of mounting plugged or patched tires on first line police cruisers which frequently engage in emergency driving situations. This practice may be cost effective but certainly is not safe. Approximately 32% of the employees surveyed indicated that they felt the fleet was well maintained and provided safe transportation, while 44% either Disagreed or Strongly Disagreed.

The mechanics responsible for the preventative maintenance and repairs to the police fleet are not Automotive Service Excellence (ASE) certified and do not periodically receive additional training from the vehicle's manufacturer in areas such as brakes, ABS System, engine, steering, and rear differential repairs. The mechanics stated that they have the necessary equipment to perform their duties and that there is enough years of experience on the Department of Public Works to repair the vehicles. The only times vehicles are contracted out to a vendor for service are for auto body and transmission repairs, which is understandable.

At the time this assessment was conducted, the first line patrol vehicles were in average state of repair with odometer readings from 19,000 to 147,000 miles. Studies by the National Bureau of Standards reflect a sharp rise in law enforcement vehicle maintenance costs between 70,000 – 80,000 speedometer miles. Operating first line patrol vehicles in excess of 80,000 is neither cost effective nor safe for the officers who frequently operate vehicles in emergency situations.

The police department assigns the responsibility of disinfection of blood borne pathogens and other bodily fluids in the cruisers to the in-house custodian. We were presented with information that the custodian has been given training and is taking all reasonable precautions in dealing with blood borne pathogens when cleaning the cruisers.

RECOMMENDATIONS

- 6.1 The Gloucester Police Department should equip the street supervisor's vehicle as a marked unit so that it is readily identified as police vehicle. (CALEA 41.3.1)
- 6.2 Assign a marked police vehicle to the watch commander so he/she has the ability to supervise the streets and respond to emergency situations.
- 6.3 Implement a written directive outlining the inspection of police cruisers and equipment on a daily basis. (CALEA 41.3.2)
- 6.4 Require supervisors to review Vehicle Inspection Forms on a daily basis to ensure compliance.

- 6.5 Develop a written directive governing operation of specialty vehicles such as all terrain vehicles and scooters. (CALEA 41.1.3)
- 6.6 Require all officers to be responsible for the vehicle's operation, care, and maintenance. Supervisors should ensure officers routinely clean their police vehicle.
- 6.7 Review whether or not an Investigative Services Section the size of Gloucester requires six (6) vehicles.
- 6.8 The mechanics responsible for the preventative maintenance and repairs to the police fleet should receive ASE certification and periodically receive additional training from vehicle manufacturers in areas such as brakes, ABS System, engine, steering, and rear differential repairs.
- 6.9 Consider a goal of replacing marked police vehicles at 75,000 - 80,000 miles.
- 6.10 Routine maintenance system provided by the City of Gloucester to the police department should be conducted every 3,000 miles.
- 6.11 Discontinue the practice of mounting plugged and/patched tires on first line police cruisers which frequently engage in emergency driving situations. This practice may be cost effective but certainly is not safe.
- 6.12 Adopt the practice of trading-in police vehicles at 75,000 – 80,000 miles or rotating these vehicles from the line to support positions within the department or other City departments. Administrative vehicles should require replacement less frequently than patrol vehicles
- 6.13 A procedure should be established for “red-line” or placing a cruiser out of service and warning officers not to utilize a vehicle when conditions warrant.
- 6.14 The police in-house custodian should continue to receive training on the topic of Blood Borne Pathogens and should be required to wear latex gloves when cleaning the interior of the vehicles.

CHAPTER 7

CRUISER EQUIPMENT

OVERVIEW

The mission of the Gloucester Police Department will determine the amount and type of police equipment carried in all patrol vehicles. Police cruisers, like fire apparatus, are specialty vehicles. The type of vehicle itself is selected for its suitability for the purposes for which it is intended, as well as the equipment it must carry. The list of equipment assigned to each vehicle is an important indicator of the officer's ability to properly perform the various tasks assigned to him/her by the department.

MRI reviewed the Gloucester Police Department vehicles, as well as how they are equipped.

OBSERVATIONS

Gloucester police patrol vehicles are equipped with a console for radio and siren systems, a flashlight, and a prisoner transport partition. The factory rear seats have been replaced with a durable, easy-to-clean plastic seat. The plastic seat increases the space available in the rear compartment, eliminates the ability to hide contraband in the back of the car, and makes it easier to decontaminate the back seat after an exposure to body fluids. The police department is in the process of replacing ineffective light bars with new Whelen light emitting diode (LED) warning lights. LED light bars allow for high intensity with low power consumption. The LED light bars also allow for maximum passive and active warning in both moving and stationary traffic.

The department issues hand held radar units to the officers at the beginning of the shift. The radar equipment certifications were found to be up-to-date. The radar equipment is certified by a company that responds to the police department on an annual basis.

The "Traffic Enforcement" vehicle is the only cruiser properly equipped with a mounted Mobile Data Terminal (MDT). Unfortunately, this vehicle is often out of service. The selected communities surveyed in the Comparable Survey indicated they had MDTs available in all marked police units. MDTs are essential

in the daily performance of law enforcement duties. They allow officers to query for wanted persons, stolen vehicles, motor vehicle checks and NCIC checks in conjunction with receiving radio assignments. There are no immediate plans to purchase additional MDTs.

Gloucester patrol vehicles are also well equipped with the following items:

- Water Rescue Equipment (Throw Rope and Life Jacket)
- First Aid Kit
- Sharps Container
- Automatic External Defibrillator (AED)
- Flares
- Crime Scene Tape
- Life Hammer
- Threat Level IIIA Ballistic Vest
- ABC Fire Extinguisher
- Blanket
- Traffic Vest
- Measuring Tape
- Mossberg Shotgun
- AR-15 Colt 223
- Oxygen Tank

During our on-site review, we were informed that several of the Automatic External Defibrillators (AED) were in need of repair or replacement. Three out of four communities surveyed provided AEDs for patrol officers. AEDs are considered a vital piece of equipment for first responders. The use of AEDs within the first minutes of sudden cardiac arrest can save the lives of up to 90% of its victims.

Because of the lack of funds in the budget, some police vehicles are not equipped with tire deflation devices. Tire deflation devices are very effective in reducing the dangers of police pursuits. Studies have shown in just about every police pursuit the suspect has stopped within minutes of deployment of a tire

deflation device. Officers should receive training in the proper use of these devices.

The Gloucester Police Department does not have a written directive outlining the inspection of police cruisers and equipment. There is no official procedure for the patrol vehicle inspection when one shift takes charge of the patrol vehicles from the preceding shift. It was noted some officers do inspect their vehicles while others do not. When inspections are done, any defects, damages or missing equipment are reported on the department's in-house computer. Presently, Sergeant Leanos, the day shift supervisor, is responsible to review the computer data, conduct follow-up inspections, and arrange for repairs.

Failure to carefully inspect the patrol vehicle not only results in unreported damage of vehicles and starting a tour of duty without the necessary emergency equipment (flares, first-aid supplies, etc.), but also represents a danger to the officer in these instances where a suspect may have concealed a weapon or contraband in the rear passenger compartment.

With regard to patrol vehicle weapons, the Gloucester police officers are trained annually in the proficiency of department issued shotguns and patrol rifles. Police officers are given the option on whether to carry a shotgun or patrol rifle. In communities that were surveyed for this report, all but one provided shotguns and rifles for the patrol officers.

RECOMMENDATIONS

- 7.1 A vehicle inspection policy should have a comprehensive check-off sheet that requires the officers to report any damage or deficiencies to the vehicle and should be implemented immediately. It is very important to identify the responsibility of the patrol supervisors to insure that all vehicles are inspected at every shift change and that a report is made of defects or damage noted. (CALEA 41.3.2)
- 7.2 Supervisors should follow-up on reports of defects and damage to determine if appropriate corrective action is taken.
- 7.3 Budget or seek funds to purchase additional MDTs for each marked cruiser.
- 7.4 Establish a written directive regulating the use of MDTs. (CALEA 41.3.7)
- 7.5 Make it a priority to replace and or repair the department's AEDs.

- 7.6 Consider purchasing additional Tire Deflation Device systems for every marked cruiser in the fleet and provide policy direction and training for their use.
- 7.7 Equip each patrol vehicle with Haz-Mat Identification Book, Sharps Container, Nitrile Gloves, and Antiseptic for handling infectious disease in order to reduce liability.
- 7.8 Continue the use of patrol rifles such as an AR 15 and phase out the use of shotguns. This would allow the officer improved accuracy and an expanded ammunition capacity.
- 7.9 Consider the following optional equipment in the future:
 - a. Ballistic Shields
 - b. Kevlar Helmets
 - c. Trauma Packs to include Absorbent Hemostatic Agent

CHAPTER 8

UNIFORMS AND EQUIPMENT

OVERVIEW

A police officer's appearance not only affects his/her efficiency, demeanor, and morale, but also reflects on his/her fellow officers, the agency, and the community. The word uniform implies that uniformed members of the department should wear identical apparel and personal equipment. If there is no uniformity in appearance, then there is no uniform.

Failure to insist on compliance with a dress code tarnishes the image and credibility of an organization. The credibility of an officer on the witness stand is often measured in part by his professional bearing which includes his/her appearance.

Good grooming does not in and of itself, makes an efficient and well-disciplined officer. However, when an agency insists on good grooming and proper appearance as a matter of general policy, it is taking the first step toward becoming a well-disciplined organization. Poor grooming and relaxed standards for personal appearance not only reflect on the personality of the individual officer, but are also indicative of the supervisor's approval and acceptance of lowered standards.

OBSERVATIONS

The overall appearance of the personnel in the Gloucester Police Department is generally substandard. Grooming standards in the Gloucester Police Department, consistent with national trends, have become relaxed due to the general acceptance of current styles prevalent among the public. There were, however, exceptions which detracted from the professional appearance image of the agency. Some individuals were in need of haircuts and a shave. MRI consultants were informed the police union was successful in a recent labor grievance permitting facial hair after an officer reported for duty with a goatee and the police administration failed to address it in a timely fashion.

All officers are issued Glock Model 23 .40 caliber semi-automatic pistols for service use. They were purchased in 2001 and according to the firearms instructors they are in very good condition because of the efforts of the agency in

performing regular preventative maintenance. The decision to purchase Glock pistols was based on the safe action of the weapon and the cost. The Glock was also found to be reliable and easier for the officers to shoot because of its lightweight polymer frame. Police officers carry a total of 40 rounds on their person between the firearm and two ammo pouches.

According to Sergeant Leanos, officers are directed to carry only the type of weapon and ammunition issued and authorized by the department. However, officers who wish to carry an off-duty or back-up weapon are only authorized to have a Glock Model 27. Police officers are prohibited from altering or modifying the firearms or ammunition without the expressed permission of the Chief of Police.

Officers are also issued the following pieces of individual equipment:

- Police Photo ID
- One (1) breast badge
- Hat badge
- Ammo Pouch
- Cuff Case
- Set of Peerless or Smith & Wesson chain handcuffs
- Streamlight Stinger XT flashlight
- OC MK-3 Foam Alcohol Base Spray
- Expandable Baton

Officers are permitted to have additional handcuffs tucked in their duty belt if they so wish. The police department initially issued ASP batons but is slowly making the transition to the Monadnock friction-lock Batons. Because of budgetary cuts, the transition has been slower than expected.

The department also provides each officer with a choice of Threat Level IIA or Level III ballistic vest depending on the officer's comfort level. Officers are not mandated to wear their ballistic vest while on-duty and there is no requirement that they need to be readily available. Ballistic vests are replaced by the Department every five (5) years through a Federal Grant program. During our interviews with police officers, we were informed some officers have not been re-issued a replacement vest in ten (10) years. When we brought this matter to the attention of the police leadership, we were informed that is not possible.

There are two (2) types of police radios issued to an officer assigned to the Patrol Division:

- Motorola 1000
- Bearcat 120

The Motorola radios are equipped with an extended microphone/speaker and an alert button. The Bearcat 120 is more compact and does not have an alert button or extended microphone/speaker. Officers are given the choice of radio they prefer depending on availability and quantities.

The department does not have a policy outlining what items of equipment are issued and what the officers are expected to wear. Furthermore, the agency does not have a written directive outlining equipment and apparel not issued by the Gloucester Police Department to ensure uniformity and prevent the use of unauthorized or substandard items.

The department uniforms are functional but do not appear to be standardized throughout the agency. Officers assigned to the Uniform Division have the option to wear either a 5-11 Class B Battle Dress Uniform (BDU) style pant or a wool blend dress pant for patrol duty. The assessment team was informed some police officers find the BDU to be more comfortable while others agree the uniform does not project a positive image of the agency. The police leadership is of the opinion that the cost of the 5-11 BDU pants (\$50.00 a pair) versus the wool blend pant (\$80.00 a pair) is the deciding factor for most officers in selecting the 5-11 pants. In most police agencies, the BDU style pant is reserved for outside details, special assignments, and training exercises. In the summer, officers have the option to wear dark blue shorts with black sneakers.

With regard to police shirts, the Gloucester Police Department has a winter and summer uniform yet there is no specified period for wearing them. In the winter months, officers have the option to wear a light blue Flying Cross long sleeve shirt with an open collar, or a dark blue turtleneck shirt with a dark blue wool sweater. Superior officers assigned to the station are authorized to wear a white short sleeve polo shirt with an embroidered Gloucester Police Department badge on the left side. In the summer, officers are authorized to wear a light blue Flying Cross short sleeve shirt, or a blue polo shirt.

Police hats are optional and the officers have a choice of the traditional eight point police hat or a baseball hat.

The Gloucester Police Department issues nylon web gear to each officer when they are initially hired. The department has found that the nylon duty gear is quieter, lighter and easier to clean than traditional leather gear. Another deciding factor is that the Strong Leather Company, a manufacturer of police duty gear, is located in Gloucester, Massachusetts. The company offers a lifetime guarantee and will replace any worn or damaged nylon gear free of charge to the Gloucester Police Department.

MRI consultants noted that the clothing worn by sworn officers assigned to the Investigative Services Division was very casual and did not project a professional image. Individuals assigned to the Investigative Services Division are authorized to wear casual clothes, no tie, and on weekends blue jeans and sneakers.

The amount of the clothing allowance should be sufficient to insure that each officer maintains an adequate supply of functional equipment as determined by inspections. The appropriate amount for the uniform allowance should also be determined by replacement cost and estimated life expectancy of the uniform items.

The City of Gloucester furnishes each officer with an annual uniform allowance of eight hundred dollars (\$800.00) and a dry cleaning allowance of one hundred seventy-five dollars (\$175.00). This allowance is drawn in one single payment to each officer in November of each year. There are no checks and balances to insure that officers are, in fact, spending the allowances for uniform equipment/cleaning and not converting it to personal use. There are no strict controls in place on this benefit to insure that it is not abused.

RECOMMENDATIONS

- 8.1 In order to ensure professional appearance and personal safety, all employees, whether in uniform or civilian attire should be neatly dressed and groomed in accordance to contemporary conservative standards as determined by the Gloucester Police Department. (CALEA 26.1.1)
- 8.2 Provide for daily inspection of personnel and equipment. (CALEA 53.1.1)
- 8.3 Supervisors should be especially attentive to the cleanliness and good repair of uniforms and be held accountable for the appearance of their personnel. General orders detailing such inspections should be implemented. (CALEA 53.2.1) Supervisors should insure that all issued equipment is in good operating order at all times.

- 8.4 Implement a uniform policy to ensure uniformity and prevent the use of unauthorized or substandard items. Personnel and equipment inspections should be a routine part of the daily roll-call procedure.
- 8.5 Establish a committee of department members involving three patrol officers, one supervisor, and a superior officer to provide uniform suggestions to the Chief of Police.
- 8.6 Issue all officers assigned to the Patrol Division a Motorola portable radio equipped with the alert button and extended microphone/speaker. The extended microphone/speaker makes it easier for an officer to hear or be heard and the panic button is a valuable safety feature that will also help to comply with the need for a panic button in the cellblock.
- 8.7 Continue to replace all expandable batons to the Monadnock friction-lock Baton and require the officers assigned to the Patrol Division to wear them at all times while on duty.
- 8.8 Establish a written directive for the utilization of ballistic vests for the Patrol Division. (CALEA 41.3.5 41.3.6)
- 8.9 Direct that baseball hats not be worn on regular police duty and be limited to training, outside details, and special assignments.
- 8.10 Reconsider the practice of allowing police officers to wear the BDU for regular police duty and restrict its use to outside details, training, and special operations teams.
- 8.11 Discontinue the practice of the single lump sum payment for uniform allowance and dry cleaning. Rather, implement controlled systems for uniform purchases and cleaning. Contracts can be established with dry cleaning companies and uniform vendors.
- 8.12 Establish a dress code for sworn officers assigned to the Investigative Services Division to wear business attire such as a shirt, tie, or suit when more casual attire is not required for a specific assignment.
- 8.13 Establish a written directive for regular firearms inspections.
- 8.14 Establish a written directive defining summer and winter uniforms and a system for when the transition is made.

CHAPTER 9

PRISONER PROCESSING AND CONTROL

OVERVIEW

The safety of both prisoners and department members is of paramount importance. Therefore, it is necessary that the department have established policies and procedures for the processing of prisoners. All officers need to be trained on booking practices and policy requirements. Supervisors must be required to ensure all officers are aware of the department's policy and are adhering to it. If outside agencies are allowed to use the booking and holding facilities, they must comply with agency regulations as well. Employees need to be alert to any conditions that could jeopardize their safety or the prisoner's safety. Typically, prisoners are emotionally upset or traumatized by the circumstances of their arrest and being placed in a cell. These emotions are further exacerbated when the prisoner is under the influence of drugs and/or alcohol. This may result in erratic behavior to include becoming combative and suicidal. These are important considerations in the design of booking and holding facilities and development of policies.

Police departments today have to consider if they are in the business of operating a temporary detention facility or holding facility; modern holding practices require intake procedures such as medical and suicide risk screening. Provisions must be made for meals, visitors, dispensing medications, and monitoring high-risk detainees. Most small to average size police agencies are opting to detain prisoners no longer than necessary, seeking to transfer them as soon as possible to an authorized holding facility.

For the purpose of this section, MRI reviewed current policies, rules and regulations, and compared them to actual practice in the handling of prisoners. Additionally, MRI reviewed the capacity of the current facility to handle prisoners safely and in accordance with national best practices. Finally, MRI considered the security of the facility in handling prisoners.

OBSERVATIONS

The Gloucester Police Department's policy on prisoner intake and control is outdated and needs to be reviewed and updated immediately. The arrest policy

dates back to 1987. Handcuffing and the use of a seatbelt while transporting a prisoner are optional under the current policy. There are numerous “memos” that have been added over the years along with a hand drawn evacuation chart. Without a current and comprehensive policy that is reinforced by training and supervision, unsafe and inconsistent practices flourish. The policy should contain sections on searching prisoners, securing of firearms, photographing and fingerprinting of prisoners, safety and sanitation inspections, medical care of prisoners, documentation of property, phone calls, meals, evacuation procedures, and Massachusetts law governing arrestees and their constitutional rights. (CALEA Chapters 71 and 72) (Title VII, Chapter 40: Sections 36 B and C of the General Laws of Massachusetts)

Massachusetts law, Chapter 40, Section 36 C, requires that all members of a municipal police department receive training in suicide detection, intervention, and prevention. Refresher training is a condition of promotion. During our interviews, we were informed that this training is delivered through the Municipal Police Training Committee (MPTC) as part of the Police Academy and in-service training curriculums. We could not find any documentation in the Gloucester Police Department’s training files. If all the officers have received this training as part of completing the academy or MPTC in-service training, the department should have a copy of their attendance and a course curriculum on file. It should be noted that the policy manual contains a memo marked “G.O.”, dated 1987, and appears to be some type of form for screening for suicide risk.

Gloucester prisoners are transported to the station via cruiser while separated from the officer with a Plexiglas partition. Cruisers drive into the carport area which is open to the public. All modern police facilities that have a detention area have a sallyport that allows for the safe and secure transfer of prisoners to the booking area and a lock box where officers secure their firearms prior to releasing the prisoner from the transport vehicle. Gloucester does not have a secure sallyport or permanently mounted lockboxes. Although the carport area can be somewhat secured with an automatic door, for the most part it is left in the upright/open position. This area also doubles as a parking garage for police and employee vehicles, storage for All Terrain Vehicles (ATV) and equipment which could pose a safety risk in the event a prisoner were to escape. There is a video camera of the garage area. During our inspections, both the dispatchers and the Watch Commander did not have the ability to monitor these areas because of equipment malfunction. The cellblock area is accessible to civilian personnel. This area should be separated and secure from the rest of the building.

While an officer is in route to the station with a prisoner, he/she calls into dispatch and requests that the Watch Commander and House Officer meet them. It is the duty of the Watch Commander to book the prisoner and the House Officer to search the prisoner. There is one lockbox in the booking desk for

officers to secure their weapons; however, it is not used consistently. There are no other lockboxes before you enter the booking area from the garage or other parts of the building. The arresting officer stands next to the arrestee during the booking process. Some Watch Commanders require two officers to stand guard.

During MRI's inspection, the phone for prisoner calls was missing. Prisoners are allowed to make a phone call using the booking officer's phone. This is a "regular" hard plastic phone and cord set which could be used as a weapon.

Since the "garage" area doubles as a parking area, the booking/cellblock rooms are not secure. During our inspection, we observed a number of employees walking through the area and out the door leading outside. There are no panic alarms, nor video and sound surveillance of the booking area.

Three of the six cells are monitored via video in dispatch. However, one of the monitors is broken. Dispatch does have the capability to monitor audio in some of the cells when the equipment is operating properly. The House Officer monitors the prisoners and conducts cellblock checks every half hour. If the prisoner is deemed suicidal, the House Officer checks every fifteen minutes. Checks are recorded on a device that date/time stamps the time of the check. It should be noted that we received conflicting information on this procedure. The Watch Commander used to be able to watch the cellblock area; however, that monitor was removed for repairs and never returned. The General Laws of Massachusetts, Chapter 40, Section 36B, require at least one jail cell to have audio monitoring capability unless a prisoner can be heard from the duty desk. This law also requires adequate cellblock checks when they are occupied and some type of electronic recording device to record these checks. CALEA Standards state that occupied cells should be checked at least every thirty minutes (CALEA Chapter 72). Additionally, the law mandates adequate cell ventilation. MRI surveyed four comparable police departments: Northampton MA; Shrewsbury, MA; Franklin, MA; and Portsmouth, NH. All four departments responded that all of their jail cells are under video surveillance.

Prisoner property is inventoried and secured in a large plastic bag specifically manufactured for this purpose. The bag can be securely sealed. Prisoner property is locked in small lockers upstairs in the Watch Commander's office. During our inspection, we observed several lockers that had unreturned property in them for prisoners that had been transported to jail. This property was combined into the last locker. At some point, an attempt is made to bring the property to the jail. This means that these prisoners did not sign a receipt claiming that their property was returned. This is an important practice, as it insures against theft and false complaints against officers. The booking software has a feature for recording property and printing receipts. Prisoner outerwear is left on a bench adjacent to the booking desk. Shoes and belts are removed from

police department prisoners and stored next to the cell. This does not always appear to be the case for court prisoners. Prisoners that have been exposed to OC spray are allowed to rinse their face and eyes in a mop sink. That is exactly what it is, a sink used to rinse the mops used to clean the cell area. This is not a sanitary practice.

Modern detention facility design requires solid doors. The Gloucester cells are the old style with bars; however, they have been covered with Plexiglas, which is suitable and allowable under Massachusetts law. Three rear cells are no longer used because they do not have video surveillance. The toilets in these cells do not have suicide skirts. The inability to use all available cells results in the routine doubling and sometimes tripling of prisoners in the other cells. This is an unsafe practice. Air circulation and lighting in the cells is poor. The construction of metal bunks or beds allows for the hiding of foreign objects. MRI was informed that the Gloucester Police Department failed an inspection conducted by the Department of Public Health, Commonwealth of Massachusetts. Some of the identified issues were rectified; however, other issues such as lighting and insufficient hot water were not rectified due to a lack of funding.

Most police departments try to limit holding time by transporting prisoners to a secure facility as soon as possible, attempting to prevent holding them overnight. Gloucester does try and limit the holding time; however, there are occasions when prisoners are kept confined in cells for 24 hours and possibly longer. Holding prisoners for a long period of time increases the risk of injury, suicide, escape, and liability.

The booking photos are digital but cannot be embedded in the department's reporting software. The software vendor reports that this is currently possible if the police department upgrades their software to the latest edition. The department has an Automated Fingerprint Identification System (AFIS) machine that was acquired second hand. They have another, slightly more up-to-date, used machine they are waiting to install. We were told that the officers do not like to use the AFIS and prefer inked prints. Many times officers do not photograph or fingerprint prisoners at all. Massachusetts Law, MGL 263, Section 1a, mandates that anyone arrested for a felony be fingerprinted. There is also another memo in the policy manual that mandates that all prisoners be fingerprinted. Photographs and fingerprints should be mandated immediately. AFIS should be the preferred method of fingerprinting prisoners. It gives you immediate feedback as to whether the print is acceptable, is uploaded into the state database, and can confirm or refute the identity of your prisoner if his or her prints are in the system. Prisoner meals, phone calls, and the use of prescribed medications are not documented.

The holding area is not equipped with panic alarms. Not all of the officers have a panic alarm feature on their portable radios. Panic alarms that are activated by pressing a large button provide redundancy and offer another level of officer safety. Also, the holding area contained janitorial supplies that were left out in the open. These can pose a threat to officers and should be secured.

Unique to Gloucester is the "sharing" of the building with the court. This also translates into sharing the cellblock area. During our first inspection we observed numerous court prisoners with their shoes on. Shoelaces are a suicide risk. All of the cells were doubled up with court prisoners. We were informed that these were court prisoners and came under the jurisdiction of the court officers. As we were leaving, a court officer was entering with three more prisoners. The Lieutenant asked what he was going to do with them. His response was that he was going to have to "triple them up". When asked about the practice of not removing shoes and tripling of prisoners, we were informed that the court abides by its own rules. Since the cellblock belongs to the City of Gloucester and is under the control of the police department, the court should be mandated to follow police policies and practices. The booking and confinement policy should have a section on holding prisoners for other agencies. If the court refuses to abide by City policies, they should sign an agreement releasing the City from any liability in the event that property is destroyed or missing or someone is injured or dies.

The Gloucester Police Department has two other cells for female and juvenile prisoners that are minimally sight and sound separated. They are not wired for sight and sound monitoring. During our initial tour, the Lieutenant opened the juvenile cell to find a juvenile incarcerated. This was a court prisoner that she did not know was there. These cells have a small room that a matron can use to watch a female prisoner.

Additionally, the booking and cellblock areas were inspected for fire safety. Conditions in the cellblock area, including the juvenile holding cell, raise very serious fire safety concerns. The lack of smoke detectors that are connected to the fire alarm system, lack of an automatic sprinkler system, and the lack of electronic cell door locks that can be quickly released in the event of an emergency means that even a small fire in this area could result in prisoner deaths or serious injuries. Refer to the fire inspection report at Appendix B.

RECOMMENDATIONS

- 9.1 The cell area should be evaluated for strict compliance with current fire safety standards for correctional and detention facilities (CALEA 72.3.1). (See Fire Inspection Report, Appendix B.)

- 9.2 Until such time as minimum fire safety standards and code requirements can be met, the use of the holding cells should be discontinued. An alternative would be to assign an officer or other trained person to physically monitor the prisoners. (See Fire Inspection Report, Appendix B.)
- 9.3 Write and adopt a comprehensive prisoner processing and control policy to include the use of the cellblock by the court and other outside agencies. The policy should contain sections on searching prisoners, securing of firearms, photographing and fingerprinting of prisoners, documentation of prisoner injuries, safety and sanitation inspections, medical care of prisoners, documentation of property, phone calls, meals, evacuation procedures, length of holding time, bail procedures, Massachusetts Law governing arrestees and their constitutional rights (CALEA Chapters 71 and 72) (Title VII, Chapter 40: Sections 36 B and C of the General Laws of Massachusetts). Officers should receive mandatory training on this policy.
- 9.4 Once all the safety issues are satisfied, the Gloucester Police Department should limit the holding of prisoners to 8 hours only. Other alternatives such as transporting them to the county holding facility after processing should be explored.
- 9.5 Department policy should require that all prisoners be searched, handcuffed with their hands behind them, and secured in vehicles with safety restraints prior to transportation to the booking facility.
- 9.6 Firearms need to be secured whenever prisoners are booked. Signage should be added to doors leading into the area. Weapons lockboxes should be purchased and permanently installed.
- 9.7 Access to the booking and cell area should be secured to prevent escape. The cellblock area should be separated by a locked door from other areas. All doors must be locked and secured to prevent an escape. The use of the elevator should be restricted to transporting prisoners or for police and court business only.
- 9.8 Civilian and/or unauthorized personnel should not be allowed to access the area.
- 9.9 Panic alarms should be installed in the booking and cellblock areas.
- 9.10 Video and sound surveillance should be updated to include the booking area, entrance, egress, cellblocks, and Breathalyzer area. Video and

audio monitoring should allow for the recording of these communications. The area should be posted to inform prisoners that they are being recorded.

- 9.11 Photographing and fingerprinting should be mandatory, not optional. Massachusetts General Law Chapter 263, Section 1a, requires the fingerprinting of all individuals arrested for a felony level crime.
- 9.12 The carport area should be secured. The practice of using it to openly store equipment should be discontinued. The overhead door should be secured at all times. These are areas that need to be enclosed from the public. Creative use of some type of fencing may make it less intrusive or unsightly.
- 9.13 A weekly, documented sanitation and security inspection procedure should be adopted immediately. Prisoners should be given access to clean water and a sink to rinse OC residue from their eyes and skin. (CALEA 72.3)
- 9.14 Sanitation spray and wipes should be made accessible to officers.
- 9.15 All employees that come into contact with prisoners should be given training in the area of body fluid contact or universal protections.
- 9.16 Doubling and tripling of prisoners should discontinue. If it is necessary, the House Officer should be assigned to the booking area to watch them.
- 9.17 Watch Commanders need to provide better control over prisoner property. All property should be returned and signed for when the prisoner is released. Lockers for prisoner property should be purchased and installed in the booking area. This will reduce the chance of transporting prisoners to the jail without their belongings.
- 9.18 Meals, phone calls, and the dispensing of any prescribed medications should be logged and specified by policy. (MGL Chapter 40: Section 34) (CALEA 71.3.1)
- 9.19 The prisoner phone should be replaced with an approved holding facility telephone. There are several different types on the market. Most are metal and have steel reinforced cable connecting the handset, or no handset at all.
- 9.20 Since all officers are certified in the use of a defibrillator, one should be located in the prisoner area.

- 9.21 Juveniles need to be monitored while detained. Currently the juvenile cell does not have video or sound capability.
- 9.22 Combustible padding material should be removed from the "padded" cell that is being used as a storage room. (See Fire Inspection Report, Appendix B.)
- 9.23 Remove all storage material from the holding cell area, including the material stored in the padded cell. All cleaning materials need to be secured. All storage rooms adjacent to the cellblock must be locked at all times. (See Fire Inspection Report, Appendix B.)
- 9.24 Insure that a first-aid kit is available and is inspected weekly and replenished as needed.
- 9.25 The multi-purpose fire extinguisher in the booking area needs servicing.
- 9.26 The air circulation and lighting within the cells are inadequate and should be corrected.

CHAPTER 10

INVESTIGATIONS, EVIDENCE, AND PROSECUTION

OVERVIEW

To a certain degree, criminal investigation is the responsibility of all members of a police agency. The degree of individual involvement in the investigative process is usually determined on a basis of need and circumstances. In some cases, the follow-up investigation of a crime may be the responsibility of the patrol officer. In other instances, it may be the responsibility of a detective. The involvement of specialized investigative personnel is normally dictated by the capacity of the patrol force and nature of the crime under investigation. Other factors such as the size of the agency and the nature of the community's crime problem must be considered. One thing is clear however; the responsibility for prevention of crime, the recovery of stolen property and the investigation of criminal activity is the responsibility shared by both Patrol and Investigative Services Division.

The property and evidence control function should provide for the security and control of seized, recovered and evidentiary property, as well as abandoned, lost, or found property in the custody of the department. This is critically important in supporting investigations, in helping to guarantee successful prosecution at criminal and civil trials, in facilitating the timely return of property to its rightful owners, and in establishing the agency's reputation as an honest, reputable agency, worthy of the public's confidence and trust.

Criminal cases are brought forward by a police agency and filed with the district court which has jurisdiction. More serious cases, such as felonies, that carry the possibility of lengthy prison terms are heard at the superior court level for trial and disposition.

MRI reviewed the methods and policies related to how all investigations, evidence, and prosecution is handled. For the purpose of this section MRI used CALEA Standards as a baseline whenever possible. Further, MRI reviewed practices to insure that the department is following its own current procedure.

OBSERVATIONS

Investigations

A primary management responsibility of the Gloucester Police Department is to maintain a fully staffed uniformed patrol force. Additionally, the Gloucester Police Department has a need for a specialized Criminal Investigation Unit. However, it is imperative that patrol and investigations must work closely together toward the goals and objectives inherent in the police mission.

It would appear from our contact with the personnel assigned to the Investigative Services Division that they are highly motivated and dedicated to their duties. Even though most of them indicated they have not received as much training as they would like, they appear both knowledgeable and professional in their orientation. We believe that the residents of Gloucester are well served by their efforts. The Investigative Services commander indicated that, as a result of limited funds in the police budget, additional training in areas such as Interviews and Interrogations, Crime Scene Processing, Sex Crime Investigations, Search and Seizure Laws, Managing an Investigative Services Division, and Updates on Case Law has been reduced.

In the present organization, the technical investigation of all but the most minor crime scenes is the responsibility of the Investigative Services Division. While patrol periodically collects some evidence, their involvement is erratic and varying in skill and expertise. During fieldwork, we were informed that the person processing a crime scene was dependent upon which Watch Commander was on duty at the time. Having inexperienced officers process a crime scene can compromise the outcome of an investigation. In most agencies the size of Gloucester, highly specialized teams consisting of patrol officers are utilized to process crime scenes thereby making investigators available for conducting interviews and identifying witnesses.

The overall quality of crime scene investigation on major scenes, such as homicides, is conducted by the Massachusetts State Police Crime Unit. The issue however, is the routine robberies, burglaries, and stolen vehicles which must be processed.

At the time of this writing, the investigative responsibility for the Gloucester Police Department rests with Detective Lieutenant Michael Lane. Lieutenant Lane's normal hours are 0800 – 1600 hours on a 4/2 work schedule. Lieutenant Lane is of the opinion the 4/2 work schedule prohibits him from working more closely with the detectives.

Lieutenant Lane also remains on call during all other hours and frequently participates in investigations. In addition, he serves as a day Watch Commander during absences and just recently has been assigned the duties of supervising the prosecution function.

As the Investigative Commander, Lieutenant Lane is assisted by three (3) detectives and one (1) undercover drug officer. As compared with other agencies used in the Comparable Survey, Gloucester is within the average of six (6) officers assigned to the Investigative Section. The undercover drug officer is assigned to the DEA Drug Task Force on a two to four year agreement by the Department. The Chief of Police and Lieutenant Lane both agree the undercover position is needed in order to address the increasing drug problem in the community. During employee interviews, the undercover drug officer position has been a source of complaints by several officers. Officers were of the opinion the position was not warranted. However, after speaking to officials from the District Court and the District Attorney's Office, there appears to be a genuine concern about the types and amount drugs available in the community.

The Investigative Services Division handles all of the general investigative functions including juvenile matters. According to Lieutenant Lane, everyone is a "generalist" when it comes to investigating crime. The Investigative Services Division operates with one or two detectives on duty from 0800 – 1600 hours seven days a week. No detectives are assigned to work evenings other than the undercover drug officer. Assigning detectives to work evenings would make them readily available to handle major incidents and reduce overtime for callbacks.

No one is designated as an on-call detective and, as far as we could determine, there is no formal policy on calling in detectives. The Watch Commander has total discretion to notify the Investigative Commander or the Operations Commander. The Investigative Services Division does not have a "call-back duty roster" available to the Operations Commander to insure investigators will be prepared to respond to calls regarding cases occurring during hours when there is no scheduled coverage. Adopting this practice would greatly increase investigative accountability and enhance the investigative and prosecution effort.

The Investigative Services Division caseload is made up of cases received from the Patrol Division plus a number of cases reported directly to, or initiated by, investigative personnel. We were unable to determine how many cases were assigned to Investigative Services Division, but it was estimated to be 15 -20 cases per detective.

The Gloucester Police Department has no formalized case management systems for the Investigative Services Division. Cases are reviewed by the Investigative

Commander to determine whether they warrant follow-up. The Investigative Commander takes into consideration the seriousness of the crime, the availability of physical evidence, investigative needs, and the likelihood that time and effort will result in a successful closure. We were also informed cases are obtained by the detectives who have the ability to review the police log and select cases for further investigation.

The Gloucester Police Department does not use any type of "Solvability Factors" system to determine case assignments in the Investigative Services Division. Solvability Factors have been used by progressive law enforcement agencies for well over thirty years (30) years with much success.

The Department does not have a time period to file a follow-up report on the case. In most situations, the detectives report back to the Investigative Commander within thirty (30) days, which is acceptable. The detective lieutenant reviews the case and either returns it to the detective for further work or closes out the case.

What we found highly unusual is that written statements, photos, and other items of evidentiary value are not filed with the case and forwarded to the Records Division for permanent filing. When a detective is reassigned or retires, he/she surrenders a box file to the department.

Lieutenant Lane reviews all cases going to a prosecutor, as well as all search and arrest warrant requests generated in the course of investigations conducted by detectives.

There are no written procedures in place to be followed by investigative personnel with regard to:

- Buy monies (utilization, issuance, reporting, and recovery)
- Informants (personnel files, file security, payment, debriefing)
- Utilization of juveniles as informants
- Equipment (maintenance, training, storage, availability)
- Intelligence files development and maintenance
- Property and evidence control procedures

Currently, assignments to the Investigative Services Division are made informally by the Chief of Police – usually, but not always, after consultation with Lieutenant Aiello and Detective Lieutenant Lane. The Chief of Police has stated that

personnel assigned to the Investigative Services Section were selected on the basis of the “best qualified” officers available in the Gloucester Police Department to perform investigative tasks.

The manner of selecting persons to serve in the investigative function was a source of criticism among officers interviewed in the Gloucester Police Department. The Gloucester Police Department does not have a formal policy or procedure regulating the selection or de-selection of personnel for the Investigative Services Division. If not properly handled, selection of detectives may be perceived as being arbitrary and a display of favoritism on part of the chief and other command officers. Some patrol officers viewed the assignment to detectives as acts of favoritism while the detectives were of the opinion the officers were simply jealous. Officers expressed their frustration that detectives do enjoy considerable personal flexibility in their attire, the use of unmarked take home vehicles, and a more scheduled work environment. (The use of take home vehicles was discontinued by the Chief of Police prior to this study as a fuel cost saving measure.) While some officers interviewed expressed no desire to be re-assigned to the Investigative Services Division because they are not “favored” by the administration, the fact remains that most Gloucester police officers find the investigative assignment highly desirable. If this issue is not addressed properly, the frustration in the uniform ranks with regard to career opportunities is considerable and the problem of stagnation and burnout with the Patrol Division cannot be ignored.

Many police agencies have found it advantageous to rotate patrol officers through the Investigative Services Division for a six-month period as a career development program. Within manpower constraints, we believe this type of program would be a positive step for the Gloucester Police Department. This will allow uniformed officers the opportunity to gain investigative experience and will assist in the career development aspect of the organization. Upon completion of the rotating assignment, the officer will return to patrol and be replaced by another officer. While assigned to the Investigative Services Division, the supervisor of this unit should ensure that the officer-trainee is given every opportunity to work on a variety of assignments and tasks. The officer temporarily assigned to the Investigative Services Division should be given broad exposure to all types of assignments.

Several positive benefits will be derived from this program.

- Patrol officers will learn the importance of conducting complete and detailed preliminary investigations during the course of performing follow-up work. This will result in more comprehensive investigations and increased skill in report writing.

- Officers will learn that assignment to the Investigative Services Division is not necessarily a “glamorous” or “status” assignment, but rather one which requires hard work, diligence, concentration, and long hours.
- Management will have an opportunity to observe and evaluate the investigative performance of departmental members assigned as rotating officer-investigators. Through such observation, a pool of trained officers will be available for future assignment as detectives when the need arises. Equally important is that once patrol officers are rotated through the investigative assignment, the patrol effort and cooperation between patrol and investigative function will be further enhanced.
- The experiences gained in the Investigative Services Division not only make them better crime fighters but increases their experience to assist them and compete for promotions.

Evidence

The Operations Commander (Lieutenant Aiello) and the second shift supervisor (Lieutenant McCarthy) are designated as the Evidence Custodians and are responsible, in addition to their other assigned duties, for care and management of the Evidence Room.

Upon request, Lieutenant Aiello presented two (2) policies regarding the procedures for the Handling, Preservation and Security of Evidence and Lost, Stolen and Received Property. The policies are not dated and appear to have been developed by the Massachusetts Police Institute in the 1970s. Also attached is a memo dated October 17, 1992, addressing all property of value and evidence. The policies cover the fundamentals of processing all evidence, property recovered in crime investigations, and found property, but does not address the minimum standards for the Evidence Room itself.

The practices employed for the storage of evidence is regarded as highly unusual by the team of MRI consultants. The Gloucester Police Department’s evidence and property inventory is located in five (5) separate areas, consisting of lockers, rooms, and cabinets within the facility:

- Patrol Evidence (room)
- Gun/Weapons Evidence (room)

- Temporary Gun/Weapons (storage locker)
- Money Evidence (safe)
- Investigative Services Division Evidence (room)

The main Evidence Room is located on the first floor of the facility and is accessed by use of a key. The Evidence Room is not alarmed and/or monitored by security cameras. The only level of security that exists is the locked Evidence Room door. Under CALEA Standards, extra security measures for securing evidence should be taken for items such as money, firearms and weapons, blood, other body fluids, and drugs. The department does not have a bar coding system to assist the evidence custodian with the management of the evidence and property stored in the room. Any evidence taken is kept in the Evidence Room. The Evidence Room is not adequate considering the nature of the drop ceiling which can be easily accessed through the female locker room. The Evidence Room is in need of disposing of old evidence which significantly, is not kept in an orderly fashion. Even though the Gloucester Police Department does not have an updated written policy regarding the procedures for the destruction or disposition of evidence and property, Lieutenant Aiello informed us that the department follows the state's guidelines for destruction of evidence such as drugs. Drug evidence is disposed of through a court order signed by a Superior Court Judge and is then destroyed.

Most of the evidence and property in the main Evidence Room was recovered by patrol personnel and was physically handed over to one of the two assigned evidence custodians. According to police officers, at the end of their shift, occasionally evidence is stored in employee's personal lockers until they are able to locate one of the two evidence custodians. This is not good police practice and seriously jeopardizes the integrity of the evidence.

The department Business Manager maintains all seized currency as a result of drug forfeitures, found property, or evidentiary value. The Business Manager maintains the currency in a safe in his office.

Because the Investigative Services Division also maintains a separate evidence locker, the detective lieutenant is responsible for the control of the evidence seized by detectives. Evidence involved in cases investigated by detectives and drugs are stored in an office that was formerly used by the DARE Officer. Again, the only level of security that exists for the Evidence Room in the Investigative Services Division is a locked door. There is no logging system in place and no policies in place.

Weapons that are seized by the agency as a result of a crime, domestic disturbances, and/or court orders are temporarily stored in the “gun draw” in the Watch Commander’s office. When one of the firearms instructors is able to remove the weapons from the office, the weapons are stored in the room located in the basement in the holding area.

There is a US mailbox located in the booking area that has been converted to a temporary holding locker, primarily for drug evidence. The drugs remain in the mailbox until personnel from the Investigative Services Division are able to transport the drugs to the lab for analysis.

The Gloucester Police Department does not have any provision for bulk evidence storage. The department relies on a designated area located at the Department of Public Works to impound drug asset forfeiture vehicles, police vehicles slated for auction, and other large items. The parking lot is open to the general public, with no lighting, and does not offer any level of security. There is no chain of evidence for vehicles or property stored in this unsecured area.

Prosecution

The Gloucester Police Department is ultimately responsible for the prosecution of traffic summonses, bail hearings, and court arraignments brought before the Gloucester District Court. A District Court Magistrate conducts probable cause hearings to issue criminal complaints and arrest warrants and determines whether or not probable cause does exist to bind the case over to Superior Court. The District Court Magistrate also reviews criminal and administrative search warrants.

At the beginning of our fieldwork, Officer Jenkins was assigned the duties and responsibilities of prosecuting cases before the Gloucester District Court. Officer Jenkins has approximately thirty-two (32) years of police experience with seven (7) years as the agency’s court officer. A vacancy was created recently when Officer Jenkins accepted an early retirement package offered by the City of Gloucester. Officer Jenkins was interviewed prior to his departure in order to gain a sense of the court officer responsibilities and what improvements could be made.

The Court Officer reports to both Lieutenant Lane and Lieutenant Auld depending on the matter at hand. It was estimated that the amount of time spent in the performance of these duties is about fifteen (15) hours per week. The remainder of the Court Officer’s time involves preparation for court proceedings. Currently this function is being performed by a detective with the assistance of the District Attorney’s Office. The court finds this arrangement unacceptable. The District

Attorney's Office is of the opinion the Gloucester Police Department would be better served by assigning a full-time police prosecutor with the minimum rank of sergeant.

District Judge Joseph Jennings and Court Magistrate Kevin Burke expressed their dissatisfaction with the overall appearance of Gloucester police officers coming before the court. Some officers' physical appearance and the variation of uniforms do not project an image of a well-disciplined and professional agency. Officers appear wearing polo shirts, un-pressed cargo style pants, and sneakers. It was reported that other police agencies that come before the Gloucester District Court appear to have higher standards than those of the Gloucester Police Department.

At the time fieldwork was being conducted, the court articulated their concerns about the overall quality of police reports, complaints, and requests for arrest and search warrants brought before the court. This concern was also expressed by other confidential sources. Problems identified were poorly written police reports, court complaints missing the elements of the offense, and improper charges. The court is of the opinion that police supervisors are not approving reports for content and the department is not providing law updates to the officers.

In the Commonwealth of Massachusetts, the police department is required to issue and/or mail the defendant, within four (4) business days, a written summons informing him/her of the pending charges and notice to appear in court. If the summons is not mailed to the accused within four (4) days, the charges are dismissed by the court. MRI consultants were informed that notices and summonses are often not sent out in a timely manner resulting in charges becoming nol-prossed (not prosecuted) by the Gloucester District Court. The main reason given as to why the department is unable to mail out summonses in a timely fashion is the lack of a postage machine. The District Attorney's Office has a postage machine; however, it is used strictly for the District Attorney's office. Presently, all outgoing mail is delivered by police personnel to City Hall for mailing. There is a time delay in getting the mail to City Hall.

The court is particularly concerned about the level of cooperation it receives from the Gloucester Police Department. An example given was the court's request it be provided with four (4) copies of police reports at the time of arraignments. The Gloucester Police Department furnishes the court with only one (1) copy of an arrest report thereby requiring the court's clerks to perform this additional task. The Gloucester Police Department has refused to make additional copies, citing the lack of funds in the police budget to support the court's request. The court finds this troublesome since other police agencies responding to the Gloucester District Court have complied.

The District Attorney's Office handles all criminal trial proceedings and motions to suppress hearings to be brought before the appropriate court. Attorney Hartigan is available to handle cases heard in the Gloucester District Court three (3) days a week. The District Attorney's Office also makes available to the police department an on-call Assistant District Attorney for legal advice in conducting search warrants and processing crime scenes. In addition, the District Attorney's Officer provides in-service training, free of charge, in areas such as domestic violence and legal updates.

RECOMMENDATIONS

- 10.1 The supervisor of the Investigative Services Division should be assigned to 5 days on/2 days off work schedule.
- 10.2 The Gloucester Police Department may want to consider having detectives who perform general investigative functions work between the hours of 11:00 a.m. and 7:00 p.m. Detectives concentrating on juvenile offenses should be afforded flexible hours consistent with needs based on juvenile activities.
- 10.3 The Investigative Services Division should publish a "call-back duty roster" which should be made available to the Operations Commander who in turn will notify Watch Commanders. In this manner, investigators will be prepared to respond to calls regarding cases occurring during hours when scheduled coverage is not provided.
- 10.4 The Gloucester Police Department should take steps to provide specialized training for detectives.
- 10.5 Immediately begin ensuring that adequate data is collected on a regular basis to monitor investigative productivity.
- 10.6 Implementation of a case management system. (CALEA 42.1.3)
- 10.7 Establishment of detailed record keeping procedures which will identify cases cleared by patrol, cases cleared by individual detectives based on investigative activity, caseloads with attached solvability factors, and physical evidence obtained. This information will essentially support and verify the effectiveness of the case management system. (CALEA 42.1.4)
- 10.8 Any documents of evidentiary value should be forwarded with the case file to the Records Division for permanent filing by case number.

- 10.9 All major cases as identified by the Gloucester Police Department policy should be assigned to the Investigative Services Division.
- 10.10 The Investigative Commander should maintain only open (working) case files. All closed or suspended case files, both adult and juvenile, along with any written reports should be maintained by the Records Division. All original copies of documents and reports relating to closed or suspended cases not in the Evidence Room should be filed in the Central Records case file.
- 10.11 To enhance the working relationship between the Patrol and Investigative Divisions the police department should provide training and equipment necessary for patrol officers to handle crime scene processing effectively. (CALEA 83.1.1) (CALEA 83.2.4)
- 10.12 Members of the Investigative Services Division should attend daily Roll Call Briefings with patrol officers. The routine presence of detectives at Roll Call Briefings would develop the spirit of cooperation between members of the patrol force and investigative personnel.
- 10.13 Allow for routine movement between the patrol ranks and the Investigative Services Division through a selection process and making the detective duties an "assignment".
- 10.14 The Gloucester Police Department should implement the practice of assigning three (3) detectives on a 36 to 60 month, staggered rotation basis and one (1) detective on a 6-month temporary assignment. This process would become a component of a department-wide career development program, and would further enhance the working relationship between patrol officers and detectives. The training and experience gained by these officers would enhance their abilities when assigned back to patrol.
- 10.15 The performance evaluation of investigators should include a review of the number of cases accepted for prosecution and the number of convictions obtained.
- 10.16 In the future, the Gloucester Police Department should consider developing a specialized team of patrol officers responsible for processing crime scenes.
- 10.17 Establish strict procedures for the handling of evidence once it comes under the control of the agency. Such control will include proper marking,

tagging, and completion of the property record sheets/inventory forms. Furthermore, proper methods of evidence packaging, storage, and transportation to the state laboratory for analysis should be developed. (CALEA 84.1.1)

- 10.18 The duties and responsibilities of evidence custodian should be assigned to a detective with another sworn officer as a backup.
- 10.19 All evidence personnel should be provided periodic opportunities for training in order to gain updated information on systems, procedures and new software enhancements to the evidence function.
- 10.20 The Evidence Room should be provided with an inexpensive intrusion alarm, security camera and a card access locking system as funds become available. The current situation for the Evidence Room is not adequate considering the nature of the drop ceiling. The issue of the drop ceiling could be resolved with the installation of a plywood or sheetrock ceiling.
- 10.21 Centralization of all evidence and property taken into custody by the officers.
- 10.22 Extra security measures should be taken to safeguard firearms, currency, jewelry, items of high value, and narcotics as required by CALEA Standards. This can be achieved by relocating the safe and locked cabinets to a location inside the Evidence Room.
- 10.23 Evidence and property control procedures should be fully documented as soon as possible and should include a policy and procedure for disposition. (CALEA 84.1.1)
- 10.24 The evidence custodian should retain the original receipts reflecting the disposition of the evidence. A copy should be placed in the case file. (CALEA 84.1.5)
- 10.25 A sample audit of evidence should be conducted and documented annually by a supervisor. (CALEA 84.1.6)
- 10.26 An unannounced inspection of the storage area should be conducted at the direction of the Chief of Police at least once a year. (CALEA 84.1.6)
- 10.27 Destruction or disposition of evidence or property should be reflected on the receipts form, in the log, and on a separate destruction report retained by the evidence custodian. All destruction of property or evidence should

be witnessed and certified by a supervisor or command officer. (CALEA 84.1.7) (CALEA 84.1.8)

- 10.28 Narcotics evidence should be receipted and logged by weight and count.
- 10.29 Firearms evidence or property should be destroyed and not converted to department use or traded in. Department policy should explicitly preclude the conversion of any property to department use absent a specific court order. (CALEA 84.1.8)
- 10.30 Secure provisions should be made for the storage of larger items of evidence now held at the Department of Public Works. (CALEA 84.1.2)
- 10.31 Purchase of a postage machine for police related business.
- 10.32 Improvement in the quality of police reports, warrants, complaints, and other related documents sent to the Gloucester District Court.
- 10.33 Assign a high priority to providing in-service training in the area of court preparation, court testimony and writing court complaints.
- 10.34 Implement a policy regarding a dress code for appearances in court.
- 10.35 Improve communication and develop a better working relationship with the Gloucester District Court.
- 10.36 Assign the duties associated with the role of court officer to a detective with the assistance of the District Attorney's Office.

CHAPTER 11

RECORDS SYSTEM

OVERVIEW

Records are maintained by police departments for a number of legitimate reasons. Well-kept records are necessary to satisfy state requirements, for internal and municipal use, and for the compilation of statistics for the region, state and federal government. The analysis of collision, incident, and arrest records is an important task for police administrators. These records often assist with the planning for the utilization of existing staff, as well as the justification for staff or equipment enhancements. Patrol and other crime prevention strategies might be modified based on a close reading of department held records.

The police activity report is a picture of department activity for the year and enables trends to be tracked over time. The data available from the computer system can be utilized by an agency to provide additional management information for the deployment of personnel and assist in determining the proper staffing levels and deployment. It is also important to take into consideration the average amount of time consumed from the time a call for service is received by the department until the call for service is cleared/completed by assigned personnel.

The computer system captures a great deal of detailed information about police activity and calls for service, including the time and date received, the nature of the call, amount of time devoted to that call, and the geographic area in which the incident occurred. Information is often entered in the computer system by dispatcher personnel. This data normally provides a wealth of information by which the department will be able to evaluate the adequacy of patrol staffing levels.

The department's conformity with the records management standards required by CALEA will ensure that this important administrative function remains within accepted police practices.

MRI reviewed the current operations of the Gloucester Police Department's Record Division to determine if the records functions remain within the accepted police practices as governed by CALEA.

OBSERVATIONS

The Gloucester Police Department does not have any written policies governing the administration of the Records System. A civilian Records Clerk is responsible for the maintenance of the records system for the Gloucester Police Department. This employee has well over 29 years of experience and is a very dedicated and competent employee who performs a myriad of important administrative tasks on a daily basis. However, most of her computer skills, aside from UCR/NIBRS (Uniform Crime Report/National Incident Based Reporting System) training, are self-taught. Although her work product is of excellent quality and completeness, her level of proficiency could be improved significantly if she received additional training. The Records Clerk is supported by the Accounts Clerk. The Accounts Clerk has experience in computer science and has been cross-trained in the duties of the Records Clerk. Depending on the situation, the Records Clerk reports to two (2) different lieutenants.

In Gloucester, reports are routed through the records section by a predetermined route from the dispatcher to the final disposition. When an officer is dispatched to an incident, the officer will gather the necessary information and then complete a report at the station. The report is submitted to the supervisor for approval and forwarded to the records function. The Records Clerk will occasionally make corrections in spelling, punctuation, and proper classification according to the FBI UCR standards.

The Gloucester Police Department relies solely on the computer system to store its current records. The department does not keep any hard copies of police documents other than collision reports. When a request is made for a police report, the Records Clerk prints out a copy and forwards it to the requestor. The department is perfectly content with this process since space is very limited within the facility to store record files. The problem with this process is the lack of a redundant system for police records. Any documents or items of evidentiary value collected by the officers and investigators are not stored in a central system within the Records Division.

Another area of concern relates to the submission of reports by officers. Good report writing is an excellent barometer of the professional competence of a police agency. MRI consultants were informed by the court, the District Attorney's Office, and department's own staff that police reports and documents submitted to the courts by the Gloucester Police Department are substandard and need to be improved. In Gloucester, police reports and documents are required to be reviewed by supervisors and shift commanders for quality and completeness. At the time of this writing, this review process is not routinely performed. More than one source has reported these reports are often filed in the records system without any supervisory review. Even though some reports

are reviewed by a supervisor the current practice of report submission is clearly unacceptable. MRI questions how a supervisor can "accurately evaluate" the work performance of a subordinate under the current system. In addition, this practice illustrates a clear lack of "accountability" with regard to the proper submission of reports.

The department does not identify juvenile files from adult files and keeps them filed together. The department was not in compliance with regulations mandating the separation of juvenile files from other files and procedures that must be adhered to for the expungement of records when ordered by the court.

The Records Clerk is responsible for preparing the mandated UCR for the Chief's signature. The system now utilized is called NIBRS. The advantages to the NIBRS program is that it provides reliable crime statistics for the police department to measure the amount of crime in the community. The Records Division does not provide monthly statistical information about crime problems and crime trends so that the department could develop strategies and problem-solving solutions to address them.

At one time, the Gloucester Police Department maintained geographical codes for reporting areas. This data is useful when determining workload manpower distribution. For unknown reasons, the police dispatchers discontinued the practice of entering geographical codes in the computer system.

Ordinarily, information is not to be given over the telephone without knowing the caller, even though no written procedure has been established for handling telephonic requests for information. Telephone requests from other police agencies and other official agencies are fulfilled by a return call to the requesting agency.

The department lacks sufficient space for the records function. The Records Clerk maintains one (1) to two (2) file cabinets for all police reports for the last two (2) years. When the records office was relocated to its present location, because of limited space, various file cabinets were distributed throughout the agency thereby jeopardizing the integrity of the files. The security of the records office is very minimal since it is reported that other employees possess keys to access the records office. The integrity of employees of the Gloucester Police Department is not questioned; however, constant vigilance of police records is necessary in order to avoid any unfortunate incident of misplaced reports.

There is a lack of physical barriers and security system to prevent prisoners in the booking room easy access to the clerk. Even though the Records Clerk is of

the opinion she is comfortable with the location, it does present some concerns for the safety of civilian employees if a prisoner should escape.

Archival records are kept in a haphazard fashion in the basement storage room adjacent to the carport. Although locked, the metal double-leaf doors were easily opened with a shoulder shove. In addition, the room is damp, poorly lit, highly disorganized, and it was literally overflowing with record files. The carport area is accessible to the public, so this room is highly vulnerable to anyone who wanted to quickly and easily remove or destroy police records. These files consist of highly confidential information including personnel records, juvenile cases, arrest reports, criminal investigation reports, and collision reports. The concern here is that the room also serves as the utility meter room for the police facility and is frequently accessed by outside personnel and other employees. It does not appear any steps are taken to preserve the confidentiality of all police records maintained by the agency in accordance to state statutes.

There is no program in place to dispose of all non-essential police related reports and personnel records at this time. As the Records Clerk noted, the agency "saves everything just in case." The department has no plans for implementing a document imaging system to preserve all police records and to ease valuable storage space.

There is no Schedule of Record Retention and Destruction established within the agency. We were unable to identify anyone in the agency who was familiar with the mandates for disposing of non-essential reports. Police records often have different retention cycles. In Massachusetts, this schedule is provided by the Secretary of State's Office. The criteria used to establish the retention cycle normally involves statutory requirements and storage limitations. It does not appear the department has a plan for the future to identify modern methods of storing and retrieving documents.

The computer software package used by the Gloucester Police Department is Microsystems Integrated Public Safety Solutions Inc. This software program system is barely meeting the basic needs of the Gloucester Police Department. There is a maintenance contract with Microsystems at the current annual cost of \$8,426.00. The computer system was installed in 1997 and has not had any upgrades since its initial purchase. Consequently, the capability of the computer software is being unnecessarily underutilized. Police employees expressed the need for upgrades and additional software to assist them in the performance of their duties. The ability to link digital photographs taken at crime scenes, collision, and mug shots would be of great importance. We were informed there are no long-range plans for the continued expansion and/or upgrade of both the computer hardware and software to insure efficiency. The Account Clerk backs-up the computer system on a server located in her office on a daily basis. She

delivers the tapes to the department's Chief Financial Officer who retains the tapes over the weekend for safekeeping and returns them on the following Monday.

The department has Internet access and has issued email addresses to each employee in the agency. Unfortunately, access to email can only be accomplished at one designated computer and it was reported most employees do not make use of this technology. The Internet is maintained by IT staff located at City Hall. There are no policies in place to control the use of department computers including the loading of unauthorized software and release of information maintained in the database.

RECOMMENDATIONS

- 11.1 Extensive review of the records management system to ensure compliance with current state and federal regulations and laws related to personnel records management.
- 11.2 Provide the Records Clerk with periodic training in areas such as Juvenile Records, Retention of Records, Crime Analysis, and NIBRS reporting to name a few.
- 11.3 All records should come under a single command and be organizationally placed under the Administrative Services Division.
- 11.4 Consider upgrading or replacing the current software program to allow the Gloucester Police Department to better utilize police information.
- 11.5 Juvenile Records need to be kept separate and secured from adult files. (CALEA 82.1.2)
- 11.6 The Gloucester Police Department Records Division needs to be better secured, limited access from agency personnel and a set of procedures developed for the release of information. (CALEA 82.1.1)
- 11.7 Access to juvenile records should be limited in order to maintain the confidentiality of the records. (CALEA 82.1.2)
- 11.8 A written procedure for dealing with juvenile records after reaching adult age and expunging court ordered cases needs to be implemented immediately. (CALEA 82.1.2)

- 11.9 Implement a procedure for preserving the security and integrity of the records computer system. The records area should be modified to provide physical barriers to prevent unauthorized persons entering the office. (CALEA 82.1.6)
- 11.10 The primary responsibility for complete and accurate reports should be placed on the Watch Commander as an integral part of his/her supervisory and evaluative functions. Approval of poor reports and failure to recognize an officer who does not progress in report writing should be noted and acted upon by the supervisor.
- 11.11 Adherence to the schedules established by the Commonwealth of Massachusetts with regard to the retention of records. (CALEA 82.1.3)
- 11.12 Develop and implement a records control procedure covering the accessibility and release of police records released to the public or to other criminal justice agencies. (CALEA 82.1.7)
- 11.13 Begin planning for the future and investigate modern methods of storing and retrieving documents. The department should explore the option of off-site storage and document imaging.
- 11.14 Ensure that dispatch personnel record received, dispatched, arrived, and cleared times on all Calls for Service.
- 11.15 Implementation of a directive governing the control of department computers and release of information maintained in the database.
- 11.16 Supervisors should view the UCR program as the “official” measure of crime, crime clearances, and arrest data.
- 11.17 Re-introduce the practice of entering geographical codes for each Call for Service.
- 11.18 Traffic citations should be tightly controlled, with department procedures governing the voiding of traffic citations documented.
- 11.19 Consideration should be given to implementing a Crime Analysis system. Crime Analysis can provide useful information in the agency’s long range planning efforts. (CALEA 15.3.1)
- 11.20 Consider the purchase of a Document Imaging System to accurately archive police documents.

11.21 Discontinue the current practice of sending back-up tapes home with an employee. Although a back-up server at a secure off-site location is preferred, these tapes could be secured at the police department in a fire rated safe.

CHAPTER 12

COMMUNICATIONS

OVERVIEW

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

OBSERVATIONS

The Communications Division was under the control of the midnight Watch Commander, Lieutenant O'Hanley, who has since retired. This is by assignment of the chief and is not memorialized in any written policy. When Lieutenant O'Hanley was off-duty, the Dispatch Center came under the direct supervision of the on-duty Watch Commander. According to Lieutenant O'Hanley, he was in charge of "everything that plugs in and takes batteries". Apparently, this is by choice, not designation. The department does not have an Information Technology (IT) person and relies on the City's IT department. The police department reports that the IT department is unresponsive to their needs. Since no one was assigned these functions and since Lieutenant O'Hanley has an aptitude for them, he took these duties on over time. Since Lieutenant O'Hanley has retired, it is unknown who will take over these responsibilities.

The Gloucester Police Department is a designated Public Safety Answering Point for the City of Gloucester and answers all 911-telephone lines. Fire and medical emergency calls are routed to the fire department. Two officers and a House Officer staff the Dispatch Center. The system operates on a Digital Centrex with a back up antenna on the roof and UNIX Microsystems "PRO-4" software. FCC

licenses were up to date, and not due to expire until Nov 18, 2013 (CALEA Chapter 81). The files contained all licenses back to 1991. Lieutenant O'Hanley has secured 10 frequencies in the event they receive funding to upgrade to microwave transmissions. There are some reported dead spots for the reception of radio transmissions. Lieutenant O'Hanley reports they are minimal, however officers reported that there are numerous dead spots and they feel the radio system is unreliable. Radios are not encrypted, meaning they can be monitored by anyone with a digital scanner and the proper frequency addresses. The center is equipped with the latest Global Positioning System technology to locate cellular phone callers. The center is equipped with a Telecommunications Device for the Deaf (TDD) to communicate with the hearing impaired.

Lieutenant O'Hanley reports the department has 50 Motorola portable radios that were acquired from the Chelsea Police Department. Chelsea was going to dispose of the radios after upgrading their system. All officers receive their own portable radios. Batteries are replenished when needed.

There are 12 Nextel cell phones. Several members of the department are allotted use of the cellular phones including the Chief of Police. It does not appear that there is a master roster of assigned phones. With the exception of one traffic vehicle, the fleet is not outfitted with MDTs. At the time of this report, the vehicle, outfitted with an MDT, was not functioning and was not available for patrol.

The Communication's Center is responsible for answering all 911 calls, dispatching units, recording information into Computer Aided Dispatch software, responding to officers in the field, relaying information to officers both inside and outside the building, assisting persons that come to the lobby, monitoring prisoners, and a host of other related tasks and assignments.

The dispatch room is adjacent to the entrance to the police station and courthouse. It is a small room off of a hallway adjacent to the lobby. People entering the lobby can walk up to a window and use a telephone to call a number of extensions to seek assistance. Communication officers act as receptionists and direct people to the services they need. The center is a small cramped room, with poor air circulation. It has three stations. It is staffed 24/7 by two Gloucester Police Officers and the House Officer. This is a contractual requirement. Officers are assigned to dispatch on a yearly basis. A number of people we interviewed pointed out that minimum manning on the street is four officers while the same staffing (including the Watch Commander) was required inside the station. There is no security for the center. A sliding window to the hallway is open. The door is left open at all times. Anyone inside the station is free to enter the center at any time. Some efficiency might be achieved by combining this space with the space currently utilized as the Watch

Commander's office. Since a majority of people visiting a police station are looking for copies of records, the Record's Clerk could be better utilized if she/he were adjacent to the lobby. A number of officers we interviewed expressed their opinion about the poor layout, ventilation, and equipment. During our observations, all officers were responsive and polite to the public. Currently the only communications training officers receive is provided by the Commonwealth of Massachusetts. There is a leak in the courthouse plumbing above the center that has stained the ceiling tiles.

The main radio antenna is shared with a cellular provider. There have been problems in the past when the provider has done work to the antenna and knocked out the police radio system. During interviews with officers, many complained about the physical state of the center and radio dead spots. Seventy percent (70%) of employees that responded to the survey felt that the communications system is unreliable. The chairs were noticeably frayed and in need of replacement. Lieutenant O'Hanley reports that he is responsible for system maintenance. When Lieutenant O'Hanley cannot complete repairs, they are outsourced to a vendor. A review of the budget shows that the department pays \$16,770 annually for a 24/7 Motorola Service Agreement.

In the event of a power outage, there is a back-up generator that is powered by natural gas and a back-up 500-gallon propane tank. It is on automatic start and powers up every Sunday. The Lieutenant reports that they do not test the system under full load. He recalls one occasion when the generator did not start and they dispatched from a cruiser that they brought to the station. The Lieutenant reports that they have access to the Massachusetts State Police Communication's Command Center. They also have the capability of switching to the roof-mounted antenna. However, coverage is limited. Operators have access to immediate recall of telephone and radio transmissions. Anyone that works in the center needs to be 911 certified by the Commonwealth of Massachusetts. Since any officer can work the center, all officers are certified. Occasionally the state will require updated training and the department is reimbursed for any overtime this may incur.

All computer systems are on uninterrupted power supply. There is no equipment replacement plan. The dispatch center is not equipped with a fire suppression system.

Officers are required to respond to all 911 calls, including 911 hang-up calls and medical calls.

Dispatchers have access to a language translation service. The center does have a disaster and critical incident plan, and follows the state's plan for Amber

Alert. A review of the plans revealed that they are in need of updating. Audible recordings are kept forever.

Phones are not equipped with caller identification. All dispatch operators share one computer terminal for running motor vehicle and records checks. The current system does not support a windows environment which would allow operators to access this information from their workstation. Dispatchers monitor cameras for the cellblock area, one of which was not functioning correctly.

RECOMMENDATIONS

- 12.1 There needs to be an overall policy for the Dispatch Center to include who has overall command authority and the protection of confidential public records including recorded phone and radio conversations. (CALEA 1.1.4)
- 12.2 The job description for dispatcher dates back to 1977 and has not been updated. It needs to be updated.
- 12.3 New closed circuit television cameras and monitors should be purchased to allow monitoring of all cells and entrances and exits.
- 12.4 The phone system should be upgraded to include caller ID and voicemail. This would reduce message taking by dispatchers and provide a greater level of service to citizens.
- 12.5 Critical incident and disaster management plans should be updated. All dispatchers should be required to be familiar with them. They should be accessible by both electronic and hard copy.
- 12.6 There are significant advantages to regional dispatching and MRI recommends joining the proposed regional dispatch center. Regional dispatching should provide a long-term solution to staffing, training, and equipping the dispatch function.
- 12.7 MRI recommends that the City transition to civilian dispatchers only if the terms/conditions of the regional dispatch center are not acceptable to the City or if a regional center fails to become operational. This would reduce payroll expenses since civilians are customarily paid less than sworn officers. It would provide continuity, since personnel would not be rotated in and out of dispatch yearly. It is also often the case that the attributes and physical abilities sought in a police officer are different from those sought in a dispatcher. (CALEA 1.3.2, 1.3.3) If the City is to provide an

in-house dispatch center staffed by civilians, it must be prepared to hire, train, and supervise the necessary personnel, and to equip the center with the appropriate equipment and technology. The investment of time and money required to fulfill this function should not be underestimated.

- 12.8 If the City is to retain its dispatching function, consideration should be given to relocating the dispatch center to larger quarters that can be secured. Frequent interruptions can diminish the level of service.
- 12.9 Cruisers should be equipped with MDTs to allow officers to access information and write reports in the field.
- 12.10 The generator should be tested under full load monthly and documented accordingly.
- 12.11 The City should adopt a capital equipment replacement plan for computers, cruiser radios and portable radios.
- 12.12 Fire suppression for electronic equipment should be researched and budgeted. Due to the sheer volume of electronic equipment, there is higher propensity for fire risk. (See Fire Inspection Report, Appendix B.)
- 12.13 Frequently the Dispatch Center processes and prints confidential information. A shredder or bin for confidential documents should be placed in the Center. (CALEA 6.1.6)
- 12.14 The Center should have its own Policy and Procedure Manual. Currently CALEA offers standards for Communication Centers, as does the Association of Public-Safety Communications Officials (APCO).
- 12.15 Current in-service training for personnel assigned to dispatch is inadequate. The department should explore creating it's own in-service training or sending officers to specialized training. A communication's training plan and training budget should be developed and included in the police department's budget (CALEA 5.2.6).
- 12.16 There is no plan for re-establishing public safety communications should the Communication's Center need to be evacuated or lose power.
- 12.17 The department needs to establish a clear chain of command for the Dispatch Center. Officers that staff the center are unsure as to who is in charge.

12.18 The department should create a communication's equipment inventory that lists all communication equipment owned by the department.

12.19 The leak above the center should be repaired immediately.

CHAPTER 13

USE OF TECHNOLOGY

OVERVIEW

At the close of the twentieth century, and during the first nine years of the twenty-first century, society has seen enormous technological advances. This has been especially true for municipal policing agencies. Digital radio communication, email, voicemail, the use of in-house computer systems, laptop computers installed in police cruisers, the installation of video-cameras in cruisers, digital photography, defibrillators in cruisers, new less lethal weapons, crime mapping, and crime analysis are just a few of the technological advancements that have impacted municipal policing, and made the nation's police departments more efficient. Keeping pace with these rapid changes can be expensive. To some extent, the existence of federal and state grants has provided funding for some of these changes, but as technology creates new ways to commit crime, police departments need to respond promptly. A prime example of this is cyber/internet crime and identity theft crimes. The additional training that must accompany these technological changes also impacts police department budgets.

MRI reviewed a number of categories of currently available police related technology with the Gloucester Police Department. MRI's mission was to determine the extent that the department uses technology in its daily operations as well as what controls are in place for their usage and the effectiveness of the technology it is utilizing.

OBSERVATIONS

The Gloucester Police Department is significantly deficient in the area of technology. MRI has been informed that many technology purchases have been requested over the years but that funding has not been forthcoming. Missing or inadequate technology can be found in a number of areas such as training, computer systems, community outreach, safety, security, and records retention. In some cases, basic systems existed at some level but the funding to provide for periodic replacement or repair has not been budgeted. What follows is a brief audit of some items of technology that can improve police service delivery. Of those employees who submitted surveys, 89% stated that they disagreed or strongly disagreed with the statement: "The department is keeping up with the

technological advances to provide a modern professional level of service to the public.”

Software

The Gloucester Police Department is using the Microsystems software package to store, retrieve and manage data to run the Department. This software is many years old and is not as versatile as the department would like. Of the four comparable police departments surveyed for this study, two utilize Pamet Software and two use IMC.

Defibrillators

The Gloucester Police Department owns six defibrillators. Five units are assigned to the line cruisers with the sixth kept in the station. Officer training levels are maintained as part of the First Responder Course.

Laptop Computers

Laptop computers in first line cruisers is now considered a basic tool of modern policing. Even small departments with limited resources see the need to provide this equipment. Having this resource allows the officer on patrol to connect to the department's computer system to access information and write reports. It also can be used to query state and federal databases for such necessary information as driver's licenses, vehicle registration numbers, wanted persons, and stolen property. The Gloucester Police Department did, until recently, have one laptop computer which was installed in a cruiser utilized to conduct traffic enforcement. That cruiser has now been taken off the line and the laptop is currently not being utilized. In a geographically large community, such as Gloucester, the ability of an officer to write an incident or accident report in his assigned area, forward it to a supervisor for review, while not having to return to the police station, would be a tremendous move forward. This change would allow an officer on patrol to remain within his/her patrol area and closer to his next call for service, providing for a higher level of police presence. The comparable communities of Franklin, MA; Northampton, MA; Shrewsbury, MA; and Portsmouth, NH, all have laptop computers installed in their cruisers that are connected to the main department computer.

ASP Expandable Batons

The department has purchased the ASP expandable baton. While they are not required to be carried, this tool allows officers to carry an impact weapon that is not as difficult to carry as previous types of long police batons.

In Cruiser Audio/Video Recording Systems

The Gloucester Police Department has not installed audio/video cameras in marked police cruisers. This is a valuable tool to improve training, recreating an

incident for court or internal purposes, and stands as a means of protection for the officer and the City against baseless accusations.

Law Enforcement Training Network (LETN)

LETN offers up-to-date police training and information for every discipline within municipal policing. It is also an excellent way for police departments to meet their training needs while bringing down costs. This network beams programming from satellites through a local antennae to be watched by police employees on their own schedule. LETN offers training in a host of areas, including Dispatch, Investigations, Leadership, Patrol, Officer Safety and Tactical Operations. The Gloucester Police Department did utilize LETN at some point in the past but discontinued the service due to lack of funding.

New England State Police Information Network (NESPIN)

The Gloucester Police Department is a member of NESPIN. NESPIN is one of six Regional Information Sharing Systems (RISS) that share intelligence and coordinate efforts against criminal networks that operate in many locations across jurisdictional lines. Typical targets of RISS activities are terrorism, drug trafficking, violent crime, cyber-crime, gang activity, and organized criminal activities. NESPIN also provides training and equipment for member departments to use.

Tasers (Electronic Muscular Disruption Technology)

The department has not adopted tasers for use by officers.

Radar/Lidar

The Department owns a mix of radar and lidar speed monitoring units which are deployed in line cruisers. There was disagreement from persons interviewed on whether or not the required annual calibrations are being completed.

Breath Testing Device

The Department owns an Intoxilyzer 5000 breath-testing device to accurately determine the alcohol content of a breath sample from a person arrested for driving under the influence of liquor. The Commonwealth of Massachusetts maintains this equipment. Operators are certified and a logbook is maintained.

Tint Meters

States are increasingly adding and enforcing laws that limit the amount of reflectivity or reflectance of automobile windows, in tandem with existing tint regulations. The department currently owns one tint meter which can accurately measure reflectivity (reflectance).

Gloucester Police Department Website

The department maintains a webpage that can be accessed through www.ci.gloucester.ma.us, the City's web site. The site holds some important information for residents such as contact numbers and pertinent web sites, as well as downloadable forms and sex offender information. However, the site was last updated in June of 2008 and contains some outdated information such as community outreach programs that are no longer offered to the public.

Reverse 911, Cable and Email Alerts

The City of Gloucester does not currently have a City-wide emergency notification system. A system, or preferably multiple systems, allows the community to rapidly alert citizens of an emergency within the City. Examples could be the presence of an armed fugitive in a neighborhood, an overturned truck spilling toxic chemicals, or a lockdown event at a school. There are currently programs that allow this type of mass communication to take place through telephone, cable television, and email systems.

Telephone and Radio Recording

All telephone and radio transmissions that flow through the Communications Room are digitally recorded.

Immediate Playback System

The above system has the ability to instantly play back a phone call or radio transmission so that it can be listened to again to accurately determine an address or the nature of the call.

Voicemail and Email

All police personnel were given a City email address at some point in the past. There is only one computer in the building to which officers have access for viewing email. As a result of difficult access and no mandate to check this address daily, few employees utilize this system. The current telephone system does not have the ability to provide voicemail boxes for all employees.

Alzheimer's GPS Tracking

Some police departments operate a community program utilizing the Global Positioning System in order to quickly locate missing Alzheimer's patients. This program is completely voluntary but is greatly appreciated by the families of such individuals. The Gloucester Police Department does not offer this service.

Bar Coding for Evidence

The maintenance of criminal evidence and other possessed property requires inspections and audits of the contents of all evidence rooms if the department is to follow national best practices. Considerable time and effort can be saved locating items and conducting audits if each piece of evidence has a computer

generated bar code attached which can be read by a hand held scanner. The Gloucester Police Department does not have this capacity.

Pepper Spray

The Gloucester Police Department issues canisters of pepper spray to officers as a defensive tool and mandates that it is carried by all officers.

Access to State and Federal Databases

The department has access to state and federal databases at the station only. Officers on patrol must radio in requests for computer checks and the responses are given to field officers back over the radio system.

Accident Reconstruction Software

The Gloucester Police Department does not conduct any accident reconstructions. Should this service be required, the Massachusetts State Police would be called upon to respond with trained and equipped troopers.

Spike Strips

Spike strip systems contain small screw sized spikes that when deployed in front of a fleeing vehicle allow for the air in effected tires to slowly release bringing the vehicle to a slower speed and eventually to a stop. When officers are properly trained with this equipment, high speed pursuits can be brought to safe conclusions.

Speed Recording Board

The police department currently has two speed recording boards which are deployed to streets and neighborhoods where speed is a reported issue. The purpose is to inform motorists what their current speed is in relation to the posted speed limit. Often these boards would be deployed for a period of time prior to a police enforcement effort at a particular location.

Message Board

Message boards are large signs that alert any passersby of upcoming events such as road closings, community celebrations, or civic information such as Election Day reminders. The police department does not possess a message board but sees the need and would like to acquire such a piece of equipment.

Records Storage

The Gloucester Police Department does not have any electronic equipment or contracted service to assist with records storage. This situation is further exacerbated by the fact that there are no identified off-site locations for records and that there does not appear to be an active program of records purging. File cabinets and boxes of hard copy records can be found in many offices, closets, storage rooms, and the padded cell.

Written Directives on Computer System

There are no written directives on the use of the computer system.

Early Warning System for Officers

Employees that accrue a history of complaints, absences, lateness, insubordination and other infractions require early intervention to re-direct the employee to better forms of behavior and performance. Computerized systems exist to assist with the process of identification and intervention. Gloucester does not have a software package that functions for this purpose. In the absence of an electronic system, a hard copy system can be devised to track officers that may require counseling, discipline, or re-training.

On-Line Training

In addition to training opportunities through the use of television, on-line training is also available. Entire departments can take advantage of high-level training offerings that are pertinent to policing in Massachusetts. One such vendor is the Massachusetts Police Institute, www.mpitraining.com. First Aid/CPR/AED training is also offered on line through the American Heart Association, www.onlineAHA.org. Both of these programs are fee based. A real bargain appears to be the Distance Learning Program offered by the Massachusetts State Police in conjunction with the MPTC. This training is an e-learning offering created for the use of local police departments as an enhancement to current in service training. This program is offered to local police departments through the MPTC at no cost. There are over eighty relevant courses offered. The only department commitment for use of this system is to identify and train a department registrar who is then able to activate courses for the department and access computer stored training records. The local police department coordinator for the MPTC is Ms. Sandra Sousa who can be reached at 781 437 0309 or Sandra.L.Sousa@state.ma.us. The Gloucester Police Department does not currently participate in any on-line training program, whereas the other four departments surveyed for this study do utilize on-line training for at least a portion of their total training program.

Computerization of Training Records

The Gloucester Police Department currently only has computerized training records for firearms training and qualifications. Other vital training records, such as First Responder training records are kept by instructors. Specialized and in-service records are maintained in a dispersed number of locations as hard copies of attendance certificates.

Training Room Equipment

The Gloucester Police Department Training Room is currently equipped with a television with video capability. It does not have a smart board or the capability for a computer to project training information in a classroom situation.

GPS Tracking in Cruisers

Gloucester Police vehicles are not currently equipped with Global Positioning Systems (GPS) that would assist the department in locating an officer requiring assistance.

Emergency Buttons on Portable Radios

The Gloucester Police utilizes portable radios that are equipped with an emergency button to alert the department that an officer is in need of backup assistance. Some officers do carry portable radios that do not have this feature.

Encryption on Radio Channels

The Gloucester Police radio channel is not encrypted. This means that every radio transmission on the channel can be monitored by any individual with a police radio scanner. While not having the channel encrypted allows for information and entertainment for interested civic-minded citizens, it also allows persons with criminal intent to closely follow police calls, responses, and locations.

Radio Interoperability with other Public Safety Agencies

The Gloucester Police Department is a member of the Boston Area Police Emergency Radio Network, otherwise known as BAPEREN. This system allows Gloucester to interface with a large number of area law enforcement agencies via radio.

Linked with Sheriff's Data Base

Gloucester is linked in with the Essex County Sheriff's information system. This allows the department to identify who is currently incarcerated in the Essex County Jail, as well as receive booking information and photos of persons of interest that are or have been County prisoners.

IACP Net

This is an information sharing web site maintained by the International Association of Chiefs of Police (IACP). There is a fee to have access to this database. This is a prime source of sample job descriptions and policies from departments of all sizes from around the country. Gloucester does not subscribe to this service.

Voluntary Email Alert System

This is a system where residents voluntarily sign up to receive informative and emergency emails from the police department. Gloucester does not maintain such a system.

Crime Analysis

Crime, incident, and accident analysis provides the department with actual hard data upon which it can rely when making staffing decisions, directing patrols to identified locations and assisting detectives to identify crime patterns. This type of analysis can also be of value when making budget and grant application decisions. The Gloucester Police Department does not have a crime analysis software program nor does it conduct analysis of existing data in its current form.

Cell Phones/Pagers

The department currently assigns cell phones to key personnel. Pagers are not currently being used.

Department Activation System

When an emergency strikes the City and all available officers need to report for duty, a telephone system that automatically contacts each officer would be of tremendous value. The department does not have such a system. Each officer would have to be contacted individually.

Less than Lethal Weapons

With the exception of the ASP baton and pepper spray, the Gloucester Police Department does not have any other less than lethal weapons systems. Such equipment would include beanbag projectiles, rounds that fire netting and other means to deescalate serious incidents when the use of a firearm would not be desired.

Inkless Fingerprint System

The department does have a system to electronically secure and transmit fingerprint images. Another police department that was upgrading their system donated their old equipment to Gloucester.

Digital Booking Pictures Stored with Arrest Sheet

While the current software does not allow for the actual photo to be part of the booking sheet, both the arrest data and photo are linked and both can be retrieved.

Audio/Visual Monitoring of Prisoner Cells

This is an especially important system because between Gloucester Police Department prisoners and District Court prisoners, this cellblock sees a great deal of activity. The current system for visual and audible monitoring is poor.

Scanning components that allow monitors to view the output of various cameras are broken. Monitor screens do not work and the majority of cameras for the cells do not work. This is a major risk to the health and safety of persons under the care and custody of the court and the police department. All comparable police departments surveyed for this study have functioning cameras for all cells.

TDD Phone for the Deaf

The Communications Center for the Gloucester Police Department does have a phone to communicate with the hearing impaired. This system is checked frequently and officers are trained in its use.

Locks, Alarms, Video Cameras for the Police Station

The Gloucester Police Station was originally equipped with key card access control. That system has since broken and been replaced with regular locks on doors. There is no alarm system for the building. Essential components such as armories and evidence rooms are protected by locked doors only and not by cameras or alarms. The camera system for the security of the building, like the cellblock camera system, is essentially broken.

Access to Emergency Power Source.

The police station/court building is equipped with a backup generator. It is fueled with natural gas and has the capability of using propane as an alternate source of fuel.

RECOMMENDATIONS

- 13.1 The Gloucester Police Department is extremely deficient in its use of technology to assist in its mission of policing the community. MRI would suggest the naming of a Police Technology Committee to triage the multitude of needed technology and develop a strategic plan for the purchase, replacement, restoration, and maintenance of required systems.
- 13.2 The MRI Police Team sees the lack of adequate prisoner monitoring in the cellblock to be a major risk for detainees, the department, and the City. Every effort should be made as soon as possible to replace the current broken equipment to allow for improved prisoner and officer safety.
- 13.3 Modern municipal policing requires laptop computers installed in line cruisers. A search for a system that is correct for Gloucester, as well as a funding source, should begin as soon as possible. State and federal grants, as well as asset/forfeiture funds, may be available for this purpose.

- 13.4 The concept of communications is a basic tenet of policing. There needs to be an abundance of communications between the community and its police, between the City government and the police, and within the police department itself. For these very solid reasons, plans should be made to upgrade telephone and computers systems to provide for wide usage of email and voicemail.
- 13.5 The City and the department need a community-wide emergency notification system. There are systems available to utilize cable television, telephone, and email or combinations of these systems to satisfy the need. Such systems should be explored and funding secured for purchase and implementation. Another option would be to explore sharing such a notification system already in use by another agency at the local, county or state level. A Child Is Missing (ACIM) is a free service and can be used for locating missing children and disabled adults (<http://www.achildismissing.org>). Nixle is another free service (www.nixle.com). Also, a module for City use may be able to be purchased for use with the system owned by the Gloucester School Department.
- 13.6 Training is currently insufficient in the Gloucester Police Department. One method to improve this situation is to subscribe to a distance learning training program such as the service offered by the Massachusetts Police Institute. (Please see <http://mpitraining.com>)
- 13.7 The department does not currently have a comprehensive policy covering the use of computers. At a minimum a policy should be developed to regulate the care, use, and maintenance of the computer system, and include language that prohibits officers from installing software into the computers without permission of the department.

CHAPTER 14

POLICIES AND PROCEDURES, RULES AND REGULATIONS

OVERVIEW

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

MRI reviewed three police manuals from Gloucester paying particular attention to high-risk concerns such as police pursuit, use of force, and internal investigations.

OBSERVATIONS

The Gloucester Police Department provided MRI with three separate manuals when asked for their existing policies and procedures and rules and regulations.

The first manual, labeled *Police Manual Rules and Regulations Duties by Rank and Assignment*, indicates the authority for Rules and Regulations for the governance of the police department of the City of Gloucester are adopted in pursuance of the authority contained in the Gloucester City Charter, which became effective as of July 1, 1976. The actual effective date of Rules and Regulations contained in this manual are not specified. However, the second page of the manual points out it was issued by Gloucester Provisional Chief of Police Kenneth S. Joyce, approved by Mayor Leo I. Alper, and revised by MPI in

February 1977. The manual is typical of police manuals drafted by MPI in the mid to late 1970s and provided to municipal police departments across the Commonwealth. It is estimated this manual was adopted between 1977 and 1980. The pages are water stained and appear to be in the original format with no updates or changes. The manual itself states: "*It is anticipated that from time to time this manual will need revisions. Times, attitudes and policies change*". It is obvious updates to this manual were never done.

It is true that times, attitudes and policies will change, and they have changed since the issuance of this manual thirty or more years ago. The Rules and Regulations manual that Gloucester operates under includes job descriptions for Safety and Juvenile Officers. These positions no longer exist. The job description for the Chief of Police still stipulates notification to the Registry of Motor Vehicles for any motor vehicle accident in excess of \$200. The state notification mandate increased to \$1000 more than twenty years ago. The manual repeatedly states that officers must comply with established department procedures or standards determined by the chief. Examples of these orders can be found in guidelines for physical fitness, hair styles, reporting accidents, and upkeep of the police manual to name a few. However, not one of the three manuals describes what these procedures or standards are. The manual is also gender biased referencing continuously to personnel being male.

Rules and Regulations manuals should have organizational charts, which not only provide a chain of command, but also include up to date job descriptions. The manual should in addition encompass directives including, but not limited to, responsibility commensurate with authority, employee accountability, legally mandated authority, procedures for dissemination and storage of these directives and responsibility vested in all categories of sworn personnel and use of discretion. The existing Gloucester Rules and Regulations manual contains outdated job descriptions and lacks most of the above-mentioned directives. The manual still refers to Polaroid pictures and index cards. The current job descriptions fail to include more modern police positions such as School Resource Officer, System Specialist (computer manager), Public Information Officer, Sexual Assault Investigator, Records Manager and Administrative Assistant to mention a few. Further, the present job description for Rape Investigator, Juvenile Officer, Dispatcher, Records Officer, Narcotics Officer and Prosecutor do not adhere to present responsibilities and in some instances are contradictory to modern practices.

CALEA, in their Standards for Law Enforcement Agencies, has provided guidelines for police agencies to follow. The *Standards Manual of Law Enforcement Agency Accreditation Program, Fifth Edition*, is a good place to start the restructuring and rewriting of the department's Rules and Regulations. Beginning with the guidelines (CALEA 1.1), Law Enforcement Agency Role, and

(CALEA 11.1), Organizational Structure, the task to create a modernized Rules and Regulations manual will be made easier.

The second manual, labeled *Police Manual Policies and Procedures*, like the previously mentioned rules and regulations manual, came from MPI. Although the manual is not dated nor does it denote who authorized or when, it is in the same typical format as those policy manuals issued in the mid to late 1970s. The pages indicate age by fading and yellowing around the edges and there is no suggestion of updates, revisions, or changes since it was issued.

The policies and procedures incorporated into this manual were meant to be generic in nature allowing agencies to tailor them for their individual needs. It is apparent Gloucester accepted them as provided by the MPI. As printed, the policies and procedures covered most circumstances of that era. However, in the past thirty-three years since the manual's issuance many changes have occurred in the way we provide law enforcement services, respond to crime, and the equipment that is available. As a result, policies, procedures, and the way agencies conduct business must be reviewed frequently and updated when appropriate.

An example of a Gloucester high liability policy that is outdated is the Use of Force policy. It does not appear to have been reviewed or updated in the manual since 1977. Gloucester's Use of Force policy, as it exists, primarily covers firearms, batons, and chemical spray. Those were the only weapons issued to police officers and authorized by the department. During the past thirty-three years, alternative less than lethal weapons became available to police agencies across the nation. These weapons include Electronic Shock (Tasers), beanbags or rubber bullets, pepper ball shots, capsaicin, OC and Active Denial Systems. With this new technology, most police departments initiated less than lethal guidelines in their Use of Force policies.

Thirty-three years ago, most departments were still using the old 38 revolver. Since then departments have converted to 9MM or 40 caliber semi-automatic pistols, as well as adding assault rifles to their arsenal. The Gloucester policy does not reflect any of these changes. However, it should be noted, two months after receiving what MRI was advised were all department policies, a General Order titled Firearms and Related Equipment, effective May 1, 2001, and revised September 20, 2007, was made available to us. This General Order does not exist in any of the three policy manuals previously provided and gives direction on when or when not to shoot and what types of weapons are authorized as a second (back-up) weapon or weapons authorized by non-uniformed personnel. This General Order is not indicative of modern standards for Use of Force policies. Standards for Law Enforcement Agencies (CALEA 1.3) suggests written directives and guidelines for officer's use of force. Further, (CALEA1.3.5),

suggests a directive for medical aid following use of force and (CALEA 1.3.6), a written reporting process for use of force whether it be lethal, less than lethal, or weaponless physical force. The standards go on to recommend a written procedure for an administrative review of each incident (CALEA 1.3.7), and proficiency and training standards for lethal and non-lethal weapons carried by sworn personnel (CALEA 1.3.11). Most of these guidelines and procedures are absent from Gloucester's manual.

Like the Use of Force policy, other important policies and procedures are either long overdue for an update or not part of the existing manuals. The high-speed pursuit policy is lacking updates commensurate with the new technologies available and should be reviewed. Other contemporary policies and procedures lacking in the Gloucester manual are Critical Incidents, Mutual Aid, Domestic Abuse, Sex Offender and Sex Offender Registering, Discipline, Civil Rights, Infectious Disease, Absent, Sick or Injured leave, Department Vehicle Use, Property and Evidence and Records Management to name a few. There is no Internal Affairs policy or guideline to allow a citizen to register complaints. In general, the policy and procedure manual is obsolete and in dire need of review and being brought up to present day professional standards.

Not only are the existing Gloucester Rules and Regulations and the Policies and Procedures manuals out-of-date, but there is no documentation that MRI is aware of that officers of the Gloucester Police Department ever signed off on any policy, procedure, rule or regulation, other than the annual sexual harassment policy sent out by the City of Gloucester. Standards for Law Enforcement Agencies have clear guidelines on the subject of directives regarding an agency's Mission Statement, written policies and procedures and rules and regulations, procedures for indexing, and purging and revising agency directives, as well as dissemination and accountability (CALEA 12.2).

Two weeks after the Chief of Police provided MRI with the previous two manuals indicating that was what the department operated under, a third manual became available. This third manual was labeled, *Police Department #4 A copy of all operating: a. Rules & c. Standard Operating Procedures Addendum*. This manual, being about two and one-half inches thick, was an amalgamation of general orders, policies, memorandums, equipment and radio procedures, union settlement agreements, notices posted and memos. Some items identified as policies in actuality were merely directives, general orders, or operating guidelines. The first half of this manual consisted of Xeroxed copies of the policies and procedures from the original police manual issued in the late 1970s. In reviewing the material included in this manual, there was no suggestion that policies, procedures, rules or regulations were in fact ever read or reviewed by employees. The Xeroxed policies, like the original policy manual, had no indication of policy review or update since implementation in the late 1970s. The

second half of this manual appears to be merely an avenue to store written communications from the Chief of Police and the senior command staff.

Other than a couple of memorandums put in the manual in 2007, the most recent entry is 9/6/06 from Chief Beaudette regarding police construction details and categorized as a policy/general order. Prior to that, the previous policy entry is from Chief Marr, dated 3/12/02, and consists of a twenty-five page copy of the domestic abuse policy sent to police departments by the Massachusetts Executive Office of Public Safety (EOPS). For the record, this manual contains two domestic abuse policies, both copies of directives sent out by the EOPS, and issued by Chief Marr. The first policy is dated 10/92 and the second 3/12/02. The practice when issuing an updated policy is to remove the previous policy to eliminate confusion. This is not the custom with Gloucester. The only reference to addressing a critical incident or disaster in Gloucester is contained in this manual and dated November 30, 1983, Mass Casualty or Disaster Incident. Also included in the manual is the only reference to a High Speed Pursuit Policy since the 1976 policy manual. It is in the form of a memo from Chief Marr referring to MGL 89:7B and instructing officers to adhere to the High Speed Policy.

Entries in the manual are not by date, subject, or in any form of structure, and the pages are not numbered. The availability of this manual to line officers is questionable and many officers have said they have never seen the policies and procedures or rules and regulations manuals. Lieutenant Aiello has told MRI that he maintains a hard copy of all the policies and as new policies become effective, posting them on a bulletin board is the department's way of dissemination. With department regulatory and policy manuals only accessible in the Watch Commander's office, and a lack of any chronological order, an officer's ability for referencing would be labor intense to find any particular entry.

Further, without proof that an officer has in fact read or received any particular policy, an attempt to enforce discipline becomes more difficult.

This manual, like the previous two, does not conform to the professional guidelines in the Standards for Law Enforcement Agencies (CALEA 12.2.1) as it does not include a Mission Statement, does not have a written directive on the system format, has never been indexed or purged, and revisions are just added without removing outdated general orders or policies. Standards for Law Enforcement Agencies also suggests a written directive establishing a procedure for the dissemination and storage of agency directives that include rules, regulations, policies and procedures. It further describes dissemination through hard copy and/or through computerized electronic media with back up. All disseminated policies, procedures, rules and regulations should have a process in place for acknowledgment indicating receipt and review (CALEA 12.2.2). A police department senior staff official said that the Gloucester Police Department

computer system is archaic and does not have the capability to disseminate these documents.

On February 24, 2009, MRI deployed a survey to members of the Gloucester Police department asking them to respond to thirty-seven questions. Forty-six members of the department responded to the survey. One question in particular queried the clarity of the department's existing policies, procedures, rules and regulations. The question was "The Policies and Procedures as well as the Rules and Regulations of the department provide clear guidance for performance to all employees". Employees had a choice of five responses to the question which were strongly agree, agree, neutral, disagree or strongly disagree. Forty-three of the forty-six responders answered this question. Of those forty-three, who answered the question, twenty-one strongly disagreed and 10 disagreed indicating over 71% of the responders did not feel the policies and regulations provided clear guidance to all employees. Six of the responders answered neutral while one strongly agreed and five agreed.

RECOMMENDATIONS

- 14.1 The entire Gloucester Police Department's policy manual, including the Rules and Regulations, Job Descriptions, and the Policies and Procedures must be modernized and in compliance with national best practices. The first step in that course of action will require the agency's leadership to understand the best way to achieve that mission is by adhering to CALEA guidelines as established within the *Standards for Law Enforcement Agencies 5th Edition*.
- 14.2 Gloucester's goal throughout the rewriting and modernization of their policies and regulations should be to establish a body of professional standards and to develop a process to accomplish an initial credentialing program. Police department accreditation or certification is a self-initiated evaluation process by which departments strive to meet and maintain standards established by the profession. These standards cover areas of police management, operations, and technical support activities such as policy development, emergency response planning, training, communications, property and evidence handling, use of force, vehicular pursuit, prisoner transportation and holding facilities.
- 14.3 The procedure for a police agency to become nationally accredited is a two-tier process in Massachusetts, with the first being to coordinate with Massachusetts Police Accreditation Coalition (MASS-PAC) to begin the accreditation or certification program. That accreditation/certification program not only sets standards for the law enforcement profession, but

also for the delivery of police services. Gloucester should immediately contact MASS-PAC at 9 Bartlett Street, Box # 356, Andover, MA. The Executive Director is Donna Taylor Mooers who can be reached at dtmooers@comcast.net or (617) 967-5660. MRI recommends that the Gloucester Police Department aim for Massachusetts' Certification as a significant, but attainable goal for the intermediate future.

- 14.4 During Gloucester's process of reviewing and rewriting the new manuals, the Chief of Police should conduct a thorough review of all possible topic areas for inclusion in the new manuals.
- 14.5 The new Gloucester manuals should adopt, as written, all City policies, procedures, rules and regulations that are meant to cover all municipal employees. Police policies that duplicate City policies should be removed to avoid difficulty and confusion for employees and possible legal liability.
- 14.6 Rather than rewriting the entire manual, the preferable method for Gloucester would be reach out to other similar sized certified/accredited agencies as well as the MASS-PAC to obtain their best standard professional rules, regulations, policies and procedures. By using their previously written directives, and adapting them to meet Gloucester's needs, the time consuming process of writing policies can be eased through a cut and paste method. The department could also obtain model policies from the IACP.
- 14.7 The writing of all policies and procedures should follow the Standards for Law Enforcement Agencies in accordance with (CALEA12.2.1) and (CALEA12.2.2). These guidelines instruct that all policies, procedures, rules, regulations, directives and general orders should easily be accessible to all employees, should be in an arranged indexed and numbered system in either hard copy or electronic format and have the ability to acknowledge receipt. It also requires a procedure to review proposed or revised policies, procedures, rules and regulations prior to their promulgation to ensure they do not contradict other existing agency directives or applicable law.
- 14.8 Throughout the assessment process, it became evident that critical policies were either very outdated or nonexistent. Important policies need to be developed and/or updated including Use of Force, Vehicle Operation (which includes high speed pursuit), Citizen Complaint Procedure, Arrest, Search and Seizure, Internal Affairs, Domestic Violence, Sexual Harassment and Training, as well as Critical Incident Management, Mutual Aid, Civil Rights and Infectious Disease, to mention a few, need scrutiny. Guidance for drafting many of the above critical issue policies can be

found within the Standards for Law Enforcement Agencies manual.
(CALEA 1.2 and CALEA 1.3)

- 14.9 An annual policy review plan for department personnel should be included in the annual training plan through either department in-service or roll call training.
- 14.10 The department should initiate an annual review and update of all Policies, Rules and orders.

CHAPTER 15

CITIZEN COMPLAINTS, INTERNAL AFFAIRS INVESTIGATIONS AND INTERNAL DISCIPLINE

OVERVIEW

Every police department, regardless of size, must have a means of conducting internal investigations relating to complaints against officers and for taking disciplinary action against police employees for improper conduct.

In most police departments, the majority of internal investigations arise from citizen complaints rather than through charges filed by other employees. On the other hand, most of the investigations which result in actual disciplinary action against officers, are initiated by police supervisors rather than by citizens. As a result, the topic of internal investigations is often considered separately from disciplinary action.

Professional police agencies recognize the need for maintaining the professional conduct of police employees. To ensure that the integrity of the Gloucester Police Department and its employees is maintained, an internal investigation system must be established. This system must ensure objectivity and impartial investigation and review. A detailed citizen complaint system will protect the Police Department from frivolous accusations, as well as identify police misconduct.

OBERVATIONS

At the present time, the Gloucester Police Department has no written directive covering internal affairs investigations and it appears there is no documented system for recording (logging) or controlling the processing of citizen complaints against police officers. The Gloucester Police Department has no written documentation or posting on the City's website outlining how citizens may file a complaint against the department or a member of the agency. It was reported they were working on a brochure, but it has not been completed to date.

Lieutenant Auld understands the need for a citizen complaint processing procedure and has attempted to formalize a standard complaint form. Lieutenant Auld attempted to develop a formalized policy, but was informed by the Chief of

Police that the proposed directive is an item that would have to be negotiated with the labor unions. Still, a proposed complaint form was distributed to the patrol lieutenants with minimal success.

As the informal procedure now works, all citizen complaints are reportedly referred to the Watch Commanders who either “resolve” the complaint or in rare cases, forward it to the Administrative Lieutenant. Since the department does not have a formalized system in place, this sort of process leaves the department open to subsequent charges that it “killed” a legitimate complaint or “talked” (intimidated) the citizen out of making the complaint. To prevent this risk, all complaints should be briefly made a matter of record, even when the complaining party seems satisfied and uninterested in pursuing the allegation.

Complaints that are filed which are considered of serious nature are usually forwarded to the Chief of Police, at which time the case is referred to either Lieutenant Aiello or Lieutenant Lane for investigation. Both Lieutenant Aiello and Lieutenant Lane have received Internal Investigation training from Roger Williams University in Bristol, Rhode Island.

The Chief of Police maintains all the citizen complaint files in his office. Review of the files indicates department personnel are not properly identifying the disposition of the complaint. **Sustained**; when the incident occurs essentially as reported, and the officer is found to be at fault. **Not Sustained**; when the incident occurs essentially as reported, but the allegation cannot be verified. **Exonerated**; when the incident occurs, but the officer’s conduct is justifiable or in conformance with departmental procedures. **Unfounded**; when the incident did not take place as alleged, or is falsely reported.

There is no written directive in place for notifying the complainant of the status and/or disposition of the case. In most situations, if any type of notification is made to the complainant it is done by telephone with no written documentation to support the call. The department does not have a brochure or posted document explaining to citizens how they may file a complaint against the agency or an officer, or extend a compliment.

Complaints Investigated by the Gloucester Police Department:			
	2008	2007	2006
Sustained	1	1	2
Not Sustained	0	0	0
Unfounded	1	0	0
Exonerated	1	2	2
Total Number of Complaints	3	3	4

Types of Complaints Investigated by the Gloucester Police Department			
	2008	2007	2006
Rudeness	1	1	2
Tagging	2	1	2
Racism	0	1	0
Total Number of Complaints	3	3	4

Even though the Gloucester Police Department has been able to determine the disposition of the above-mentioned cases, there is no formal documentation if any corrective or disciplinary action was taken. Yet, nearly 74% of employees surveyed felt the utilization of internal discipline for policy and rule violations were not fair and consistent.

RECOMMENDATIONS

- 15.1 A formalized Internal Discipline policy based on standards set forth by CALEA will foster and maintain a high degree of public confidence and will identify and correct or remove unfit personnel. This policy will also assist the police department in identifying policy and procedure errors. This policy should be developed immediately. (CALEA 52.1.1)
- 15.2 The department must ensure all complaints are investigated. Complaints from anonymous sources should be checked out because even though some of them are groundless, occasionally they may be based upon facts leading to a bona fide case for police inquiry. Any citizen should be able to present his or her complaint by telephone, letter, email, or by personal

- visit to the department or through a personal representative. (CALEA 52.1.1)
- 15.3 A brochure should be developed informing the public on how to register complaints against the police department or its employees. This same brochure can also describe how to go about complimenting a department employee. (CALEA 52.1.4)
 - 15.4 A written register of all complaints should be maintained by the Gloucester Police Department to ensure that complaints will be duly investigated. A register also provides protection to the administration of the department against charges of cover-ups or charges that investigations have been removed from the files. (CALEA 52.1.2)
 - 15.5 A policy should be developed outlining the procedure for notifying the Chief of Police immediately of complaints against the police department and/or its employees. In return, the office of the Chief of Police will keep a tracking log of all complaints and will assign the case for investigation. (CALEA 52.1.3)
 - 15.6 Complaints of alleged rudeness, insubordination and employee disputes should be investigated by the on-duty Watch Commanders. (CALEA 52.1.3)
 - 15.7 Complaints of corruption, brutality, misuse of force, breach of civil rights, and criminal misconduct of police employees should be investigated by the Operations Commander, Administrative Commander or an outside agency to be determined by the Chief of Police. (CALEA 52.1.3)
 - 15.8 The department should develop written procedures for registering a complaint against the agency or its employees. (CALEA 52.1.4)
 - 15.9 The Gloucester Police Department should prepare annual analysis reports on the number of complaints received by the agency. These reports can be used to identify problem employees as well as department training needs. The annual report should be made available to Gloucester police command and supervisory staff, police employees, the public and City officials. (CALEA 52.1.5)
 - 15.10 When complainants are known and accessible, they should be notified of the disposition of their complaint by certified mail, normally within 30 days of the date the complaint was initially received. (CALEA 52.2.4)

- 15.11 Employees should be informed in writing when they are the subject of allegations as well as the disposition of the investigation. (CALEA 52.2.5)
- 15.12 All Internal Affairs and Citizen Complaint files should continue to be kept in a secured file in the office of the Chief of Police.
- 15.13 On a monthly basis, a report should be forwarded to the Chief of Police containing the complaints to date, findings, discipline, and remedial training if necessary. These reports should be distributed to all commanders and supervisors as an early warning system.
- 15.14 The department should provide in-service training to all commanders and supervisors to ensure citizen complaints are handled properly and consistently.
- 15.15 Ensure the Operations Commander and Administrative Commander receive extensive Internal Affairs training.
- 15.16 The disposition status of complaints should be recorded as *Sustained*, *Not Sustained*, *Unfounded*, and *Exonerated*. (CALEA 52)

CHAPTER 16

MUNICIPAL AND DEPARTMENT PERSONNEL POLICIES, PRACTICES AND PERSONNEL EVALUATIONS

OVERVIEW

The purpose of this chapter is to review internal policies, personnel practices, and personnel evaluations that pertain to the Gloucester Police Department. As you would expect, the internal policies for hiring, training, evaluating, and disciplining police personnel should be specific to the needs of law enforcement. However, cities sometimes adopt general personnel policies for all employees, that may not directly address law enforcement specific needs.

Review of written internal policies and procedures as well as interviews of staff and on site observations were used to gather data to complete this chapter.

OBSERVATIONS

Gloucester Police Department's hiring and promoting practices are governed by the Commonwealth of Massachusetts, Civil Service requirements. The Mayor has the final authority for all hiring and promotion decisions. Chief Beaudette reported that he had little input in these decisions. The City of Gloucester has a Personnel Director, David J. Bain, Jr., who is responsible for the processes of hiring, personnel administration, promoting, and administering state and federal personnel laws for the City of Gloucester.

Disciplinary matters can be appealed to the Personnel Director. The administration of the police department reports that they are frustrated by decisions made by the Personnel Director. As an example, several lieutenants reported they had made attempts in the past to utilize discipline for the abuse of sick leave in accordance with City policy. They felt that sick leave was being abused and letters of warning were issued. The Personnel Director overturned the discipline as he felt his decision to reduce the written warnings to verbal warnings was reasonable since this was the initial phase of any discipline involving the abuse of sick leave within the department. He felt it was in keeping with the City's progressive discipline policy. Nothing prevents the police

department from imposing future discipline on any employees that have received warnings.

Discipline is rarely received with enthusiasm by those upon whom it imposed. It will be received with more acceptance if the department has a history of fairly and consistently imposing discipline. Written policies, managerial training, and consistent practice are important features of any disciplinary process.

The Personnel Director keeps all official personnel files. Departments can keep "working files". Subpoenas for personnel files go directly to Mr. Bain. Director Bain reports that the police department does have input into hiring and promoting. Although the City has not hired a police officer in years, he described the last process. Candidates take the Massachusetts Civil Service written test and can elect to send their scores to Gloucester. The people on this list become the applicant pool. Candidates are interviewed by Gloucester ranking officers along with Mr. Bain. Candidates undergo a background investigation that is conducted by the police department. MRI was informed that the department does not require pre-employment credit reports, psychological assessments, and drug screening. The Mayor is the appointing authority. Gloucester uses a reserve officer system. New officers are hired as reserve officers. As reserves, they are allowed to work outside jobs or details. When a vacancy arises within the permanent police force, the senior reserve officer is offered the position.

Promotions are made from internal candidates listed on the Massachusetts Civil Service promotional list. A master list is established for the various ranks. The Mayor makes appointments to rank or promotions. She seeks the input of the Chief of Police. During the last promotion, Chief Beaudette wanted the Mayor to appoint a reserve officer to the position of regular police officer instead of promoting a patrol officer to sergeant. The Mayor wanted to make the promotion of a patrol officer to sergeant and asked the Chief for a recommendation. He refused to offer one. The officer on top of the promotional list was appointed to sergeant by the Mayor.

Special assignments, such as detective, are made at the discretion of the Chief. Many of the patrol officers that MRI interviewed reported frustration over special assignments. The process or career path into detectives is not described or publicly communicated within the department. Director Bain reported to MRI that he is working on a promotional and special assignment policy for the police department.

Currently there is one female officer on the department. This is Lieutenant Kathleen Auld. There was a female patrol officer, however she relocated and left the department. Mr. Bain reports that Gloucester relies on the Civil Service system to recruit candidates. He would like to see more female officers. The

City's Affirmative Action and Equal Employment Opportunity Plans are outdated and in need of revision.

The disciplinary process is outlined in City policy and working agreements with the various unions. The grievance process is contained in the collective bargaining agreements (contracts) as well. The policy describes the City's progressive discipline practice. The police contract calls for grievances to go through the chain of command and if they cannot be resolved at the Chief's level, they go to the Personnel Director. If they are not resolved to the union's satisfaction, they can elect to go to binding arbitration.

One source interviewed stated that all citizen complaints about police conduct are recorded; however, MRI was unable to verify that such a record is actually maintained. Lieutenant Aiello makes an assessment as to how the complaint will be followed up. Internal investigations are assigned to the detective division. Once the investigation is concluded, it is documented and forwarded to the chief for final disposition. The department does not have an early intervention or warning system to identify and track officers that may engage in misbehavior. Research indicates that nationally, 2% of officers can account for 50% of citizen complaints.

Light duty for officers injured while working is voluntary. Attempts to make it mandatory have not been successful. This means that an officer injured in the line of duty may elect to stay out of work even if he/she may be able to perform another function within the police department. Light duty is recognized as a means to return employees to work sooner. The city does employ a company, Cook and Co., to track their workers compensation claims. This company will hire a nurse practitioner to follow a workers compensation claim and intercede on the part of the City if needed. This practice is also acknowledged as a successful means for returning employees to work and reducing workers compensation expenses.

Gloucester's personnel policies are in need of updating. The personnel policies are broken down into four general categories: Employment, Standards of Conduct, Health and Safety, and Benefits. It appears that policies have been added on over the years without regard for format or standardization. Some were dated, while others were not. One policy, Employment of Relatives, was even marked "draft". Policies are arranged into categories, but are not numbered. MRI could not find an Americans with Disabilities (ADA) policy. Job descriptions for the police department are outdated. Most cities receive federal grant money that requires them to develop, implement, and keep current an Affirmative Action Plan and an Equal Employment Opportunity Plan. Gloucester's plan is dated 1971.

Not all City departments are governed by all policies. The policies should readily identify which departments come under them. MRI was informed that all City policies were posted on its web site. The City also has two policies specifically for the police department, Sick Leave and Light Duty. It is unusual that these two policies are listed as City policies while other police department policies are not.

The Personnel Department circulates the City's sexual harassment policy on an annual basis. All employees are required to sign an acknowledgement form that they have received and read the policy. The signed form is kept in the Personnel Department. This is an excellent risk management strategy that can be enhanced by requiring supervisors to review the policy with each employee. Employees should be asked if they understand the policy, have any questions, know the name and title of the person they can report any offending behavior to, and if they have been the victim of or know of any offensive behavior that has occurred.

The City does have a policy requiring certain managers to undergo a performance review. The police department does not conduct performance evaluations for any of its employees. Fifty percent (50%) of employees that responded to MRI's employee survey reported that department expectations for performance are not clear. Over 50% disagreed or strongly disagreed that they benefit professionally from the performance feedback they receive.

Pay and benefits are detailed in the individual contracts with the unions.

RECOMMENDATIONS

- 16.1 Review and update City personnel policies. All policies should be standardized to include numbering, date of adoption, purpose, scope, etc.
- 16.2 Write and implement an ADA policy.
- 16.3 Draft and implement a uniform and standardized policy for selection, promotion and special assignments. Employees should be aware of what is required to receive a special assignment or promotion.
- 16.4 Available positions should be posted to insure all employees are aware of career opportunities. The department should have a written process that seeks input from the command staff for promotional decisions. (CALEA 16.2.2 and 32.1.1)

- 16.5 The City should update the Affirmative Action Plan and an Equal Opportunity Plan. Police departments should reflect the demographic make up of the community they serve. Many federal grants require these plans to be updated yearly. (CALEA 31.2.1)
- 16.6 The City and the Department should devise a performance evaluation system for all police employees and train supervisors on the evaluation process. Numerous respondents to the employee survey identified a lack of supervisory feedback as a source of frustration. (CALEA 35.1.1)
- 16.7 Departments need to keep working personnel files. The City should adopt a policy on what records are contained in the master personnel files and what the individual departments can retain. Critical records can be lost or destroyed, or prohibited personal information disclosed, without a policy on retention of personnel records.
- 16.8 The police department should create and implement a policy on background investigations. Background checks should include criminal record checks, drug screening, credit checks, reference checks, medical exams, and a psychological assessment. (CALEA 32.2.8)
- 16.9 The police department should engage in ongoing recruitment efforts. Efforts to enlist female and minority candidates within the community could be part of the Training Officer's duties. Brochures on how to apply to the department can be easily crafted, along with recruitment information being posted on the department's web site.
- 16.10 Supervisors should be required to review the sexual harassment policy with all employees on a yearly basis.
- 16.11 The City should continue to utilize the outside company that manages workers compensation cases. This company should provide training to Gloucester's police supervisors on investigating on the job injuries and the services they provide to the City.

CHAPTER 17

STAFFING AND SCHEDULING

OVERVIEW

Since it is directly related to crime, safety, tax rates and services to the public, the optimum allocation of manpower in a police department is a challenging problem not only to the police executive, but also to the city administration and the taxpayer. Likewise, the quality of law enforcement is directly related to the effective distribution of police personnel, especially patrol officers, who represent the most important element in the police services. For this reason the proper staffing, distribution, and equipping of the patrol force should be given prime consideration.

Although we can determine with reasonable accuracy the number of personnel required to perform inspectional tasks and other services, it is more difficult to distribute patrol forces effectively. We can only assume that the time spent in purposeful patrol will prevent a given number of incidents. Further, we must assume, for purposes of tabulation and statistical analysis, that patrol officers are equal in terms of effectiveness and efficiency when, in fact, we know that differences in education, attitude, training, interest and ambition all influence an officer's performance.

One aspect is certain, unless police patrol personnel are managed properly and are able to devote substantial time and effort to sustained preventive patrol; we stand to achieve little success in reducing criminal activity.

The techniques employed by MRI pertaining to staffing levels were guided by contemporary professional police standards, guidelines developed by the IACP and Standards established by CALEA.

The findings, conclusions, and recommendations presented in this report are designed specifically to serve the law enforcement needs of the Gloucester Police Department.

OBSERVATIONS

As of May 15, 2009, the Gloucester Police Department had an actual full-time complement of fifty-four (54) sworn and four (4) civilian full-time personnel. An additional three (3) part-time civilians were utilized as parking enforcement. The department's positions were distributed by rank or title as follows:

Chief of Police	1
Lieutenant	5
Sergeant	5
Investigators	4
Patrol Officers	39
TOTAL SWORN	54

Business Manager (CF0)	1
Account Clerk	1
Records Clerk	1
Animal Control Officer	1
TOTAL CIVILIANS	4

Three (3) lieutenants are assigned to the Patrol Division and serve as Watch Commanders. The remaining two (2) lieutenants serve as the Operations Commander and the Investigative Services Commander. As a result of two (2) early retirements in the lieutenant ranks, the Chief of Police reassigned the Administrative Lieutenant to the Patrol Division as a Watch Commander. The Administrative Lieutenant position remains vacant as of this writing. Gloucester City Code, Article II, Section 17-16, Composition, authorizes the Gloucester Police Department to be staffed with a complement of six (6) lieutenants, seven (7) sergeants, and fifty-three (53) patrolmen. The Department recently absorbed a total of seven (7) retirements as a result of an early retirement buy-out program initiated by the City of Gloucester.

During the time of the fieldwork, the patrol and dispatching functions were being performed by thirty-nine (39) patrol officers, under the supervision of three (3) lieutenants and four (4) sergeants. There were six (6) sergeants assigned to patrol prior to the retirements. One sergeant is budgeted under the Investigative Division but in actuality, performs training, fleet, and equipment maintenance duties.

The patrol force is organized into three shifts according to the following duty hours

Shift I	2400 – 0800
Shift II	0800 – 1600
Shift III	1600 – 2400

The Gloucester Police Department provides police services on a 24 hour a day, 7 day a week, 365 days per year basis. Sworn officers work 8-hour shifts on a four-day on/two day off schedule. Depending on the amount of manpower, the Gloucester Police Department has 4 or 5 patrol sectors/beats. As mentioned above, two (2) full-time police officers are assigned to dispatching duties per shift. The department also allocates one (1) "house" officer to the station on a 24-hour basis. The "house" officer handles all "walk-in" calls and at times may be assigned specific directed patrols by the Watch Commander.

Geographic Deployment

Patrol officers are assigned in relatively equal numbers to each shift depending on manpower availability. Generally, each shift is staffed with a Watch Commander (lieutenant) a field supervisor (sergeant) and four patrol officers, in addition to the two officers assigned to dispatch and the house officer. Officers bid their shifts based on seniority at twelve (12) month intervals.

For patrol purposes, Gloucester is divided into either a four or five-sector configuration depending on the availability of personnel.

Ward 1 East car

Ward 2 East/Center car

Ward 3 Center car

Ward 4 North car

Ward 5 West car

As identified in staff interviews, it would appear the existing sectors are out of balance and reportedly devised based on City voting wards many years ago. The Gloucester Police Department staff had no recollection when the sectors/beats were devised. CALEA Standard 16.1.2 encourages law enforcement agencies to equalize the workloads of police officers and to review the sectors/beats periodically.

Police officers reported some sectors/beats handle the majority of the calls for service while others can go days without any calls at all. Not only does this burden some of the officers with report writing but it does not allow any time for preventative patrol duties and traffic enforcement.

Population Based Staffing

Each year, law enforcement agencies across the United States report crimes, incidents, and arrests to the UCR Program. They also report the total number of sworn law enforcement officers and civilians in their employ as of October 31.

A guideline often used to determine the reasonableness of staffing is the number of police officers per 1000 populations. The Federal Bureau of Investigation (FBI) calculates the average number of police officers per 1000 populations in various regions of the country, which is included in its annual *Uniform Crime Report*. These figures are often cited as the FBI's *recommended* staffing levels, but they are simply a guide as indicated by the FBI as follows:

“Because of law enforcement's differing service requirements and functions as well as the varied demographic traits and characteristics of jurisdictions, use caution when comparing agency staffing levels based upon police employment data from these tables. The data merely reflect existing staffing levels and are not preferred officer strengths recommended by the FBI. Please also note that the totals given for sworn officers for any particular agency reflect not only the patrol officers on the street but also officers assigned to various administrative and investigative duties as well as those assigned to special teams/task forces.”

It is common to hear a police employee rate for communities compared with national averages or with some nearby community to support arguments for increases, or occasionally decreases in police strength. Most often, a request is made for parity with the national average for cities of similar size as reported in the annual UCR publication, Crime in the United States. Seldom mentioned, however, is the range of police strengths reported for each population group.

There are two fundamental reasons why employee rate comparisons with other communities or national averages are not a reliable basis for setting police strength in a community. First, cities of the same population size may differ widely with respect to demographic characteristics and police workloads. Second, such comparisons are not based on the needs of a particular community, but rather on the needs of other cities or groups of cities.

The only reliable way to determine the number of police officers required in a community is to identify the police workload in terms of time and location and then compute the number of personnel needed to service that workload. Unfortunately, the Gloucester Police Department has not developed a routine system for aggregating and analyzing patrol workload data.

Comparing Gloucester police strength with national and regional averages, it would appear that Gloucester's ratio of police officers per 1000 population in 2007 is about the norm for communities of comparable population.

The demographic traits and characteristics of a jurisdiction affect its requirements for law enforcement service. For instance, a hamlet between two large cites may require more law enforcement presence than a community of the same size that does not have a nearby urban center.

In 2007, the averages were computed from the data submitted by 17,180 city, county, state, and other law enforcement agencies, which is far fewer than the total number of departments in the United States. This means that the smallest departments, which represent a majority of police departments across the United States, are also least likely to file reports with the FBI and are under-represented in these figures.

COMMUNITY	POPULATION	LAND AREA	FULL TIME OFFICERS	OFFICERS PER 1,000
PORTSMOUTH, NH	20,810		68	3.2
FRANKLIN, MA	32,223	26.74	45	1.4
NORTHAMPTON, MA	28,411	34.46	62	2.1
SHREWSBURY, MA	33,349	20.73	45	1.4
AVERAGE ABOVE				2.1
GLOUCESTER, MA	30,308	25.96	54	1.8
NEW ENGLAND AVERAGE				1.8
NORTHEAST REGION				1.9

Nevertheless, the information presented in the FBI UCR for 2007 is instructive. Nationally, there are 1.8 officers per 1000 population when considering communities of all sizes. The overall New England average is 1.9. In communities between 25,000 and 49,999 (Group IV) inhabitants in the Northeast region, the average was 2.0 officers per 1000 population. The average for the four comparable communities selected for this study, of Portsmouth NH, Franklin MA, Shrewsbury MA, and Northampton MA, was 2.1. At the current strength of 54 full-time officers, Gloucester employs 1.8 police officers per 1000 population. This ratio is equivalent to the regional and national averages for communities of its population group. **However, in Gloucester, sworn officers are assigned to dispatch and "station officer" duties which detracts considerably from having adequate staffing levels to patrol the community.**

Umbrella Patrol Units

Umbrella units provide wide-ranging patrol activity throughout a specific number of sectors. They should serve as “back-up” or “cover” units for regular sectors, patrol units on cases of a serious nature such as felonies in progress, disturbances and fights, domestic disputes and for any incident which poses an immediate or imminent danger to citizens and/or the responding officers.

During fieldwork, we were informed that some Watch Commanders make use of the “station officer” as an umbrella unit. The Watch Commander assigns the station officer to perform preventative patrol, traffic enforcement, and selective community policing activities. The additional unit is used to fill in for sector patrols by responding to requests for police services when regularly assigned patrol units are out of service. The Gloucester Police Department does not have a procedure in place outlining the use of umbrella units; however, the Operations Commander along with the Watch Commanders should retain the prerogative of assigning such units as a means of providing command flexibility.

Committed Time Analysis

MRI consultants were unable to complete a Committed Time Analysis of the Gloucester Police Department. The police department was unable to provide the necessary information on how long officers are committed to each call to determine the ratio of committed to non-committed time. While the current computer system does allow the dispatcher to log the time of the call, the time the officer arrives, and clears the call; this information is not currently being logged.

Assignment/Availability Factor

As part of the process of estimating the number of police officers that will be required to handle any given level of service demand, it is first necessary to determine the average amount of time (work) that will be available from each officer. The Assignment/Availability Factor assists with determining how many officers are required to staff a shift, and to maintain round-the-clock patrol coverage. The number of man-hours per year to staff one patrol on one shift is 2,920 hours, arrived at by multiplying eight hours, the normal shift length, by 365 days. The process then involves making allowances for the amount of time “lost”, due to regular days off, vacation, holiday, sick leave, and the like.

To estimate the number of duty time actually available per patrol officer, one can either (1) subtract the number of days of authorized absences (i.e. days off, sick, vacation, leave, etc.) from the total number of days or hours potentially available, or (2) compute the actual time off taken for any period (usually a year) for all or a

sample of patrol officers and determine the availability estimate by subtracting the actual "lost" time from the potentially available time. Since the actual time off taken can vary substantially from the authorized time off for any given period, the use of actual experience figures usually produces the most accurate assignment availability estimates.

These factors vary from time to time; therefore, departments are encouraged to annually re-compute the assignment/availability factor for use when making staffing and budget requests. Whenever changes in scheduling and time off are proposed, the future costs, in terms of additional personnel, should always be considered. The remaining time is the net number of hours the officer is available to perform patrol duties. Factors that detract from the patrol time in the Gloucester Police Department are as follows:

DESCRIPTION	HOURS
TOTAL POTENTIAL MAN HOURS	2920
REGULAR DAYS OFF	832
VACATION LEAVE (15 DAYS)	120
HOLIDAYS (12 DAYS)	96
COURT (5 DAYS)	20
SICK LEAVE (5 DAYS)	40
TRAINING (5 DAYS)	40
MISC (1 DAY)	8
TOTAL	1156
ACTUAL MAN HOURS AVAILABLE	1764

Once the total available hours of the average patrol officer is established, the assignment/availability factor is determined by dividing the available hours into the yearly patrol unit requirement of 2,920 hours. This results in a factor of 1.7. In other words, it takes 1.7 police officers to staff each patrol unit required to police the community. This does not include administrators, supervisors, investigators or other specialists – only patrol personnel.

When we total the number of man-hours lost as a result of the factors (1,156) and subtract that from the basic police man-year (2,920), the result (1764) is the number of hours per year that each patrol officer is available to work – that is, the average number of hours of annual patrol service that each officer can provide.

The ratio of 1,764 to 2,920 is the same as 1 to 1.7. Therefore, for every position to be covered, 1.7 officers must be assigned. This ratio of 1 to 1.7 is designated the Assignment/Availability factor for the Gloucester Police Department.

Based upon the data provided and this analysis, the existing staff of 39 patrol officers assigned to patrol meet the current staffing requirement of seven to nine police officers per shift. It should however be noted that this number includes those assigned as house officers and dispatchers. This figure includes one group, representing one third of the shift, being on days off on any given day.

Note: The vacation and sick leave figures were supplied to MRI consultants from records maintained by the department. The assignment availability factor has a great impact in determining numbers of officers needed for patrol. It becomes necessary, therefore, to compute this factor as conservatively as possible, especially in an agency the size of Gloucester.

It is significant to note that the vacation and sick leave usage for Gloucester police officers is inordinately high. It was reported that police employees used a total 1,602 of vacation, 222 personal and 619 sick days for 2008. Gloucester police officials should be extremely concerned with the apparent abuse of sick leave. There are several factors which impact such high sick leave usage but generally, the cause can be traced to low morale and lack of job satisfaction. The reasons for low morale within the Gloucester Police Department are discussed elsewhere in this report. Another reason often found for high sick leave use is simply that the agency is far too liberal in granting such leave. While it is perfectly legitimate to use allowable sick leave due to illness, such use must be controlled and the supervisors should be cognizant of abuse. Employees who develop the practice of using all available sick time accumulated over a period of time should be counseled.

According to studies done by the IACP, the average call for service takes approximately forty-five (45) minutes and the average motor vehicle stop takes about ten (10) minutes. While it is understandable that more serious crimes and arrests take considerably longer and that minor calls for service take less time, forty-five (45) minutes has been determined to be most reliable for the purpose of conducting manpower analysis. It has been suggested that only one-third of a patrol officer's time is taken up with the response to calls for service. Other duties that consume an officer's time are: court appearances, administrative duties, follow-up investigations, motor vehicle enforcement and conducting preventative patrol to help ensure the safety and well-being of the general public.

Calls For Service (CFS) in a community are generally the most reliable indicator of police workload. In 2008, the Gloucester Police Department has tentatively estimated the CFS workload at about 18,162 CFS, an average of 49.6 CFS per

day or one call every 32 minutes. A review of the records maintained by the Gloucester Police Department was undertaken to determine which source documents would reflect the police workload most accurately. Entries in the CAD System/Records Management System were determined to be the best source for this purpose. However, because of the absence of accurate time measurement, inaccurate data and because of the lack of research on the specific impact of varying levels of calls for service versus preventative patrol on productivity, this data was not considered reliable.

MRI consultants utilized a workload formula based on the informed assumption that the optimum time a patrol officer should spend on handling calls for service would be one-third of the total time of the shift. The remaining two-thirds of the officer's time is devoted to preventative patrol, self-initiated activity not captured in the CFS system, time for supplementary and follow-up investigations conducted by patrol officers. A buffer or stacking time was used to compensate for the tendency of calls for service to occur in sporadic groupings throughout a tour of duty. This buffer factor also allows time for various activities such as servicing police vehicles, personal relief, eating and others. The time required for preventative patrol must also be considered. This type of patrol includes such activities as premises inspection, contacting persons, issuing warnings and citations, and patrolling high-hazard locations. Experience has shown that two-thirds should be devoted to preventative patrol and the buffer factor. After calculating the time required to handle called-for services (one-third) and making allowances for preventative patrol time and the buffer factor (two-thirds), the number of patrol sectors can be determined.

A sample of the workload for a 12-month period (January 01, through December 31, 2008) was provided to MRI consultants by the Gloucester Police Department

Shift 1 - 2400 = 0800 hrs	
Number of incidents for 2008	2838
Multiplied by .75 hours (45 minutes)	2128
Multiplied by 3 (to add buffer factor and time for routine patrol)	6384
Divided by 2,920 - the number of hours in the available man-year required to staff one basic one-man patrol sector/beat on one shift for one year	2.18
Rounded to:	2 Sectors/Beats



Shift 2 - 0800 - 1600 hrs	
Number of incidents for 2008	6822
Multiplied by .75 hours (45 minutes)	5116
Multiplied by 3 (to add buffer factor and time for routine patrol)	15349
Divided by 2,920 - the number of hours in the available man-year required to staff one basic one-man patrol sector/beat on one shift for one year	5.25
Rounded to:	5 Sectors/Beats

Shift 3 - 1600 - 2400 hrs	
Number of incidents for 2008	7426
Multiplied by .75 hours (45 minutes)	5570
Multiplied by 3 (to add buffer factor and time for routine patrol)	16708
Divided by 2,920 - the number of hours in the available man-year required to staff one basic one-man patrol sector/beat on one shift for one year	5.7
Rounded to:	6 Sectors/Beats

The number of officers who must be assigned to each shift can now be determined as follows:

Type of Unit	Recommended Number of Units	Required Number of Officers	Assignment/ Availability Factor	Assigned Number of Officers
Shift 1 2400 - 0800	2	2	x 1.7	4
Shift 2 0800 - 1600	5	5	x 1.7	9
Shift 3 1600 - 2400	6	6	x 1.7	10

After a careful review of the data provided to MRI consultants, we believe the data is not as accurate as it should be and certainly does not depict a true representation of the activity by the Gloucester Police Department.

Working with the limited data available and accepting certain shift manning policies, we projected a very tentative staffing requirement of about 32 sworn positions distributed as follows to staff the Patrol Division.

	Number of Officers	Number of Sectors/Beats
Shift 1	10	5
Shift 2	11	6
Shift 3	11	6

Chronobiology

There have been studies in recent years that have commented on the effects of shift work on individual workers. This is called the science of Chronobiology. Analysis of the lives of shift workers seems to indicate that various schedules can contribute to disruption of the normal circadian cycles of human beings. Such change can contribute to sleep disruption and fatigue as well as social and domestic disturbances. It must be realized that the length of the shift, the frequency of shift change, and the direction of the shift cycle will have health, safety, and social implications. These effects should be considered when establishing shift rotation policies as well as individual assignments. (See Chronobiology on the Internet for more information.)

Department Organization

There are three major concepts within police organizational management. Span of Control, which speaks to the issue of how many employees one supervisor can properly supervise under various conditions. Unity of Command, which states that every employee should only be responsible to one boss and Chain of Command, which has everyone in the organization knowing who his/her supervisor is, as well as the supervisor's supervisor up the line. Issues of geographical location of work, hours of work, and abilities of the individual ranking officer are also elements to consider when devising an organization structure. There are no set formulas to determine an organizational chart that is absolutely correct for any one community. The organizational chart should be considered a living document that changes with the needs of the community and the department. The current organizational chart of the Gloucester Police Department inhibits the flow of information, encourages violation of the chain of command and fails to illustrate the actual organizational and functional

relationship of its component parts. Therefore, any attempt to upgrade the efficiency of the department should be preceded by the formulation of an improved organizational framework.

As of May 15, 2009, the Gloucester Police Department had an actual full-time complement of 54 sworn and 4 civilian full-time personnel. Additional part-time personnel were utilized for parking enforcement.

An important consideration with regard to patrol staffing is the fact the Gloucester Police Department assigns two (2) sworn officers to communications and one (1) house officer to station duties 24/7. This translates to approximately 15.3 sworn officers assigned to staff the police station.

Currently, there are actually three major organizational entities – the Administration, Investigations and Operations Division each commanded by a lieutenant who reports directly to the chief of police. In addition to the three major organizational entities, a business manager/department chief financial officer and the accounts clerk report directly to the chief of police. The evidence and property control function is handled by the Operations Commander.

Prior to the recent retirements, the Operations Division consisted of three patrol shifts commanded by lieutenants and sergeants. The department utilized a total of nine (9) ranking officers to supervise the day-to-day activities of approximately thirty-nine (39) officers assigned to the patrol and dispatch duties.

The Administration Division was headed by a lieutenant who has direct supervision over areas such as training, accreditation, records, court liaison and community policing programs. The lieutenant is assisted by a sergeant who provides the department with firearms training and maintains police equipment. The department does not participate in any school programs such as School Resource Officer.

The Investigations Division is commanded by a lieutenant who directly supervises the activity of three (3) detectives and one (1) drug task force officer and reports to the chief of police.

Overall, the Gloucester Police Department does not operate with a clear-cut chain of command and accountability. This is due in part to an inadequately documented organizational structure and in part to the personal management style of some superior officers in the department.

The MRI Team has reviewed data, conducted interviews and considered the following organizational model that would serve the agency well.

Office of the Chief of Police

The Chief of Police should have a confidential secretary to provide the necessary clerical and administrative support. The secretary should receive and screen visitors, maintain the chief's calendar and departmental administrative files and perform other associated duties as directed by the chief.

Field Operations Division

The Field Operations Division should be commanded by a captain who is directly responsible to the Chief of Police. The Field Operations Commander will be tasked with the design and continuing implementation of a directed patrol system that will identify productive areas such as the downtown business district and assign various patrol shifts. The Field Operations Division should be comprised of the three patrol shifts and a Criminal Investigation Section.

Support Services Division

The Support Services Division should be commanded by a captain who is directly responsible to the Chief of Police. The Support Services Division Commander will be responsible for a number of other support activities, including facility, property, fleet management, communications, records, recruitment/selection, planning and research, personnel and training, and the department's directive system.

We recommend that the City consider the above alternative organizational arrangement that would create two major divisions, each commanded by a captain. This organizational arrangement would allow for rotation of the two division commanders – developing both the operational and administrative experience necessary for a future chief of police. MRI suggests that both captain positions be exempt from the supervisory labor union.

Communications Section

MRI consultants support the practice of using civilians in performing the communications function. The loss of skills, knowledge, and experience when police officers are posted to such assignments is immeasurable. In many instances, civilian employees in the communications area perform more efficiently than the police officers. Being a sworn police officer does not necessarily mean that the individual performing the communication function would be more competent than a civilian. In some cases, sworn officers performing the communication function have been found to be not adequately trained and/or lack the interest in performing such functions, as are civilians.

The Communications Section should operate under the supervision of the sergeant assigned to the Support Services Division. The Gloucester Police Department serves as the City's E911 Center and as previously stated, operates the communications center with two sworn officers 24/7. At one time the department was considering the possibility of regionalization of its communications operations with neighboring communities but has since abandoned the concept. According to Chief Beaudette, the cost was prohibitive and no further consideration was given towards this program.

Law enforcement agencies around the country confront increasing demands for police service. At the same time, law enforcement administrators face the major dilemma of trying to put more officers on the street without sufficient funding to pay for them. We believe there are two (2) viable options for the Gloucester Police Department which would result in a greater use of the limited sworn personnel:

- Further explore the concept of Regional Communications with the Essex County Sheriff's Department to handle the communication duties for the Gloucester Police and Fire Departments.
- Initiate the process of hiring civilians to perform the communications function and reassign sworn officers to the patrol function. This option would provide better use of manpower and allow for increased police visibility in the community.

School Resource Officer

The Gloucester Police Department should be concerned with the problems associated with youth activities in the City. The department is of sufficient size to justify the School Resource Officer program that would deal exclusively on juvenile and school related offenses. MRI would recommend that one School Resource Officer for the FY 2010 be assigned to the High School. A second School Resources Officer should be added in FY 2011 for the Elementary and Middle School.

In House Officer

Another position that should be given some serious consideration for reassignment is the station officer. It was reported by staff, the station officer position originated back in the years when the police department operated and managed the ambulance service for the City of Gloucester. In 1985, the ambulance service was transferred to the Gloucester Fire Department. However, the full-time officer position has remained in the current labor contract. In our

opinion, the department would be better served to have an additional officer assigned to the patrol function versus in the station.

Records Section

As previously mentioned, an efficient records system is an essential tool of police management and a vital aspect of police operations. Although the primary purpose of a police records division is to serve as the memory of the department, information readily available from a sound and efficient records system is essential in controlling the total activity of the agency. Even though the use of computers has created a revolution in police records management, there still needs to be personnel to operate and maintain the system. The present records system for the Gloucester Police Department needs improvement to become fully effective and efficient. Our criticism of the existing system is not focused toward the individual performing this function but mostly a result of the lack of personnel. An agency the size of the Gloucester Police Department cannot possibly function with only one person. We believe the department would be better served if an additional clerk was hired with strong computer skills to assist with the timely collection of information and the ability to disseminate the collected information in an efficient, effective and economical manner. The Records Section should operate under the supervision of the sergeant assigned to the Support Services Division.

Investigations Section

We have recommended that the Investigations Section be commanded by a sergeant, under the direct supervision of the Field Operations Commander. The Section should be staffed by three (3) detectives handling general assignment investigations, one (1) Drug Task Officer, and one (1) rotating officer for a total of five officers. This staffing arrangement should immediately and substantially expand the follow-up investigative capability of the department and result in increased clearances and convictions. It will also allow investigators to spend more time working with victims and in proactive activity.

Police Prosecution Section

According to the Current Organizational Chart, the Police Prosecution Section is under the direct command for the Administration Lieutenant. However, during the on-site this was not the case. We would suggest the Police Prosecution Section come under the command of the Field Operations Division in order to provide continuity between the Investigation and Patrol Section. The department has temporarily assigned the duties of police prosecutor to one of the detectives with the assistance of the Assistant District Attorney's Office. After our interviews with the courts and the Essex District Attorney's Office, we would strongly

suggest in lieu of designating a police officer to perform prosecutorial duties, it is recommended that the Gloucester Police Department assign the duties of police prosecutor to the rank of sergeant at a minimum. This will allow the police prosecutor authority over the officers testifying before the court and would enhance the department's career development program for supervisors.

Business Manager a/k/a Department Chief Financial Officer

This position is fairly unique for a department of this size. MRI's review determined that this function was added in an attempt to strengthen the financial capabilities of the police department. In most communities, this financial function is completed by a lower level position with auditing provided by an employee from the municipality's finance department. However, in the case of the Gloucester Police Department, it appears there is an insufficient current capacity to manage payroll and budget issues minus this assistance. It must also be noted that the Gloucester Police Department functions with an exceptionally low number of civilian support positions that could assist with these financial duties. MRI would make two recommendations regarding this position. Current and future civilian and management employees should begin to receive training in payroll and budget administration. The current Business Manager/Department Chief Financial Officer could very well be the right person to complete this training. Once the financial competency of the current staff has been upgraded, MRI would suggest the City give consideration to re-drafting the position of Business Manager to also include budget and payroll oversight of the Gloucester Fire Department. The fire department has the exact same financial management issues facing the police department with an insufficient number of support staff and insufficient training in financial duties. This position may be upgraded to include instructing, oversight, and auditing of both public safety departments.

Career Development Program

One area we found that is seriously in need of improvement is employee development. Many police agencies find it advantageous to rotate officers through various sections within the organization. Within manpower restraints, we would strongly recommend the Gloucester Police Department assign an officer from the Patrol Section to the Criminal Investigation Section and another to the Support Services Division for a six-month period. This will allow uniformed officers the opportunity to gain valuable experience and will assist in their career development efforts of the department.

Scheduling

As previously identified, the patrol schedule is currently a four, eight-hour days on, two days off schedule. There are three shifts with starting times of 0800

hours, 1600 hours, and 2400 hours. It should be noted that this schedule is consistent with not only surrounding communities, but throughout the Northeastern states.

The Future

Like any other modern community of its size, Gloucester generates a continuing demand for police services. If the police department is to be expected to support a feeling of well being and safety in the community, provide crime suppression and criminal investigations, control vehicular traffic, and provide an expansive array of police services, the City must make sure that the expectations of the community do not exceed the ability of the authorized staff to perform these services in a successful manner. If the City expects the police department to be involved at all levels of the schools, the need to hire a School Resource Officer position will be needed. The Gloucester Police Department will need to recruit and properly train new civilian dispatchers or consider regionalizing its communications operations.

It would appear, based on documented interviews, one of the major concerns facing the Gloucester Police Department is the lack of accountability by supervisors. For the Gloucester Police Department to operate efficiently, all supervisors should be held accountable for the performance of those supervised.

Most problems confronting the Gloucester Police Department cannot be resolved solely by a change in the organizational framework. The streamlining of a particular structure does not necessarily insure efficiency of operation. Applying the principles of proper organizational practices cannot overcome innate weaknesses in the motivation or capabilities of personnel. Mere application of these principles cannot provide a substitute for the effective direction and control.

Presently, supervision in the Gloucester Police Department is somewhat weak and needs improvement. This situation exists mainly because of the following conditions:

- There is a lack of Chain of Command.
- The lack of accountability and responsibility.
- The lack of formal supervisory training for new supervisors.
- The present promotional process is not designed to insure that the best individual is selected for supervisory positions.

Supervision is the art of personally motivating and directing the energies and abilities of individuals or groups of officers toward the accomplishment of

predetermined police objectives. Successful supervision depends to a great extent on the knowledge of police science and administration and a good understanding of the principles of leadership and interpersonal relationships.

The proposed organizational structure and staffing recommendations should assist in establishing a good supervisor-subordinate relationship. In Gloucester, the supervisory situation can be strengthened by emphasizing the unity of command principle. This principle is based on the following premises:

- That only one officer is in complete command of each situation.
- That only one supervisor is in direct command of each officer.

It is incumbent upon the Chief of Police to define the roles, responsibilities, and duties of all command and supervisory officers. It is also the Chief's responsibility to provide these individuals with the training necessary for them to understand and respond correctly in all situations. The best path toward improving the provision of police services in Gloucester is that which upgrades the quality of police supervision.

PROPOSED FUTURE STAFFING PLAN YEAR 1

Chief of Police (1)
Captains (2)
Lieutenants (3)
Sergeant Patrol (6)
Sergeant Detective (1)
Sergeant Support Services (1)
Sergeant Police Prosecution (1)
Detectives (4)
School Resource Officer (1)
Patrol Officers (38) (House officers reassigned)
Total 58 sworn

Chief Financial Officer/Business Manager (1)
Administrative Secretary (1)
IT Clerk (1)
Records Clerk (1)
Animal Control Officer (1)
Total 5 civilian

PROPOSED FUTURE STAFFING PLAN YEAR 2

Chief of Police (1)
Captains (2)
Lieutenants (3)
Sergeant Patrol (6)
Sergeant Detective (1)
Sergeant Support Services (1)
Sergeant Police Prosecution (1)
Detectives (4)
School Resource Officer (2)
Patrol Officers (37) (Sworn dispatchers reassigned)
Total 58 sworn

Dispatchers (9) (or join regional dispatch center)
Chief Financial Officer/Business Manager (1)
Administrative Secretary (1)
Records Clerk (1)
IT Clerk (1)
Animal Control Officer (1)
Total 14 civilian (includes dispatch)
Total 5 civilian (if transitioned to regional dispatch)

This proposal covers the additional supervisory coverage and in addition addresses the need to reassign sworn officers to the patrol division and to hire civilian dispatchers.

RECOMMENDATIONS

- 17.1 The City should consider the organizational arrangement proposed by MRI that would create two major divisions, each commanded by a captain (see Appendix D).
- 17.2 MRI recommends the hiring of an administrative secretary for the office of the Chief of Police.
- 17.3 MRI recommends transferring the accounts clerk position to the Records Section.
- 17.4 MRI recommends that the Investigations Section, be commanded by a sergeant, under the direct supervision of the Field Operations Commander.

- 17.5 MRI recommends the duties associated with the role of police prosecutor be assigned to the new position of sergeant or higher rank.
- 17.6 MRI recommends the new position of sergeant in the Support Services Division.
- 17.7 MRI recommends the position of School Resource Officer at the High School.
- 17.8 MRI recommends that the City consider revising the duties and responsibilities of the Business Manager to include developing financial managements systems and training personnel in their use.
- 17.9 MRI recommends reassigning sworn officers to the patrol function from dispatch and either hire nine (9) civilian dispatchers or consider regional dispatching.
- 17.10 MRI recommends the elimination of the "house officer" position and reassigning the position to the patrol function.
- 17.11 The department should compile accurate and complete on calls-for-service time. This data should be used to calculate patrol shift manning at least annually. (CALEA 16.1.2)
- 17.12 The department should conduct a formal resource allocation analysis upon which to accurately identify the workload and staffing requirements of the Gloucester Police Department.
- 17.13 Patrol sectors should be redesigned to more accurately reflect the current nature of the workload. Sector boundaries should be reviewed at least once a year for possible revision.
- 17.14 The Gloucester Police Department has in its possession a City map which reflects the reporting areas. The department should utilize this map to depict sector/beat configurations.
- 17.15 Sector assignments should be rotated every six months on a staggered basis and specific assignments should not be regarded as "belonging" to certain officers.
- 17.16 Clearly define the roles, responsibilities, and duties of the department supervisors, especially field sergeants and Watch Commanders.

- 17.17 Give adequate and continuing supervisory training, including post-promotion training, to all supervisors.
- 17.18 Develop a sense of responsibility among supervisors by holding them accountable for the performance of subordinates.
- 17.19 The lieutenants should perform such supervisory functions as he/she feels necessary to insure that sergeants and officers are meeting their responsibilities. The lieutenants should routinely spend some of their time in the field.
- 17.20 MRI urges the Gloucester Police Department to assume a more proactive posture designed to result in a more efficient and effective service delivery system.

CHAPTER 18

THE PATROL FUNCTION

OVERVIEW

A prime reason that police departments exist is to make available a well-selected, highly trained, fully equipped police officer. This officer is transported throughout the community in a marked police vehicle and is directed to spend his valuable time in a manner that decreases both crime and the fear of crime and to take actions to constantly maintain a safe and peaceful environment for residents and businesses. This is the patrol function and it is the essence of municipal policing.

OBSERVATIONS

MRI interviewed a number of sworn officers who are assigned to the patrol function. An on-line survey of employees was also utilized to gauge how officers felt the department was doing regarding the delivery of police services to the community. Additionally, MRI reviewed the methods through which service were delivered and rode with some officers as they patrolled their assigned sector.

The Gloucester Police Department staffs police patrols 24 hours per day, 365 days a year and is overseen by the Field Operations Commander with the rank of Lieutenant. Each day is divided into three watches (shifts), each having its own Watch Commander with the rank of Lieutenant. The watches run for eight hours starting at 12 Midnight, 8:00AM, and 4:00PM. The community is divided into five patrol sectors: East, West, Center, North, and East Center. These geographical boundaries were set decades ago and are never revisited. They have not been determined through analysis of response times or calls for service. The current labor contract between the City and the Patrolmen's Association contains what is commonly called "the protocol". This is in effect a "minimum manning" clause in which the City agrees to staff each patrol watch with no less than a total of seven patrolmen. This would include 4 patrolmen on patrol, two assigned to dispatch duties, and one as a so-called "houseman".

When the minimum number of four patrolmen is assigned to patrol; the North sector does not receive its own sector car but is covered by the officer assigned to the West area. Supervisors report that having the fifth officer on the watch is considered a rarity as it happens so infrequently. Officers on sick leave or

vacation, as well as any other reason for absence, tend to keep staffing at the minimum level. Overtime is often required to maintain this staffing protocol.

The current agreement between the City and the Gloucester Superior Officers Association calls for two superior officers to be assigned to each watch. This usually translates into a lieutenant inside the station and a sergeant providing street supervision. When a lieutenant is not available, a sergeant fills in and receives Lieutenant's pay. When a sergeant is not available for street supervision, a police officer fills in and receives sergeant's pay. At the time of this writing, the Gloucester Police Department is following the "protocol" and staffing all watches with a minimum of seven police officers and two superior officers. Officers of all ranks reported that this two superior officer protocol sometimes exists on paper only, as the second superior is actually involved in some other activity such as being the commander of the detective or operations division.

New officers, coming to the department after extensive recruit academy training, are assigned to a "couple days" in the communications room and a "couple days" in their own cruiser working in geographic proximity to the patrol supervisor. This is a completely inadequate introduction to the Gloucester Police Department and the work of municipal policing. CALEA, which serves as a standard setting body for national best practices, mandates a minimum of a four-week field-training program. A field training program, which is standard fare in most police departments, would cover a curriculum based on tasks of the most frequent assignments, policies and procedures and would involve a trained Field Training Officer that would document the progress of the fledging officer toward a decision that the officer is ready for solo patrol. Many police departments offer a field-training program that operates for several months to assure the department that the new officer is able to practice what he/she has learned in the academy to real life situations. There are multiple models for Field Training Programs available. Training and certification for Field Training Officers is readily available within Massachusetts.

MRI was told that the department began the process to initiate a field-training program. It selected senior officers to act as field training officers and sent them to a forty hour certification training program. Upon their return to the department, the officers demanded that the department compensate them for what was said to be the overtime necessary to complete the documentation required of the program at the conclusion of each watch. When the union and the administration were unable to come to agreement on the issue, the program was dropped.

In speaking with patrol officers and supervisors, it appears that very little is expected of officers on patrol. The type and amount of work is generally up to the initiative displayed by an individual officer. The Field Operations Commander

explained that patrol officers are expected to engage in random patrol and answer calls. There is no expectation of an officer initiating any community policing activity nor does the department often provide locations where an officer's attention should be directed. At some point, there was a directive for officers to park their cruisers and walk in an area. Most officers interviewed stated that this activity does not actually take place except for possibly around the holidays. Park and Walk initiatives were mentioned for the High School, the two Senior Centers, and the Library. It was reported by a number of officers that motor vehicle stops, arrests, and community policing initiatives are actually discouraged by officers working in dispatcher as well as department supervisors. It was reported that there is a minimal amount of traffic enforcement taking place and it is not encouraged. MRI was told by one superior officer that the philosophy of the Patrol Division was: "We are in a foxhole. Let's keep our heads down till the war is over." While that was a quote from one officer, MRI consultants heard that theme on multiple occasions. There is a further element that keeps productivity and community relations at low levels and that is the personal hostility that exists between a number of superior officers. While there is a position of Operations Commander that is in charge of all 3 patrol watches, each watch appears to actually work completely independently. The three patrol watches are not bound together by department policy, tradition, chain of command, or personal relationships.

In other sections of this report, MRI calls for the replacement of police officers performing dispatch duties, with civilian dispatchers. There are many operational and economic reasons to make this change which most police departments have completed over the last two to three decades. There is a need to maximize the number of trained and experienced police officers on the streets of Gloucester and one way to accomplish this is to begin a transition to civilian dispatchers. In a similar vane, the "houseman" is assigned to relieve the officers assigned to dispatch duties, check on prisoners, and on occasion, be assigned to police small community events in the downtown area. It appears that the houseman assignment is a holdover from a time in the past when the Police Department operated the ambulance for the City. This position is ripe for analysis under present day conditions. It is possible that through a re-evaluation of functions that this position might be deemed irrelevant. Such a review should not be restricted to the current functions of the position, but to open the discussion into other areas.

A number of officers of all ranks stated that on many shifts four officers on the road is quite insufficient. Consideration might be given to slightly modifying the staffing protocol and moving the houseman to a patrol sector in order to have five, one officer cars on the road. One of the sectors would have responsibilities at the station as needs dictate such as when the cellblock is occupied. The need for maximizing the number of officers on the road for enhanced service to the

community and officer safety is especially apparent during the summer months. A fifth officer on the road during the warm weather would seem to be especially needed. Many officers expressed their concern about the inordinate amount of time it would take a back up officer to assist an officer needing assistance. Travel time between the various parts of the City is extensive and the staffing protocol is not increased during the summer.

The Gloucester Police Department currently has a two officer Community Policing Unit that is assigned to the 8:00AM to 4:00PM Watch. These officers respond to neighborhood and business complaints and conduct department outreach to a small number of organizations and locations. After nearly three decades of experience with the concept of community policing, leaders and writers in the field are convinced that community policing, if done correctly, should be a department wide philosophy, and not a separate unit. All members of the police department from the Chief to civilian personnel should be knowledgeable and proficient in the tenets of community policing. Community policing concepts need to be infused into the department and its practice encouraged.

Roll calls are the traditional manner in which the police personnel gather together and prepare for each watch. Besides the supervisor making sector and cruiser assignments, this is a valuable period of time that can be utilized for what is called roll call training. Each roll call should include a review of a new law, a recent court case, or an existing or updated policy. This is the process through which the leadership of the agency transmits expectations and knowledge throughout the entire department. In Gloucester, the roll call setting is not being effectively utilized. Very little training takes place at this venue. In addition to assignments, the watch commander or supervisor reviews a roll call clipboard that contains information the prior watches or the administration deem important. MRI interviews determined that roll calls are sometimes allowed to disintegrate into complaint sessions. Uniform inspections or firearm inspections do not take place in the roll call setting. A large number of patrol officers expressed dissatisfaction with the current "uniforms". Actually, it appeared to the MRI team that almost anything an officer wanted to wear was acceptable. The wearing of short sleeve shirts is allowed during the winter. Golf shirts are allowed. An army like BDU pant appears to be the pant of choice which does not give a very professional image. A number of City Councilors also mentioned that they would prefer that City officers look better in uniform.

While training is so important that MRI has dedicated an entire chapter to its study, in Gloucester it must be pointed out that in addition to no field-training program, and no roll call training, there is also no training for promoted officers. When an officer is promoted to sergeant or lieutenant he or she is not sent to a school for supervisors or command officers, there is no mentorship program.

Training for suicide prevention, which is mandated for all newly promoted officers under Massachusetts General Laws Chapter 40, section 36C, cannot be documented.

Officers preparing to end their watch must return to the police station to type required reports. Officers beginning their watch attend a roll call that presently takes approximately one half hour. This leaves a considerable amount of time at each watch transfer where there are no officers patrolling the streets in their assigned sectors. An option to be considered is to schedule a fraction of the incoming watch to start their tour an hour before his/her watch mates to provide for street coverage during the change of shifts.

A number of superior officers mentioned that they were aware of the existence of special units to respond to Gloucester for additional manpower or special incidents such as hazardous warrant service, missing persons, or hostage situations. However, they stated that they have never been made aware of what services these units provide or how to activate them. These special units include the Massachusetts State Police SWAT Team, the North East Massachusetts Law Enforcement Council Response Team, and the Cape Ann Response Team. A written directive that contained the requested information and activation contact procedures would be of significant value.

The Gloucester Police Department had one laptop computer (MDT) which is installed in a cruiser utilized for traffic enforcement. Since that one cruiser was removed from service, the laptop is no longer functioning. When this laptop was working, it was only able to connect with the state and federal databases known as LEAPS/NCIC. With this connection, an officer could check on driver's licenses, vehicle registrations, stolen property, and wanted persons. This one laptop was unable to connect to the police department computer system and utilized a network provided by the Essex County Sheriff's Department. Police vehicles assigned to the patrol function do not have laptops. This is a significant operational and technological deficiency. In today's environment, even small police departments have and need cruiser laptops to complete their work in a safe and efficient manner. The ability to write reports while still in their patrol sectors and forward them to a supervisor electronically for review is considered standard for policing in today's environment. Officers must have access to the department's computer system via laptops to check on stolen property, hazardous locations and individuals. Currently all requests for checks on individuals, vehicles, arrest warrants, stolen property, historical data, and notices must be verbally completed over the radio system with officers assigned to the communications room actually providing the answers to questions from the field.

RECOMMENDATIONS

- 18.1 The department's administration needs to work with all members of the department to establish a Field Training Program for new officers. Any obstacles to its establishment must be overcome for the future of the department. (CALEA 33.4.3)
- 18.2 Laptop computers (MDTs) should be in all patrol vehicles. These laptop computers should have access to the Gloucester Police Department computer system, as well as state and national databases.
- 18.3 All officers in Gloucester should be reading and receiving training in the art and science of community policing. All officers assigned to patrol should be placing those elements into practice on every tour of duty. A specific type of community policing, Problem Orientated Policing, where citizens and the police work together to solve specific problems may be a useful format to increase resident interaction with their police department. The two officer Community Policing Unit should be eliminated and those officers re-integrated into the Patrol Division where increased staffing is needed.
- 18.4 Patrol officers should be constantly looking for opportunities to interact in a non-enforcement manner with residents of all ages.
- 18.5 Patrol officers should make an effort to initiate park and walk patrols at locations identified as problem areas through an analysis of computer generated calls for service. Emphasis should be given to locations where groups of children and teenagers might be found. The department could show its encouragement and support of this type of activity through requiring logging of such events and tracking it on an individual officer basis.
- 18.6 A policy on the conduct of roll call should be written and include an opportunity for roll call training as well as limiting the time when these officers are off the streets. For guidance on the contents of a written directive on Roll Call Briefings please see CALEA 41.1.2.
- 18.7 Consideration should be given to implementing a system of overlapping staffing to eliminate periods of time when there are no officers on patrol.
- 18.8 The department should conduct research into the duties and responsibilities of the contractually required "houseman". Either the case for the existence of this position should be established or the position eliminated.

- 18.9 All superior officers as well as officers assigned as dispatchers should have knowledge of the existence, role, and activation protocols for the North East Massachusetts Law Enforcement Council, The Massachusetts State Police SWAT Team, and the Cape Ann Response Team.
- 18.10 The job descriptions for the positions of patrol officer, patrol sergeant, watch commander, and field operations commander should all be revisited and re-written to give direction and guidance to these officers regarding their current duties and responsibilities as well as the expectations of the department and the community.

CHAPTER 19

TRAINING

OVERVIEW

Training is an important responsibility for every police agency. Training serves four broad purposes:

- Well-trained officers are generally better prepared to act decisively and correctly in a broad spectrum of situations.
- Training results in greater productivity and effectiveness.
- Training fosters cooperation and unity of purpose.
- Training provides protection for the department and the City against successful liability lawsuits for failure to train their employees.

Municipalities have been held civilly liable for failing to train their officers. The *City of Canton, Ohio vs. Harris* is considered to be a landmark U.S. Supreme Court decision. This decision held that Canton's "deliberate indifference to the duty to train its officers" in the area of their constitutional limits to their authority created a policy or custom that held them civilly responsible. "Where a failure to train reflects a deliberate or conscious choice by a municipality, a city can be liable for such a failure under 1983" (42 U.S.C. 1983 (Civil Rights Act of 1871)), according to the Court. The cost of a lawsuit can far outweigh the cost of training police employees.

To be effective, training must reflect departmental values, goals, programs, policies, and procedures.

A training program should begin with a formal needs assessment. Critical functions are identified for each performance area in terms of risk and frequency. Armed with that knowledge a human resources professional or training officer can design a training program that meets the needs of the organization.

MRI reviewed the training budget, training records, policies and procedures and compared them to national best practices and law enforcement training standards.

OBSERVATIONS

The Gloucester Police Department responds to all 9-1-1 calls, including medical calls. Cruisers are equipped with defibrillators. Officers are certified as Emergency Medical Technicians. Therefore, they require annual training in First Responder, CPR and Defibrillator.

During our interviews, we were informed that it has been two to three years since an officer went to a specialized training class conducted by the Municipal Police Training Committee (MPTC). Massachusetts General Law requires cities and towns to provide in service training in a number of areas. These include suicide prevention, supervision, domestic violence, rape investigation, and hate crimes (MGL Chapter 6, Section 116, Chapter 40, Section 36C, Chapter 41, Section 96B). Many of the officers that were interviewed complained about the lack of training. Sixty-five percent (65%) of respondents to the employee survey felt that training opportunities were not distributed on a fair and equitable basis.

Since training records are kept manually, it is difficult to confirm this observation, however, an audit of numerous training files revealed very little in service or specialized training other than First Responder, Defibrillator Re-certification and yearly Firearms Qualifications. Several years ago, officers routinely attended a three-day Veteran Officer's Update conducted by MPTC. This program reviewed the National Incident Management System (NIMS), legal updates, case law, etc. Officers were able to attend on duty for two of the days and received overtime for the third day. However, budgetary and contractual constraints along with a new 4 days on/2 days off work schedule made it difficult to continue attending. The Gloucester Police Department budgets \$30,800 for training expenses. Approximately \$8700 is committed to police academy tuition for new recruits. MPTC charges each department \$2500 for new officers to attend the regional police academy. The rest is allocated for specialized training such as an annual firearm's conference, H&K Entry School, RAD (Rape Aggression Defense) Advance School and defensive tactics. There are separate line items for overtime expenses for EMT training. Since FY '07 the training budget has been reduced from \$45,100 to \$30,800

The Administrative Lieutenant has oversight of the training function, but she is unclear about her role in this area. There is a job description for the Training Officer in Charge, however it is not current and does not meet contemporary standards for job descriptions. Additionally, various supervisors are in charge of different programs such as Firearms and First Aid, and do not appear to come under the control of the Administrative Lieutenant. The Gloucester Police Department qualifies once a year on sidearm (pistol), defensive tactics, AR 15

rifle and shotgun. They were able to use their outdoor range more frequently prior to last year. Apparently, neighbors adjacent to the range complained about the noise and this has led to some controversy. Now they use the outdoor range to qualify once a year.

The police department does not have a training plan or calendar for the year. Training records are kept in several places. All firearms related training is documented on a computer program called Firearms Pro. It is retained in the Administrative Lieutenant's office. All other training is documented in paper files. Training is documented by placing a copy of the certificate in the training file. Training files are broken down into five main areas filed alphabetically under employee's last names. The categories are: 1) Training/Certification; 2) 9-1-1, LEAP, Breathalyzer; 3) CPR, First Aid; 4) Equipment Receipts; and 5) LETN '94.

First aid files are maintained separately by the instructors. During our visits, we were unable to audit the training files for first aid classes because they were kept separate from the regular training files and were not under the control of the Administrative Lieutenant. Files for Portable Breath Instrument Certifications were separated from the regular training files. 911 training and certification files were also separate from the main training files.

All 911 operators are required by the state to be certified. In Gloucester's case, all 911 operators are police officers. It is a two day program that is only required once. There are infrequent updates. The 911 training files that MRI audited were up to date. The equipment file contained some receipts for signed policies such as use of force, sexual harassment, and pursuits. Some dated back to 1992. They also contained signed employee receipts for their firearms, flashlights, and ballistic vests. The LETN file contained records of when Gloucester subscribed to the LETN in 1994.

During MRI's review, we learned that Gloucester participates in a regional Rapid Response Team (RRT). It is comprised of members of the Gloucester, Manchester-by-the-Sea, Rockport, and Essex Police Departments. The initial goal of the team was to provide a rapid response of trained officers to a school shooting, or an armed subject on school property. Its mission or scope has broadened over the years to include other critical incidents such as a barricaded subject. Lieutenant Aiello is the commander of the unit. The team is made up of fifteen members who volunteer and are selected from the participating departments. Lieutenant Aiello reports that they are mainly firearms instructors from the police departments. The team attempts to train once a month, but this is not consistent. Gloucester officers are not compensated for their training days. The contract allows officers to request up to ten days for training without cost to the City. Several of the chiefs that we interviewed spoke favorably of the team.

The team has completed deployment plans for many of the area schools. They have been activated for a school bomb threat and a barricaded subject.

Several of MRI's team members have experience with regional response teams. These teams can be an asset to a community that is geographically isolated from a State Police Tactical Team deployment. They can provide critical resources for highly volatile and dangerous situations. Additionally, the enhanced training these officers receive is always with them. These teams also allow the local chief to retain control over a critical event in his or her city or town. Since these teams engage in high-risk training and deployment, it is important that chiefs recognize their duty and obligation to provide training, equipment and supervision. Many agencies have decided against regional teams because of the monetary cost and expenditure of department resources. A comprehensive review of the Rapid Response Team was outside the purview of this study. Gloucester's participation needs to be critically scrutinized to insure that proper selection, training, supervision, compensation, and outfitting of equipment is in place. A cursory review by MRI reveals that this team may be deficient in a number of these areas. Further information on SWAT standards can be found at the web site for the National Tactical Officers Association and the State of California Operational Guidelines and Standardized Training Requirements. (<http://www.ntoa.org/> and <http://www.post.ca.gov/training/swatmanual/swatmanual.pdf> <<http://www.post.ca.gov/training/swatmanual/swatmanual.pdf>>). Gloucester should consider suspending the use of the team until they can evaluate their polices against national standards.

Professional police departments need to stay current in a number of critical areas: arrest, search and seizure, pursuit decision-making and driving, changes in the law, use of force, to name a few. Literally, the dollars available for training in Gloucester are consumed by firearms training. Although firearms qualification is certainly important, and is considered high risk, low frequency, the department's training plan needs to be more consistent and comprehensive.

RECOMMENDATIONS

- 19.1 Design and implement a training needs assessment.
- 19.2 Update the job description for the training coordinator and develop job descriptions for all instructors.
- 19.3 Explore establishing a training committee to review the needs assessment, evaluate current training, and make recommendations to the Chief of Police and the Training Coordinator. (CALEA 33.1.1)

- 19.4 Develop a three-year training plan for in-service training.
- 19.5 Conduct a skill inventory of existing personnel to identify possible in-house instructors.
- 19.6 Reevaluate how existing training dollars are being used. With the assistance of the City, develop and fund a realistic annual training budget.
- 19.7 Develop and implement a training policy. The policy should cover recruit training, field training, in service and specialized training, certifications, remedial training, and expense reimbursement. (CALEA 33.1.1).
- 19.8 Use data to drive training programs. Use of force reports should be reviewed on a regular basis, with an annual tabulation of the types and numbers of incidents where force is used. These reports, along with pursuit reports, should be forwarded to the Training Division. This information can be used to customize training programs.
- 19.9 Computerize training records. At a minimum, all training files should be centralized. Files should include the course content and student performance. (CALEA 33.4.3)
- 19.10 Immediately adopt a Field Training Program for new recruits. Two models are nationally accepted. The San Jose model is the most popular, while the newer Problem Oriented Policing model is receiving wide attention from departments steeped in community oriented policing. Both are excellent programs.
- 19.11 Develop a mechanism for supervisors to request training to include remedial training for subordinates.
- 19.12 The Chief should require a comprehensive monthly and annual report from the training division to include programs delivered, dollars allocated and expended, number of training hours, breakdown of specialized and in service training and certification renewals.
- 19.13 Develop a supervisory training program and schedule for new sergeants. The New England Chiefs of Police offers several low cost training programs through Roger Williams University. The Massachusetts Police Leadership Institute at Lowell PD is also an excellent program. Massachusetts law requires supervisory training for newly promoted supervisors.

- 19.14 Develop a master inventory of all issued equipment: radios, OC spray, firearms, batons, etc.
- 19.15 Explore the use of online or computerized training for supervisors and instructors. Typically, such training is economical and can be conducted on duty during the slower times of the year. For example, the MPTC offers no cost distance learning on such subjects as 2009 legal updates, CPR, First Aid, AED, and Defensive Tactics. Some programs require a practical component. The IACP has just launched a web based training program at an annual cost of \$75.00 an officer.
- 19.16 Evaluate the training requirements for the Rapid Response Team. A written policy should detail the selection, de-selection, training, equipment, call out procedures, and supervision of this team.
- 19.17 Specialized functions should have access to annual training (e.g. animal control, harbor patrol officers, dispatch officers, parking enforcement officers, supervisors, tactical response teams, etc.). (CALEA 33.6.1)
- 19.18 Assign someone to write periodic training and legal bulletins. (CALEA 33.5.1)
- 19.19 Post all training opportunities and allow employees to request training.

CHAPTER 20

COMPENSATION

OVERVIEW

The recruitment, motivation and retention of a quality, well-trained, professional police officer is vital to ensuring that residents receive the highest degree of safety the community has to offer. Retaining good police officers builds community support and trust in the department, and allows the department to offer quality safety services for the community.

While recent studies have shown that money is not the only, or even the best motivating factor of employees, low salaries are often mentioned in exit interviews for officers around the country as the reason for leaving one police department for another. This chapter should be considered a snapshot audit of the compensation package offered by the City of Gloucester to its police officers. The City gave MRI a list of communities which it considered comparable communities for the purposes of comparing a number of factors including benefits. MRI analyzed the provided list and chose Franklin, MA, Shrewsbury, MA, and Northampton, MA, to gather operational, administrative, and benefit information. MRI also added Portsmouth, NH, to the list as it closely resembled the general character of Gloucester as a diverse seaport community with an influx of summer visitors.

This chapter is based upon information voluntarily provided to MRI by the four comparable communities and does not purport to be a wage and salary classification report.

OBSERVATIONS

The loss of police officers through transfers does not appear to be an issue in Gloucester as most current officers have ties to the community. The Chief reports a very small percentage of officer turn over in recent years. All employees of the police department, with the sole exception of the Chief of Police, are covered by one of five Collective Bargaining Agreements (contracts).

All union contracts with the City have expired so employees have been without a current contract for two years. Union officials report that there are no negotiation meetings being held at the time of this assessment. The effective dates of the

last contract were from July 1, 2004, through June 30, 2007. This fact must be remembered when viewing comparison salaries as some comparable departments may have more recently negotiated salary increases.

The following is a review of the major elements of the union contracts covering police officers and police superior officers.

Stipends: EMT Certification:	\$1700.00 per year
Defibrillator Certification:	\$ 725.00 per year
E-911 Certification	.5% of base annual wage

Out of rank salary modification: An officer filling in as a sergeant receives sergeant's pay for the shift. A sergeant filling in as a lieutenant receives lieutenant's pay for the shift.

Night Shift Differential: \$60.00 per week

Longevity Benefit: Upon reaching 5 years service:	\$400.00 per year
Upon reaching 10 years service:	\$1000.00 per year
Upon reaching 15 years service:	\$1200.00 per year
Upon reaching 20 years service:	\$1500.00 per year
Upon reaching 25 years service:	\$1700.00 per year

Educational Incentive Program, also known as "Quinn Bill": All officers qualify even if State discontinues its participation. 10% of base salary for holding an Associate Degree, 20% of base salary for receiving a Bachelors Degree, and 25% of base salary for attaining a Masters Degree. All eligible degrees must be in Law Enforcement or Criminal Justice.

Clothing Allowance: \$800.00 paid by check.

Cleaning Allowance: \$175.00 paid by check.

Sick Days: 18 per year with accumulation being capped at 250 days (180 days if hired after June 14, 1994). (Fifteen (15) sick days are given in the four comparable departments.)

Sick Leave Buy Back: \$65.00 per day at retirement

Personal Days: 3 days per year.

Overtime: Paid at time and one-half rate with a four-hour minimum.

Court Time: Paid a minimum of 4 hours for appearances in Gloucester District Court and a minimum of 6 hours for appearances in other courts.

Holidays: 11 paid holidays with 5 of the 11 paid at time and one-half regardless of work status.

Health Insurance: City pays \$75% of the insurance premium.

Vacation Days: One through five years service: 14 days
Six through ten years of service: 21 days
Eleven and over years of service 28 days

(MRI inquired of the four comparable communities how many vacation days an officer would have with 5 years on the job. The responses were 21 for Northampton, MA; 15 for Shrewsbury, MA; 14 for Portsmouth, NH; and 10 for Franklin, MA.)

Pay Scale: Base salary is increased approximately \$3,000 per step for three steps over a police officer's first three years.

Light Duty Assignments: The current contracts define the concept and purpose of temporary/light duty assignments. The contract language states that these assignments are to be utilized when an officer is incapacitated either in an off-duty illness or injury sustained in the performance of his duty. MRI has learned that the department has been unable to assign officers injured on duty to light duty assignments due to union objections.

Negotiated Committee Meetings: The contracts contain a number of agreed to committees and meetings on various topics such as health and fitness, safety, and the creation of an employee evaluation system. All parties agree that these meetings have not taken place for a number of years.

Outside Details: The current practice within the City is for each union to establish their own outside detail rates without the necessity of negotiating with the City. This has resulted in a two-tier fee structure to other City departments as well as outside vendors where sergeants and lieutenants receive a higher hourly rate than patrolmen even when a supervisory officer is not functioning as a supervisor. This disparity in rates causes difficulty for departments or companies who hire police officer details as costs cannot be anticipated. Companies arranging for a detail can never determine if the responding officer will be a police officer, a sergeant, or a lieutenant and can therefore not accurately project costs. MRI determined that police officers and ranking officers receive the same outside detail rate in the four comparable communities.

SALARY COMPARISONS FOR ALL RANKS, FY09

DEPARTMENT	CHIEF	DEP C	CAPT	LIEUT	SERGT	OFFICER	DISP
GLOUCESTER, MA	83,494	N/A	N/A	62,744	55,958	39,651	N/A
FRANKLIN, MA	113,051	103,531	N/A	82,070	62,760	53,642	41,456
NORTHAMPTON, MA	113,590	N/A	93,661	78,423	57,358	47,582	37,445
SHREWSBURY, MA	99,723	N/A	N/A	76,015	66,098	52,364	39,655
PORTSMOUTH, NH	110,493	95,919	74,534	69,657	65,101	42,042	35,659
AVER FOR ALL 5	104,070	99,725	84,098	73,782	61,455	47,056	38,554
MASS AVERAGE	102,465	103,531	93,661	74,813	60,544	48,310	39,519
GLOUCESTER	83,494	N/A	N/A	62,744	55,958	39,651	N/A

BASE SALARIES DO NOT INCLUDE STIPENDS, EDUCATIONAL INCENTIVES, OR ANY OTHER ADDITIONS TO THE SALARY.

MRI gathered and double-checked the maximum BASE SALARY for all police department ranks that were effective in FY 2009. Care was taken to utilize salary figures that did not include educational incentives or any other additions to the base salary. While initial analysis of this chart would appear to indicate that the Gloucester Police Department salaries are significantly below the average for the original five communities as well as the Massachusetts only average, there are factors that should be considered while studying this information. First, not all departments currently participate in the Massachusetts Career Incentive Program, the so-called Quinn Bill. Actual salaries from departments, such as Gloucester, enrolled in the Quinn bill would be adjusted upward between 10% and 25%, based on an individual officer's educational achievement level. However, at the time of this writing, it appears that the future of the Quinn Bill in Massachusetts is very much in question as most of the state's budget proposals suggest decreasing or even eliminating state participation in this program. Secondly, both sworn police officer union contracts in Gloucester expired two years ago and therefore represent base salary levels that were effective in 2007 and remain so to the present.

MRI suggests that the City of Gloucester re-visit the issue of comparable salaries for their police department when the Quinn Bill issue has been finally decided.

RECOMMENDATIONS

- 20.1 Each collective bargaining agreement should be reviewed and updated by the City. The practice of adding pages that contain the most recent changes to the front of the previous contract should be stopped. The current practice leads to confusion with out-of-date language remaining indefinitely.
- 20.2 The City should revisit the concept of paying police officers a stipend for being certified Emergency Medical Technicians. It may well be that because of the status of the City as an island, the time required for an ambulance to be on scene, or as a thoughtful part of the City's Emergency Management Plan that this decision is sound. However, the decision should not rest on the fact that the police department once ran the community's ambulance service or some other reason that has long since ceased to exist. This would also reduce the training budget or more importantly, the money could be used to fund other police related training.
- 20.3 The City should revisit the payment of officers to fill in an open spot in a supervisory role without including a required training component and written expectations of additional duties and responsibilities.
- 20.4 The City should revisit the practice of paying the annual clothing allowance directly to the individual by check. MRI would propose that the City establish an account with a select uniform vendor and assign each covered employee a credit to purchase only specifically listed items.
- 20.5 The City, the Unions, and the Chief of Police should re-establish the committee meetings mentioned in the various contracts. There is a great need for improved communications among these three parties and the previously negotiated meetings would be an excellent way to begin a new period of open dialog.
- 20.6 The Chief of Police does not currently have a benefits contract. As a result, he follows various elements of the superior officer contract and the contract for the city manager association. This creates difficulties attempting to determine exactly what benefits he is eligible for on an annual basis. As a Civil Service Chief of Police, the incumbent does not need an employment contract but he is in need of a benefits contract.
- 20.7 MRI would suggest that the City revisit the current practice of setting outside detail rates and include detail rates in the negotiation process. Supervisory level pays should only be expected when supervising a number of police officers on a large detail.

20.8 The issue of light duty assignments being utilized for on-duty and off-duty illnesses and injuries should be revisited and a finite decision made on utilization.

CHAPTER 21

CALLS FOR SERVICE

OVERVIEW

The capturing, recording, maintenance, and analysis of police calls for service and reported crimes are important functions. Policing strategies, budgetary requests, equipment purchases, manpower deployment, and training decisions are all made at a more precise level when based upon solid, unquestionable statistics. Records need to be kept and reviewed for the number of calls, types of calls, crimes reported and high volume hours, days, and months. Trends can be seen by comparing crime and call statistics for successive years. It is imperative that the information be recorded accurately and consistently.

Computer aided dispatching and reporting software used by almost all police departments today captures many types of data. Using that information in a way that helps the agency attain their mission can be a challenge. Many departments find themselves data rich and information poor. Proper inputting of data allows the police department to inform their policing decisions. Should information not be properly entered initially, very little useable information will be retrieved.

Analyzing calls for service to identify repeated calls to a given address can help in preventing future calls and capturing valuable officer time for more proactive policing. Statistical information on calls for service can be used to realign sector boundaries to better patrol neighborhoods and equalize call distribution. Boundaries can be realigned by time of day to reflect workload changes. At one time crime analysis was only conducted by large metropolitan police departments. Now, technological advances in software programming have allowed small and rural departments to examine their crime data for trends.

Many departments have elected to adopt a differential response strategy, in effect not sending an officer to all calls for service. Victims are asked to report minor crimes over the phone or in person at the police station. This type of response can free up valuable officer time for other initiatives.

Most software programs provide pre-determined reports that can help police managers make more effective administrative decisions.

OBSERVATIONS

MRI received a number of statistical documents from the Gloucester Police Department, as well as Uniform Crime Reports from the State of Massachusetts. They were studied for their accuracy and for their overall value. Generating a complete picture of the activity level of the Gloucester Police Department is not as easy as it should be. It requires a compilation from various databases. No one in the Gloucester Police Department is overly familiar with the managerial reporting features of its dispatching and reporting software. There seems to be a lack of uniformity in the entering of data. For example, comparing Uniform Crime Reports (UCR) to department crime summary reports revealed variances in what is being recorded. The State UCR report for adult arrests shows that in 2007, one adult was arrested for rape. The Gloucester Police Departments summary arrest report for the same year shows that four adults were arrested for that offense.

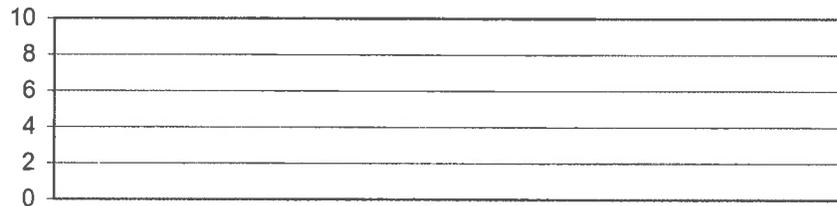
MRI consultants met with the police department's software vendor in an effort to ascertain accurate statistics. The vendor, Microsystems Integrated Public Safety Solutions of Melrose, Massachusetts, was extremely helpful. However, in the end we concluded that it appears that crimes are not being classified uniformly. The Gloucester Police Department's Records Clerk had to hand count arrests, motor vehicle citations, warnings, and accidents in order to generate accurate numbers. Statistics supplied to us from their records and dispatch databases were different from those the department supplied in its response to the Comparable Community Survey. The coding or classification of crimes for UCR reporting purposes can be complicated. Quality control in this area is extremely important. Many departments designate one person as their quality control person. That individual reviews all reports to insure the officers and supervisors properly code the crimes. Right now, this function belongs to the Records Clerk. She reviews all calls for service and checks the UCR/NIBRS codes. Most often, she has to review the officers' report to insure it has been properly classified. She then has to change the codes. Reports are not reviewed by Watch Commanders for proper coding. This is a time consuming and error prone process that can be successfully modified by training and using the department's software to its fullest capabilities.

MRI was not able to analyze response times because in most instances the initial dispatch, arrival, and end times were not recorded. On the few occasions that times were entered, they were more often the same time for all categories. Accurate response times are an important performance measure. They can assist in setting staffing levels and geographic sector boundaries. They can confirm or refute citizen complaints about a slow response to a call for service.

On the following pages are charts showing an analysis of Part 1 Crime reports made to the Crime Reporting Unit of the Commonwealth of Massachusetts.

PART I CRIMES

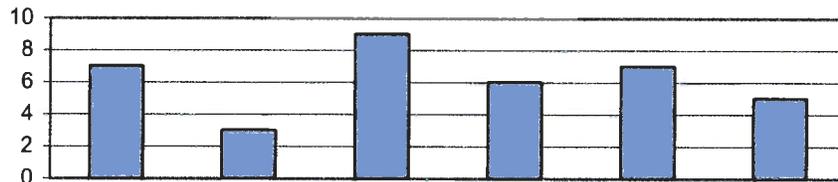
HOMICIDE



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Homicides	0	0	0	0	0	0	0
<i>Yr to Yr % Chng</i>	0%	0%	0%	0%	0%	0%	0%

The City of Gloucester has not reported a homicide to the state during the five years MRI surveyed.

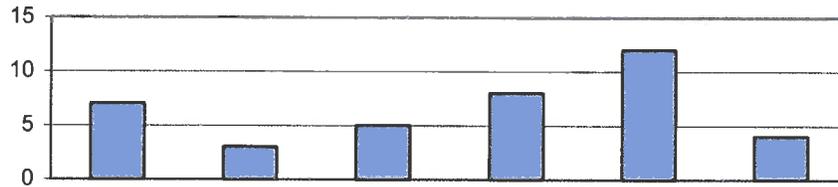
RAPE



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Rapes	7	3	9	6	7	5	-2
<i>Yr to Yr % Chng</i>	-22%	-57%	200%	-33%	17%	-29%	-29%

Reported rapes have decreased by 2, or 29% from 2006 to 2007 and the five years reviewed.

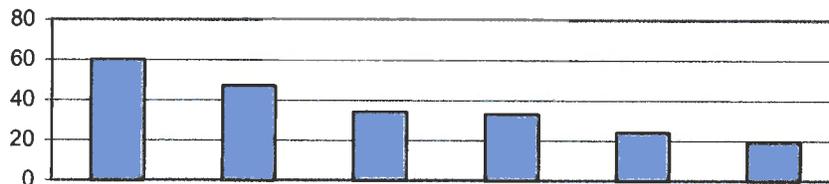
ROBBERIES



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Robberies	7	3	5	8	12	4	-3
<i>Yr to Yr % Chng</i>	-22%	-57%	67%	60%	50%	-67%	-43%

Reported robberies are down significantly from 2006 to 2007. The drop that year was eight robberies or 67%. Overall, they decreased by 43% or by 3 reported robberies per year from 2002 through 2007.

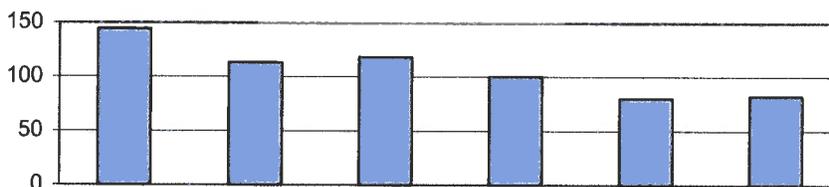
AGGRAVATED ASSAULT



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Assaults	60	47	34	33	24	19	-41
<i>Yr to Yr % Chng</i>	25%	-22%	-28%	-3%	-27%	-21%	-68%

Reported assaults to the State have dropped significantly over the five years surveyed. They are down 68% from 2002. From 2006 to 2007, they declined by 21% or by 5 reported assaults.

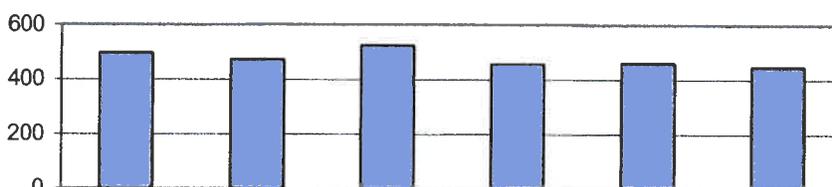
BURGLARY



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Burglaries	144	113	118	100	80	82	-62
<i>Yr to Yr % Chng</i>	-7%	-22%	4%	-15%	-20%	3%	-43%

There has been a significant decline in reported burglaries over the years. They are down by 43% for the last five years. From 2006 to 2007 they increased by two reported burglaries.

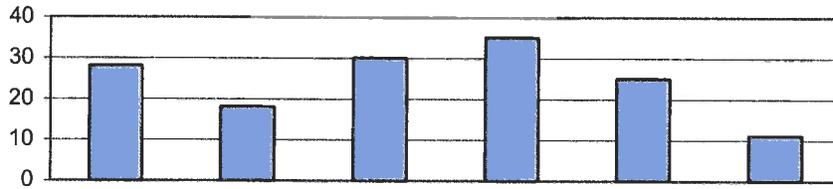
LARCENY



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# Larcenies	496	473	525	456	460	445	-51
<i>Yr to Yr % Chng</i>	-1%	-5%	11%	-13%	1%	-3%	-10%

There has not been a major change in reported larcenies. They have decreased by 10% over the five years reviewed. They were down 3% or by 15 reported thefts from 2006 to 2007.

MOTOR VEHICLE THEFT



	2002	2003	2004	2005	2006	2007	2002-2007 Change
# MV Thefts	28	18	30	35	25	11	-17
<i>Yr to Yr % Chng</i>	-43%	-36%	67%	17%	-29%	-56%	-61%

Motor vehicle thefts reached their peak in 2005 with 35 vehicles reported stolen. There has been a major decrease from 2006 to 2007, with motor vehicle thefts declining by 56% or by 14 reported thefts.

CALLS FOR SERVICE ANALYSIS

The following charts were developed from data that we were able to obtain with the assistance of Microsystems. The source of a majority of this information is the Gloucester Police Department's dispatching and reporting software.

Total Arrests

	2006	2007	% Change 2006 to 2007	2008	% Change 2007 to 2008
Arrests	803	702	-12.6%	741	5.6%

There was a 12.6% decrease in overall arrests in the year 2007 from 2006. MRI was not able to determine the cause of the decrease, since Gloucester's Records Clerk derived these numbers by hand counting arrest reports. These numbers were different from the software summary reports that we received. In 2008, arrests were up 5.6% or 39 since 2007, but still below the 2006 level.

Total Calls for Service/Shift

	2006	2007	% Change 2006 to 2007	2008	% Change 2007 to 2008
Midnight	4043	3612	-10.7%	3793	5.0%
Day	7436	6822	-8.3%	6677	-2.1%
Evening	7573	7653	1.1%	7692	0.5%
	19052	18087		18162	

Total calls for service have decreased slightly since 2006. Statistically they remain uniform over the last three years. Calls on the day shift have dropped by approximately 10%. This coincides with a significant decline in traffic enforcement during the day shift.

Motor Vehicle Accidents/CFS Log

	2006	2007	% Change 2006 to 2007	2008	% Change 2007 to 2008
MV Accidents	582	570	-2.1%	613	7.5%

These numbers reflect the total number of accidents called into the police department. Many of them did not require a formal police report. Accident calls to the department increased by 43 from 2007 to 2008.

Motor Vehicle Accident/Report Generated

	2006	2007	% Change 2006 to 2007	2008	% Change 2007 to 2008
Property Damage	138	226	63.8%	159	-29.6%
Personal Injury	163	128	-21.5%	96	-25.0%
	301	354		255	

Although overall accidents are up as shown in the previous chart, accidents requiring a police report are down significantly in both categories from 2006 to 2008. In 2007, there was a sizeable increase in property damage accidents. There has a major decrease (25%) in personal injury accidents from 2006 to 2008. Since these are the more serious accidents, this is an important measure of roadway safety. The numbers used in this chart were supplied to MRI by the Records Clerk. 2008 numbers were reported as actual, while the others were reported as estimates.

Motor Vehicle Stops by Shift

Shift	2006 # Calls	2007 # Calls	% Change	2008 # Calls	% Change
			2006 to 2007		2007 to 2008
Midnight	972	761	-21.7%	870	14.3%
Day	1385	1075	-22.4%	615	-42.8%
Evening	708	737	4.1%	853	15.7%
	3065	2573		2338	

Total motor vehicle stops have been trending downward since 2006. There has been a major decrease in traffic enforcement activity on the day shift which warrants further investigation by the police department.

Traffic Enforcement

	2006	2007	% Change	2008	% Change
			2006 to 2007		2007 to 2008
Warnings	641	703	9.7%	568	-19.2%
Citations	767	1148	49.7%	1097	-4.4%
	1408	1851		1665	

Traffic warnings and citations increased significantly from 2006 to 2007. Noteworthy is the increase in citations. Research has demonstrated that warnings have little impact on changing driver behavior. The number of citations issued for 2008 decreased slightly by 4.4%. The police department administration should pay attention to the ratio of citations to warnings.

Calls for Service-% Change by Type of Call

These figures reflect the numbers provided to us from the summary call report. They reflect only calls for service, and are not arrest figures. Domestic violence calls increased by almost 16% in 2007 and have remained at that level in 2008. Since these are serious calls, the department should conduct a further analysis to see why they have increased. (Below we have conducted an analysis of Domestic Violence Arrests.) Repeat calls for service to the same household may be resolved by arrest or referral to the proper social service agency. Residential burglaries have increased 31.3% since 2007. Larcenies have increased as well.

Call Type			% Change			% Change
	2006 # Calls	2007 # Calls	2006 to 2007	2008 # Calls	2007 to 2008	2007 to 2008
Assault & Battery	75	103	37.3%	65	-36.9%	
Dist-General	1208	1166	-3.5%	1077	-7.6%	
MV-Traffic Violation	3065	2573	-16.1%	2338	-9.1%	
Medical General	197	248	25.9%	221	-10.9%	
Burglary-Residential	15	16	6.7%	21	31.3%	
Burglary-Business	5	2	-60.0%	4	100.0%	
Larceny-Other	211	206	-2.4%	225	9.2%	
Vandalism	467	383	-18.0%	362	-5.5%	
Drug/Narc Off	64	59	-7.8%	51	-13.6%	
Alarm-Com	646	560	-13.3%	560	0.0%	
Alarm-Residence	408	447	9.6%	377	-15.7%	
E911 Medical	714	785	9.9%	845	7.6%	
OUI ALC/Drug	48	28	-41.7%	37	32.1%	
AED/Defib Mod	1	0	-100.0%	0	#DIV/0!	
Domestic	209	242	15.8%	242	0.0%	
	7333	6818		6425		

Calls for Service-% Change for Domestic Violence Arrests

Type			% Change			% Change
	2006 # Calls	2007 # Calls	2006 to 2007	2008 # Calls	2007 to 2008	2007 to 2008
Domestic Assault & Battery	109	98	-10.1%	96	-2.0%	
Vio Protective Order	22	30	36.4%	13	-56.7%	
Vio Domestic Protective Order	1	0	-100.0%	1	#DIV/0!	
	132	128		110		

There has been a substantial drop in arrests for the crime of violating a Protective Order. The department should investigate this further to try and identify why. A decrease in these arrests combined with an increase in domestic related calls for service might indicate that officers are not making arrests as needed. This could be a supervisory or training issue.

Calls for Service-% Change for Impaired Driving Arrests

OUI Call Type	2006		2007		2008	
	# Calls					
OUI	72	61	-15.3%	87	42.6%	
OUI-2nd	10	14	40.0%	13	-7.1%	
OUI-3rd	5	3	-40.0%	5	66.7%	
OUI-4th	2	0	-100.0%	0	#DIV/0!	
OUI-Other	0	2	#DIV/0!	2	0.0%	
Drugs	4	11	175.0%	2	-81.8%	
	93	91		109		

Arresting offenders for driving while impaired is a key performance measure of self-initiated activity. Arrests have increased overall from 2006 to 2008.



Calls for Service Time Analysis

CALLS FOR SERVICE - BY HOUR

Hour of the Day	2006 Percentage of Total	2007 Percentage of Total	2008 Percentage of Total
0000	4.5%	4.4%	4.9%
0100	4.5%	4.2%	4.8%
0200	2.4%	2.4%	2.6%
0300	1.3%	1.2%	1.2%
0400	0.9%	0.8%	0.8%
0500	1.1%	1.0%	0.8%
0600	3.8%	2.9%	2.9%
0700	2.8%	3.1%	2.8%
0800	3.9%	3.8%	4.9%
0900	5.0%	4.4%	4.7%
1000	5.4%	4.8%	4.8%
1100	5.3%	5.2%	4.5%
1200	4.9%	4.9%	4.6%
1300	5.0%	5.1%	4.5%
1400	5.3%	5.6%	4.6%
1500	4.2%	4.0%	4.1%
1600	5.5%	6.1%	7.6%
1700	6.0%	6.6%	6.3%
1800	5.4%	5.6%	5.1%
1900	4.9%	5.4%	5.3%
2000	4.8%	5.2%	5.2%
2100	5.2%	5.0%	5.0%
2200	5.0%	4.7%	4.8%
2300	3.0%	3.7%	3.0%
	100.0%	100.0%	100.0%

CALLS FOR SERVICE - BY DAY

Day of Week	2006 Percentage of Total	2007 Percentage of Total	2008 Percentage of Total
Sun	12.5%	13.6%	13.0%
Mon	13.6%	13.6%	13.3%
Tu	13.7%	13.5%	14.1%
Wed	14.2%	13.7%	14.5%
Th	14.1%	14.2%	14.1%
Fri	16.2%	15.6%	15.4%
Sat	15.7%	15.7%	15.7%
	100.0%	100.0%	100.0%

Calls for Service – By Shift – Midnight

Month	2006 Percentage of Total	2007 Percentage of Total	2008 Percentage of Total
01	7.5%	7.6%	7.9%
02	6.0%	7.3%	7.8%
03	8.4%	7.7%	8.6%
04	7.4%	7.4%	6.8%
05	8.1%	9.0%	8.4%
06	10.3%	11.1%	11.1%
07	10.0%	10.1%	10.0%
08	10.6%	10.4%	10.3%
09	8.6%	8.3%	8.3%
10	7.8%	6.9%	7.2%
11	7.1%	7.1%	6.7%
12	8.2%	7.0%	6.9%
	100.0%	100.0%	100.0%

Calls for Service – By Shift – Day

Month	2006 Percentage of Total	2007 Percentage of Total	2008 Percentage of Total
01	7.3%	7.7%	7.8%
02	5.9%	7.4%	5.5%
03	9.6%	7.1%	7.6%
04	8.4%	7.3%	8.5%
05	9.5%	9.1%	8.6%
06	8.9%	9.3%	8.1%
07	9.9%	9.3%	10.3%
08	10.0%	10.7%	10.7%
09	8.7%	9.2%	10.8%
10	8.0%	8.1%	8.3%
11	7.0%	7.6%	6.5%
12	6.8%	7.0%	7.2%
	100.0%	100.0%	100.0%

Calls for Service – By Shift – Evening

Month	2006 Percentage of Total	2007 Percentage of Total	2008 Percentage of Total
01	6.9%	7.3%	8.4%
02	5.9%	6.4%	6.6%
03	6.5%	7.6%	7.3%
04	7.7%	7.5%	8.2%
05	8.6%	9.4%	8.4%
06	10.7%	10.6%	9.0%
07	11.6%	11.4%	10.5%
08	11.5%	10.8%	12.0%
09	8.5%	8.4%	8.8%
10	8.0%	7.2%	7.8%
11	6.7%	6.3%	6.5%
12	7.4%	7.2%	6.3%
	100.0%	100.0%	100.0%

The above breakdown of calls for service by day, time of day, week, and month shows an equal distribution of calls across the broad spectrum. Both the evening and midnight shifts have a slight increase in calls for service during the summer months. If there were a demonstrated change, it would call for further analysis to insure that shifts are properly staffed.

CFS Comparable Police Departments

Total Number of Calls For Service

	Gloucester MA	Franklin MA	Northampton MA	Shrewsbury MA	Portsmouth NH
2006	19,052	48,113	32,967	22,367	42,787
2007	18,807	44,685	33,939	28,549	38,248
2008	18,162	42,889	33,035	28,491	38,509

MRI cautions that making overall calls for service comparisons may be difficult. Every department defines a call differently. Some departments include all transactions as a call for service, while others exclude administrative time such as court, report writing, etc.

Total Number of Arrests

	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
2006	803	616	863	691	1523
2007	702	666	1,018	931	1599
2008	741	545	1,082	817	1451

Citations, Warnings and Fines

	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
2006	1,408	6,580	5,622	3,473	6,120
2007	1,855	4,573	5,969	4,756	6,339
2008	1,665	4,613	6,095	4,896	6,778

Gloucester's lower numbers might indicate that traffic enforcement is not a priority. All communities are different. Enforcement efforts should reflect the needs of the community. Community surveys, traffic related complaints, and motor vehicle accident trends, are a good way to determine if the level of traffic enforcement is ideal.

RECOMMENDATIONS

- 21.1 Appoint a person to be in charge of the police department's dispatch and reporting software. This person will need to be trained by the software vendor and will serve as the liaison between the department and the vendor, as well as employees. This individual can audit the input of information by officers and employees to insure it is accurate. They can also train personnel as needed.
- 21.2 Identify the analysis and managerial reporting capabilities of the software. A team of officers should travel to other departments that are using the same software to identify best practices. Microsystems reports that Ipswich, Lexington, Reading and Winchester are good examples of departments using their software. The team can determine which information the department needs to make administrative and policing decisions.
- 21.3 Identify the weaknesses in the consistent recording of data. Train the appropriate personnel in this function. Watch Commanders should be responsible for reviewing the coding of reports.
- 21.4 Direct all dispatchers to record the time of the call, dispatch, arrival and end times.
- 21.5 Review all codes for calls for services and arrests. The Department currently has five pages of codes. This makes it difficult for the average officer on the street to properly code calls and arrests. Codes that are not used or seldom used can be discarded.
- 21.6 If the department continues to staff a house officer, they should consider some type of differential response. Taking minor reports over the phone, internet, or via walk in will free up patrol time for more community policing activities.
- 21.7 The department should develop performance measures such as repeat calls for service, response times, tracking high-risk intersections, and false alarms. Every community is different and must tailor the measures they wish to monitor and affect. The Watch Commander should be responsible for running these reports along with crime analysis reports. This information should be shared with all officers at roll call and at staff meetings. Policing decisions and strategies should be based from this information. (CALEA 15.3.1)

- 21.8 The department should use dispatch data to identify down time. This time should be used for directed patrols for motor vehicle enforcement, park and walks, and school visits. Slow periods can be utilized for on duty training.
- 21.9 Domestic violence calls for service have increased while arrests for violating a protective order have decreased. The department should consider assigning an officer or detective to follow up on these calls. That person should be trained in the area of domestic violence intervention.
- 21.10 Draft and implement a policy that governs the use of directed patrols for traffic enforcement. There has been a significant drop in motor vehicle stops on the day shift that should be addressed. Many departments have adopted a Selective Traffic Enforcement Program (STEP) that uses data to direct the deployment of beat officers. (CALEA 61.1.1) (<http://her.oxfordjournals.org/cgi/content/abstract/5/2/217>)
- 21.11 A policy should be written and adopted outlining the departments impaired driving enforcement efforts. (CALEA 61.1.10)

CHAPTER 22

MUTUAL AID

OVERVIEW

The Commonwealth of Massachusetts allows cities and towns to enter into extended authority agreements with other communities for police mutual aid. Authority for these agreements can be found in the following General Laws of the Commonwealth of Massachusetts; Chapter 40, Section 8G, Chapter 41, Section 99. This last Chapter and Section permits the commanding officer of one department to call another police department for assistance, absent a written mutual aid agreement. It is a good business practice to have written agreements with bordering cities or towns since they are likely to be called upon to provide assistance first. They serve as insurance in the event the City has a critical incident that overwhelms its resources or just in case a neighboring police department needs to provide routine assistance. Most importantly, these agreements detail the responsibilities of the parties prior to any event taking place. This can be extremely important to the City in the event of litigation.

OBSERVATIONS

Current Mutual Aid Agreements

North Eastern Massachusetts Law Enforcement Council Regional Partnership

North Eastern Massachusetts Law Enforcement Council (NEMLEC) is a coalition of forty-nine police departments that have agreed to pool their resources in order to offer specialized resources to their members. Member agencies operate through mutual aid agreements. NEMLEC breaks its services down into five operational levels:

1. Regional Response Team (RRT) that includes Special Weapons and Tactics (SWAT).
2. Motor Unit provides dedicated services including mobile traffic control, funeral escorts and dignitary protection.

3. School Threat Assessment and Response System (STARS) provides consultation, planning and response to school safety-related requests.
4. A Computer Crime Unit handles regional Computer Crime investigations.
5. Regional Communications which includes a Mobile Critical Incident Command Unit and a comprehensive radio system infrastructure.

Each unit is run by a designated Chief from the coalition. Being part of NEMLEC provides the department with access to a number of different other services as well. Member departments can participate in bulk purchasing, regional training exercises, information sharing and collaborative grant applications.

MRI spoke with Watertown, Massachusetts, Police Chief Edward Deveau, the current President of NEMLEC. Chief Deveau explained that the mission of NEMLEC is to provide mutual aid for a critical incident while allowing the local Chief to remain in control of the situation. Member departments contribute their officer's time to the different teams. A department the size of Gloucester would be expected to contribute approximately 10% of its workforce, or approximately five to six officers. Member Chiefs are expected to attend NEMLEC Board meetings. Chief Deveau states that Chief Beaudette has attended meetings on a fairly regular basis in the past. Gloucester has contributed officers to the Rapid Response Team and SWAT in the past. Due to budget constraints and budgetary issues, they no longer participate. Chief Deveau states that the organization provides some flexibility for departments going through difficult financial times.

The neighboring cities Essex, Rockport, and Manchester-by-the-Sea do not belong to NEMLEC.

Interagency Mutual Aid Agreement: Gloucester, Rockport, Manchester-by-the-Sea, and Essex Police Department's Regional Response Team

The purpose is to create a Regional Response Team made of members of the Gloucester, Rockport, Manchester-by-the-Sea, and Essex Police Departments. The goal is to be able to specifically provide a team of highly trained officers to respond to a critical incident. The agreement defines a critical incident as:

- a) school shooting or armed subject on school property;
- b) barricaded subject;

- c) hostage situation;
- d) water borne operation; or
- e) other emergency crisis or critical incident that requires personnel beyond the scope or resources of any one particular jurisdiction.

The team can be activated by any of the Chiefs of Police that have executed the agreement. A general mutual aid response would not be covered under this agreement.

Each department is responsible for providing all pay and benefits for its officers and employees during the event.

Each department is responsible for providing training and equipment for its officers and employees.

All cost, liabilities, injuries, or claims caused by an officer or employee are the responsibility of his/her department.

MRI believes these teams can provide an important benefit to their communities as long as they are properly trained, equipped, and supervised. Supporting a regional team can tax local resources. Typically, these teams train a minimum of eight hours a month, require costly equipment such as military level ballistic vests, and have a number of different levels of supervision.

Massachusetts State Police

Captain Edward Amodeo, Executive Officer of Troop A, was interviewed for this report. He reports that they occasionally will work with Gloucester Police Department handling calls along Rt. 128 and the area of the circle. He reports they get along very well with the department. Lieutenant Scott White is the Barracks Commander of the Danvers Barracks that directly covers the City of Gloucester. Lieutenant White reports that they have a good working relationship with the police department. They occasionally work together responding to calls along the highway, and may assist as needed on a call for service. They also provide a number of Troopers to work the annual Fiesta Celebration.

Essex, Rockport, and Manchester-by-the-Sea Police Departments

These bordering communities do not have written mutual aid agreements. The Rockport Chief states that he has brought the issue up with Gloucester in the past. He would like to have a written agreement. The Manchester-by-the-Sea Chief reports that written mutual aid agreements are not a widespread practice in Massachusetts. Most departments are content to operate under MGL Chapter 41, Section 99, that does not require a written agreement. The Chief did feel, however, that a written agreement is a good idea and makes good business sense. Both Chiefs stated that they have an excellent working relationship with the Gloucester Police Department. There is a sense that these departments are geographically isolated from other law enforcement resources. Because of this, they know that may need to depend on each other in the event of a critical incident. This was one of the reasons for establishing the Rapid Response Team. All of the surrounding Chiefs spoke well of the Gloucester Police Department. Obviously, they were concerned about the issues they read about in the paper. The Manchester-by-the-Sea Chief, Glenn McKiel, has not had a lot of interaction with Gloucester, since he has only been the Chief for two years. Chief Silva of the Essex Police Department has asked for the assistance of Gloucester detectives. He has nothing but praise for their timeliness and expertise.

RECOMMENDATIONS

- 22.1 The department does not have written mutual aid agreements with Rockport, Essex, and Manchester-by-the-Sea Police Departments. The department should execute proper written mutual aid agreements with the Manchester-by-the-Sea, Essex, and Rockport police departments.
- 22.2 The agency should adopt a written policy governing the procedures for activating, documenting, recalling and any other internal details necessary for insuring proper use of mutual aid. (CALEA 2.1.2)
- 22.3 Review the Regional Response Team to insure they are operating in acceptance with established guidelines for these types of teams. See Training Chapter 19, for further comment.
- 22.4 Gloucester should review it's participation in NEMLEC. NEMLEC provides a number of different resources that the department should partake in. The staffing requirement needs to be addressed. Otherwise, Gloucester may be asked to resign if they cannot meet the requirements of participation.

CHAPTER 23

COMMUNITY OUTREACH AND COMMUNITY POLICING

OVERVIEW

Community outreach and community policing are two areas of police work often grouped together and often underutilized. Ideally, both work together to help provide the best possible safety for the residents.

COMMUNITY POLICING

There is not one universally accepted definition of a good community-policing model. For the purpose of this overview, we will focus on what the US Department of Justice (USDOJ) defines as community oriented policing. The USDOJ Office of Community Oriented Policing Services (COPS) defines community oriented policing as “a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime”.

Many communities mistake simply having a DARE Officer or a School Resource Officer as community policing. Both are excellent programs that focus on prevention and community outreach. What makes these programs truly effective examples of good community policing is when they are citizen driven. It is imperative that parents and students have “buy-in” and ownership in the programs themselves as a means to a safer community.

Community policing is much more than riding mountain bikes and distributing child car seats and gun safety locks. The essence of community policing is to return to the day when achieving safety and security was participatory in nature. Everyone must assume responsibility for the general health of his or her community. Not just a select few, not just the local government administration, not just the safety forces, but absolutely everyone living in the community. Most training on COPS starts with Sir Robert Peel’s definition of policing. Sir Robert Peel was a nineteenth century English Statesman and is considered to be the father of modern policing. He said: “To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police: the police being the members of the public that are

paid to give full-time attention to the duties which are incumbent on every citizen in the interest of community welfare and existence.”

Community policing means a substantive change in thinking that requires the integration of a new philosophy into all aspects of police work including mission statements, policies and procedures, performance evaluations, supervision, and hiring practices.

Many police departments that practice Community Oriented Policing begin by conducting a community survey to gauge not only the community’s policing needs but the perception of the level of service already provided. Identifying the “gap” can provide the basis or foundation of a transition plan. The IACP publishes “A Police Chief’s Desk Reference” which contains several example surveys. The USDOJ also publishes a law enforcement primer on conducting community surveys. (<http://www.ojp.usdoj.gov/bjs/pub/pdf/ccspglea.pdf>).

COMMUNITY OUTREACH

Community Outreach is a much simpler concept to implement, but is vital to building citizen trust and helping provide an effective base for community policing. A strong community outreach program can lead to a more integrated community policing model. It also leads to better connections between citizens and the police officers that help to protect them. It is this connection that leads to better understanding by both police and citizens of the problems facing the community and the solutions necessary to solve them.

Interviews of various downtown business people, selectmen, and police staff were conducted to determine the level of need for and success of community outreach and policing.

OBSERVATIONS

Currently the Gloucester Police Department practices a more traditional approach to policing. They are more reactive than proactive. There is very little partnering with community groups and neighborhoods. They have allotted two spaces on their shift assignments for community policing officers, but due to staffing shortages, they often go unfilled. Many officers that we interviewed expressed confusion over the role of the community oriented policing officers.

The department is involved in a number of outreach efforts. They have a grant funded program to install child safety seats for infants and children. They provide a rape prevention class to the community and have purchased all terrain vehicles

and a "Segway" type vehicle for patrolling downtown, the beaches, and policing special events. Patrol officers expressed their concern about riding these vehicles on City streets since they are thought to be unregistered vehicles. According to the officers, department supervisors mainly use them. The supervisors that MRI interviewed reported that officers utilizing these vehicles were very well received by the public.

In the recent past, the Gloucester Police Department ran a Citizen Police Academy that supervisors report was very successful and well received. This program was suspended due to a number of grievances and budgetary issues. A drug tip line was also maintained, but was discontinued for unknown reasons. Currently the web site has an e-mail link for the reporting of crimes.

Business people interviewed all agreed that that their businesses are well protected by the patrol officers and the police department is doing a great job providing service to them. They are concerned over the recent events and controversy impacting the morale and performance of the department.

RECOMMENDATIONS

- 23.1 The department should embrace the concept of Community Oriented Policing from the top down. As indicated above, community policing is an over arching philosophy and not merely a program. The entire department needs to learn how to involve the public in partnerships to solve community problems that can lead to a reduction in crime and the fear of crime.
- 23.2 Community policing should be injected into every day police work. Officers should visit departments that have successfully implemented this brand of policing and bring these methods home to Gloucester. Training, readings, and internal discussions should back-up these visits. Training opportunities in community policing are available from the Massachusetts Police Training Committee and various community policing organizations. All officers of the department should be required to attend community policing training. The COPS web site is a good resource for training materials. An excellent document, Community Policing Defined, has just been posted for law enforcement agencies. (www.cops.usdoj.gov)
- 23.3 The department should consider using the Community Oriented Policing Grant to provide training for all supervisors and eventually all patrol officers. Currently the grant is being used to purchase equipment.

- 23.4 Conduct a community survey to assess the current level of service and what the community would like to see in terms of an “ideal” police department. Develop a five year department wide plan to successfully implement community oriented policing. (CALEA 45.2.4)
- 23.5 Continue to offer outreach programs currently offered such as RAD (Rape Aggression Defense), child safety seat installations, and the targeted use of the ATV’s. Re-institute the dormant Citizen Police Academy.
- 23.6 The Community Oriented Policing officer’s role and responsibilities are ambiguous. The department should consider eliminating these positions from the shift and adopting a more holistic approach to community policing that involves all officers.
- 23.7 The chief should take a more active public role in the community, possibly even considering occasional “patrol” type duties.
- 23.8 Explore the use of volunteers to assist in providing crime prevention programs. Many senior organizations, including the AARP, promote volunteerism. Police departments throughout the country have had success in using retired professionals to provide educational programs. The Essex Sheriff’s Department runs a very successful elder TRIAD program that is county wide.
- 23.9 Consider implementing several of the following suggested programs:
- a. **School Resource Officer (SRO):** The creation of a SRO at the high school and/or middle school level is an excellent way to connect with the community’s youth, parents, and teachers. It affords the opportunity to provide educational classes on the role of police officers in today’s society, crime prevention, substance abuse, and enhance school security.
 - b. **The Officer Phil Program:** This program incorporates education on a number of safety reminders for young children, including always buckling your seat belt in a car, not touching guns, staying in your seat when riding a school bus, not smoking, not accepting rides from strangers, Halloween safety tips, and bullying. This program is used in grades K through 4.
 - c. **The Juvenile Offender Locator Team (JOLT):** This program is designed to improve the safety of communities by promoting accountability of its juvenile offenders. Probation officers and

police officers team up to track the behavior of selected offenders through unannounced visits to their homes.

- d. **National Night Out Against Crime:** A national program, effectively utilized in other Massachusetts communities, which heightens crime prevention and awareness, generates support for and participation in local anticrime programs, and strengthens neighborhood spirit and police/community partnerships (see www.nationalnightout.org).
- e. **Internet Safety Program – Stand By Me:** This program works with 7th grade children to make them aware of Internet safety issues.
- f. **Job Shadowing:** Job shadowing is designed to give students a first-hand look at how the skills learned in school relate to the workplace.
- g. **Crimestoppers:** The Crime Line is a private nonprofit organization that works with the police department to provide information and tips regarding crimes in the community. The Crime Line is open 24 hours per day and pays a reward up to \$1,000 for information that leads to the arrest of a suspect.
- h. **On-Line Newsletter and/or List Serve:** The department should consider posting quarterly newsletters on its web site, as well as developing a list serve for residents who wish to receive it , as well as other pertinent information, via email.
- i. **Scout Tours:** The department should develop a program that brings in Boy Scouts, Girl Scouts, and Cub Scouts for visits to the department. The children get to meet officers and view various pieces of equipment including cruisers and ATVs. These tours could also be offered to private kindergartens and day care establishments.
- j. **Public Speaking Engagements:** The department should make itself available for public speaking requests from scouts, parents, and other citizen groups to make presentations ranging from lecturing on safety issues to bicycle and Internet safety.
- k. **Police Explorer Post:** Develop a police explorer post to get young people interested in police work and to make a better connection with community youth. These programs have been very well received and offer a great deal to the community.

- I. **Web Site Advisory Committee:** Establish a web site advisory committee to help develop new ideas and keep the site fresh.



CHAPTER 24

EMERGENCY PREPAREDNESS

OVERVIEW

A comprehensive review of the Gloucester Emergency Management Plan was not included within the scope of work for MRI and would be considered a separate and significant undertaking. However, as part of its review of the Gloucester Police Department, MRI did want to establish the existence of a Citywide Emergency Management Plan, establish the date of last revision, determine the sufficiency of the plan, and inquire as to the level of awareness of the plan and whether sufficient training was taking place in order to implement the plan. Basically, there is a desire to answer the question: Is the Police Department in a good position to implement its responsibilities under the Emergency Plan should it be needed?

OBSERVATIONS

The MRI team was provided with a copy of a CD that contained the 827 page Emergency Management Plan for the City of Gloucester. It was originally written in 1994. The current plan, revision 1, was completed in July 2004 and no further changes or updates are indicated. A review of the plan shows an extensive procedural plan designed for mitigation, preparedness, response, and recovery from a large number of natural and manmade disasters. Such plans are written to be put into place when there are significant events in the region or community that exceed the normal municipal emergency responses such as to fires or major crimes. At the time of the construction of the plan, the Mayor, Fire and Police Chiefs, Emergency Management Director, and the Director of the Department of Public Works participated in its development. This local team was assisted by a number of officials from the Massachusetts Emergency Management Agency. The Fire Chief is the Emergency Management Director in Gloucester.

The Gloucester School Department has developed an emergency plan for each school facility within the district. Lieutenant Joseph Aiello, who has responsibility for Police Emergency Planning, relates that the police and school departments collaborated on the school plans and that they are integrated under the umbrella of the Citywide plan.

The Gloucester Emergency Management Plan and the school specific plans are located in a file cabinet outside the office of Lieutenant Joseph Aiello. A number of officers of all ranks that MRI spoke with were unfamiliar with the existence or location of the emergency plans. This was true for superior officers and officers assigned to dispatch duty who might find themselves in key positions during a significant emergency. Lieutenant Aiello was sure that he and the previous Fire Chief had read the Emergency Plan but was not sure if anyone else had read the plan. There is currently no process to inform police employees about the plan.

According to Lieutenant Aiello, officers in Gloucester are trained, as required, under the National Incident Management System (NIMS). A small number of superior officers have received training on the Incident Command System (ICS). Lieutenant Aiello is the only Gloucester officer that has received any training on the Gloucester Emergency Management Plan. The Gloucester Police Department last participated in a tabletop exercise for the City in 2005, which was a mock hazmat incident.

The Gloucester Police Department is a participant in the Cape Ann Regional Response Team. This team was originally established to provide for a quick response to a major school incident while awaiting a larger police response from the Massachusetts State Police or the North East Massachusetts Law Enforcement Council. The Team has expanded its purpose and now is available for non-school related incidents requiring special training. There are currently seventeen members from the communities of Manchester-by-the-Sea, Rockport, Essex, and Gloucester. The Response Team is commanded by Lieutenant Aiello. These officers train once a month on tactical police responses. A large number of Gloucester police officers, including superior officers, stated they were unaware of who was on the Response Team, what they were to be utilized for, or how to activate the team.

The City of Gloucester also participates in the Cape Ann Emergency Planning Team. The group is made up of representatives from the disciplines of police, fire, EMS, schools, hospitals, ambulance companies, Boards of Health, elected officials, the Red Cross, chaplains, public works departments, the United States Coast Guard, and other agencies that assist in the maintaining of the public welfare in the Cape Ann region. The Gloucester Police Department is also a member of the Gloucester Safety Committee which deals specifically with issues within the City of Gloucester.

The Gloucester Emergency Management Plan calls for a set of detailed emergency plans for each department. It also calls for a set of Standard Operating Procedures for each department. Lieutenant Aiello relates that the police department would rely on their existing Policies and Procedures as they pertain to each type of emergency.

The Emergency Plan requires the development of a Resource Manual which would contain emergency contact numbers, equipment inventories, and resource facilities. While there are some listings of important community resources and facilities located at the end of the Emergency Plan, it would appear that more needs to be accomplished to fulfill the plan's requirements. A number of telephone numbers that would be helpful during an emergency have not been included.

City Hall is currently listed as the primary Emergency Operations Center (EOC). The plan points out that this location does not enjoy the existence of a power generator, communications with major departments, or the basic necessities needed to sustain such a center over a prolonged period such as food, water, or medical supplies. The secondary EOC, Gloucester Fire Headquarters, based upon information contained in the plan, might appear to be better able to fulfill the needs required for the operation of such a center.

The starting format for the Gloucester Emergency Plan was obviously generic in nature. This can be seen when the plan talks about the appointment of the Emergency Management Director being made by the Chairman of the Board of Selectmen. Care should be used when adopting a generic document to guarantee that all-important information contained in the plan applies to the specific community.

RECOMMENDATIONS

- 24.1 The existing Emergency Management Plan for the City of Gloucester is five years old. Since 2004, the Mayor and all the listed department heads have changed. It is very possible that important buildings, inventories, and other resources have been added or deleted during this period. The plan itself calls for annual revisions. MRI would recommend a complete review and updating of the plan. (See Chapter 46 of the CALEA Standards for Critical Incidents, Special Operations, and Homeland Security for guidance on the necessary elements of such plans.)
- 24.2 MRI would suggest the training of key personnel on the components of the Emergency Plan to be sure that all staff is aware of their responsibilities in the event of an emergency. This would be especially true for superior officers and officers assigned to dispatch duties.
- 24.3 Copies of the Emergency Management Plan should be made readily available and located in appropriate locations such as the Dispatch Room and the Watch Commander's Office.

- 24.4 The police department should ensure that the Gloucester School Department continues to be partnered with emergency services departments in continuing to update their school safety plans and to practice their activation.
- 24.5 The Gloucester Police Department should initiate a program to train all superior officers in the ICS. This should be one of the required trainings when an officer is promoted to the rank of sergeant.
- 24.6 All superior officers, and officers assigned dispatcher duties, should receive information on the uses and activation of the Cape Ann Response Team, the Massachusetts State Police, and the North East Massachusetts Law Enforcement Council.
- 24.7 The Gloucester Police Department should review the Emergency Management Plan and add in the Resource Manual contents as required.
- 24.8 Members of the Plan review team should re-evaluate the designation of the primary and secondary Emergency Operations Centers. Both the primary and the secondary operations centers should be properly equipped and supplied.

CHAPTER 25

FUNDING BY THE MUNICIPALITY

OVERVIEW

The purpose of this chapter is to provide a comparison of the Gloucester Police Department budgets with communities selected and approved as being members of a comparative group. This is not an in-depth analysis of the City of Gloucester's police budgets. It is an analysis of the funding achieved locally and how it measures up to the comparative group. The comparative group analysis establishes the level of financial "effort" Gloucester residents pay to support police activities to other communities. For the purposes of this Chapter the communities reviewed were Portsmouth, NH; Franklin, MA; Shrewsbury, MA; and Northampton, MA.

While such a study can evaluate the level of effort and ability of residents to pay, it cannot measure residents' willingness to pay over the long run. Caution should be used if looking for a hard and fast answer using these statistics on their face value alone. Each department and city has developed creative methods for service delivery and cost labeling based on specific needs. Additionally, the information provided by the various municipalities could vary to some degree as to how they report expenses such as employee benefits or vehicle maintenance in each budget.

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

OBSERVATIONS

Of the five communities used in the analysis, Gloucester ranked slightly higher than the average 2007 population of the group (28,880) with an estimated population of 30,308. Gloucester ranked slightly lower than the average 2007 populations for the Massachusetts only communities that averaged 30,897. An

issue particular to Gloucester, and similar shoreline destinations, would be the influx of summer residents, summer renters, and day-trippers. MRI researched, but was unable to locate, any solid estimates on the rate of population increases during the summer months. Very informal estimates received from Gloucester officials ranged from 10% to 30% of the total population on any given summer day.

Factors contributing to the resident's ability to pay for municipal services include the overall valuation of the City as well as the per capita income within the community. Municipal valuation places Gloucester above both the 4 and 5 comparable community averages based on information derived from the Massachusetts Department of Revenue for FY2009. Valuation is an important consideration as it impacts how much the tax rate changes based on the total municipal expenditure.

While Gloucester had the highest total assessed value of the five comparable communities, it also had one of the lowest tax rates. The 2009 tax rates in the other Massachusetts communities ranged from \$9.68 in Shrewsbury to \$11.48 in Northampton. The tax rate for Portsmouth, NH, was very dissimilar than the other four and should be discarded for purposes of this analysis. Gloucester was the only community in this analysis with a split tax rate system.

City	2007 Population	2009 Total Assessed Value	2009 Tax Rate
Shrewsbury, MA	33,489	4,964,189,100	9.68
Franklin, MA	31,381	4,524,655,832	11.17
Gloucester, MA (Only split rate community)	30,308	5,674,893,000	Residential 9.10 Commercial 9.70
Northampton, MA	28,411	3,240,189,100	11.48
Portsmouth, NH	20,810	3,700,000,000	16.98
Average of 5 communities	28,880	4,420,805,406	11.91
Average of 4 MA communities	30,897	4,601,006,757	10.64
Gloucester	30,308	5,674,893,000	10.24

While it is noted that Gloucester has the highest Assessed Value of all the comparable communities, it should also be pointed out that Gloucester has a per capita income that lags the averages for both the 5 community group, as well as the Massachusetts only subset. Based on the last federal government approved data that was derived in conjunction with the 2000 census, Gloucester had a per capita income of \$25,595. This was the second lowest of the five communities surveyed, only higher than Northampton, MA. The average for both the five communities and the four communities surveyed were approximately \$2,000.00 higher than Gloucester's annual per capital income.

CITY/TOWN	PER CAPITA INCOME (2000)
Shrewsbury, MA	31,570.00
Franklin, MA	27,849.00
Gloucester, MA	25,595.00
Northampton, MA	24,002.00
Portsmouth, NH	27,540.00
5 Community Average	27,311.00
Mass Only Average	27,254.00

Of the five communities used in this comparison, an average 6.74% of the total community budget was allocated for the police department in FY08. In Gloucester, that percentage was 6.50%. However, eliminating Portsmouth, NH, from the comparison drops the Massachusetts comparable average to 5.82%.

The average per capita expenditure for police services for the original five communities was \$200.63 for FY08. When using just the Massachusetts comparables, and taking Portsmouth, NH, out of the mix, this figure drops to \$150.44. Gloucester's per capita expenditure for FY08 was \$169.78, making it lower than the five communities' average, but the highest of the Massachusetts comparable averages.



City	FY08 Police Department Budget and General Fund Budget	FY08 Police Budget as a Percentage of Total FY08 City Budget	Per Capita Expenditure of Police Department Budget in FY08
Shrewsbury, MA	\$ 4,288,724.00 \$ 83,435,429.00	5.14%	\$ 128.06
Franklin, MA	\$ 4,434,975.00 \$ 88,880,100.00	4.99%	\$ 141.33
Gloucester, MA	\$ 5,145,802.00 \$ 79,065,198.00	6.50%	\$ 169.78
Northampton, MA	\$ 4,619,473.00 \$ 69,667,920.00	6.63%	\$ 162.59
Portsmouth, NH	\$ 8,352,488.00 \$ 79,858,802.00	10.46%	\$ 401.37
Average of 5 Departments	\$ 5,368,292.00 \$ 80,181,490.00	6.74%	\$ 200.63
Average of MA Departments	\$ 4,622,244.00 \$ 80,262,162.00	5.82%	\$ 150.44

* Budget information for the four Massachusetts communities provided by the Massachusetts Department of Revenue.

RECOMMENDATIONS

- 25.1 Unfortunately, there are no quick fixes to the issue of tax rates, the City's ability and willingness to pay for services, and the overall tax base. One obvious recommendation is that the City continues to seek additional sources of revenue including attempting to increase the overall tax base, thus reducing the impact of increases in the budget. However, this action often comes with additional demand for municipal services, including police. It also has the potential to raise residents concern over the changing character of the community.
- 25.2 The Gloucester police should look to find ways to provide the best possible use of the tax dollars provided and to keep operating expenses to a minimum. This will allow the residents and elected officials to focus on providing the necessary level of funding with the confidence that the maximum effort has put to work to conserve the resources made available for policing services.

- 25.3 Future police department budgets should be the result of an on-going dialog between the Mayor, the City Council, and the Chief of Police. Efforts on the part of the police department to make budget submissions more transparent and to shift resources within the budget to meet current needs should be met with a positive response by the Council and the Mayor.
- 25.4 The police department, in conjunction with the City, should seek out and apply to any source of grant funding that will assist the City in achieving desired levels of service and equipment. It is noted in other sections of this assessment that the Gloucester Police Department is significantly hindered with a lack of functioning equipment and technology. MRI would suggest that grants that allow for purchases in these areas be highlighted for participation. Equipment and technology grants are easier to apply for and administer than program or human resource grants and do not generally subject the community to on-going future financial commitments. The use of asset/forfeiture funds should also be considered.
- 25.5 The police department should attempt to make budget submissions complete, accurate, and easily understandable for the non-police professional. The annual budget process is an opportunity to let the community and its leaders be aware of what the department is doing and where it is heading in the upcoming year. As such, the requested budget represents a vision projection for the next fiscal period and its contents should be heavily researched and solidly prepared.

CHAPTER 26

UTILIZATION OF GRANT FUNDING

OVERVIEW

Grants have become a very important resource to municipal governments. They allow for the purchase of goods and services for the community that would otherwise not be available. Cities and towns rely on grant funding to complete planning projects, purchase conservation land, and supply public safety departments with overtime and equipment to satisfy identified needs. Grants, their application, administration, and local matches have become a staple of local government. It is well known that the federal and state governments use grant money to influence public policy. During the Clinton era a major focus was increasing community oriented policing. Many police departments utilized the grant funding under this program to increase training and staffing. Grants have become a major source of income for some police departments. They allow the police to purchase equipment, attend training, and supplement overtime dollars with non-local tax dollars. Many programs funded under these grants are important to public safety efforts.

For the purpose of this Chapter, MRI reviewed the grant history of the department and how effectively they are used. MRI did not provide an in-depth audit of how funds were spent or the record keeping practices required as a result of accepting the grants.

OBSERVATIONS

The Gloucester Police Department has not aggressively pursued grant opportunities. They have received grants to enhance traffic enforcement efforts, child safety seat installations, community oriented policing, gang enforcement and the purchase of bullet resistant vests. The chart below breaks down the grant money the department has received over the last three fiscal years.

	FY 2007	FY 2008	FY 2009
Ballistic Vests-Federal	\$10,771		
Ballistic Vests- MA	\$10,771		
Community Policing	\$36,145	\$35,946	\$14,794
Highway Safety	\$5939		
Gang Enforcement		\$10,802	\$10,543
E 911		\$8400	\$49,778
Safety Seats			\$15,000
Total	\$63,626	\$55,148	\$90,115

It should be noted that the grant figures supplied to MRI in the form of a spreadsheet were different than the ones submitted by Gloucester Police on their Comparable Police Department Survey. Both Franklin, Massachusetts, and Portsmouth, New Hampshire, reported they received significantly more grant money than Gloucester. The Gloucester Police Department should consider reaching out to other police departments that have been successful in receiving grants.

Community oriented policing money was used to fund overtime to cover the Fiesta Celebration. Most recently, it has been used to purchase all terrain vehicles and a three-wheeled vehicle for patrolling the downtown area, festivals, and the beaches. This year the money will go towards upgrading their telephone system. It could be argued that the money might be better spent on community oriented training for all officers. However, given the fact that the phone system is in dire need of upgrading, does not allow the public to leave messages for officers, does not provide caller identification, and occasionally loses calls, combined with the lack of funding to purchase a new system, such a purchase makes sense. Chief Beaudette had elected not to apply for additional grant funds for traffic enforcement because of a lack of success in engaging officers to actively enforce traffic violations while working the grant detail.

The "Shannon" grant is a state grant that goes directly to the investigative division. It provides overtime for investigators to work with other police departments to investigate gang related activities.

In 2009, the State E911 will provide \$49,778.00 which the City has decided to use to offset dispatcher salaries. Given the state of the economy and its effect on local government, such a transfer makes sense. MRI has been informed that this is a one-time grant. Supplanting operational funds with grant funds is usually not allowed. Gloucester Police Business Manager, Phil Terpos, has informed us

that they have received permission from the Commonwealth and the City to do this. Supplanting, when allowed, also creates a deficit that needs to be funded by the municipality when the grant expires.

RECOMMENDATIONS

- 26.1 The department should consider placing someone in charge of reviewing grant opportunities. There are a number of grant alert e-mail services this person could subscribe to, as well as training programs. This individual would also be responsible for organizing the writing of grant applications.
- 26.2 Future community oriented policing grants should be used to pay for community oriented training for all members of the police department.
- 26.3 The chief should meet with Massachusetts Senators and Representatives to pursue the possibility of earmark funding for upgrading their communications system and the purchase of equipment.
- 26.4 The department, in conjunction with the City, should apply for as much federal "stimulus" funding as can be supported in future years.
- 26.5 Many grants require local financial participation. Monies sufficient to take advantage of highly desired grants should be anticipated and budgeted by the City and the department. The department is not currently able to take advantage of grants requiring a match as there is no line in the municipal or department budget identifying these funds.
- 26.6 The Ballistic Vest Grant is available each year. The department should develop a vest replacement program utilizing these funds.
- 26.7 The department should approach the schools to see if there is a desire to fund, or partially fund, a School Resource Officer position. Many schools and police departments share in the cost of these positions.
- 26.8 The chief should meet with the chiefs of bordering communities to discuss the possibility of pursuing grant funding for regional initiatives. Many police departments organize regional traffic enforcement efforts such as sobriety checkpoints using State Highway Safety grants.
- 26.9 The department might consider approaching businesses for donations to fund community policing programs such as bicycle helmets for children, National Night Out, and school safety programs.

CHAPTER 27

FISCAL MANAGEMENT

OVERVIEW

According to the International Association of Chiefs of Police, “developing a budget is an art, not a science”. There is no “one best way” to develop a budget. There are different types of budgets and each community does things a little differently. What works in one community may not work in another. Regardless of the technique used, budgeting serves as the funding process for department operations. The budget can also be viewed as a:

1. Planning document - It is the funding document for what the organization plans to accomplish during the next year.
2. Political document - It is a financial expression of organizational values.
3. Living document – It can outline the conditions and events impacting departmental change.

The organization must be flexible and respond to changing conditions. Developing a budget is defined as a process of estimating revenues and expenditures, comparing the two, and making adjustments until they balance. Unlike personal budgets, redundancy is built into the public funding process to ensure accountability. To facilitate this process, local governments subject themselves to a budget cycle. The budget cycle is a year-round process consisting of four phases. Two or more of these phases may occur simultaneously. These phases include executive preparation, legislative review, execution, and the audit.

In reviewing the fiscal operations at the Gloucester Police Department, we sought to review preparation, execution, and the auditing or controlling of expenditures.

Monitoring budget expenditures is perhaps one of the most important administrative functions of a public CEO. If a line item is 3% or 4% overspent the first month and no corrective action is taken, it can be easily over-expended by 36% at the end of the fiscal year. For this reason, line item accounts need to be

reviewed independently on a monthly basis. For the purpose of this section, MRI reviewed the “internal controls” in place to insure that they are appropriate and in line with governmental standards.

Gloucester is no different than most communities in that the municipality sets the accounting, purchasing, and oversight rules for each department. Functions such as payroll, purchasing, and contracting come under written municipal rules. Standardization across city departments allows for control, review and reconciliation. It is not unusual for police departments to handle small amounts of cash. Typically, cities charge for copying expenses, licenses, and permits. Most municipalities try to limit the receipt of cash and instead require that customers pay by check. If cash is received, there needs to be a policy and practice in place that allows for the receiving and reconciliation of cash funds. A function that is unique to police departments is the need to have access to cash for undercover operations such as narcotic investigations. Departments that conduct these types of operations need to have a “Confidential Funds” policy in place.

OBSERVATIONS

Phil Terpos is the Business Manager for the Gloucester Police Department. He has an excellent reputation with his counterparts at City Hall. Several of these counterparts mentioned that his work is complete, accurate, and on time. The police department follows the City’s purchasing policy. The purchasing agent reports that there are no issues with the police department.

Mr. Terpos works directly under the chief and is responsible for assisting in the development of the department budget, monitoring the budget throughout the year, grant writing and monitoring, and preparation of payroll. In an effort to save money, he has even taken on washing the prisoner blankets, rather than having them professionally cleaned.

The chief is responsible for developing the yearly budget with input from his staff. Chief Beaudette stated that in all the years he has been chief, they have never ended the fiscal year in a deficit. He also reports that municipal funding does not meet the policing requirements of the City. Each division - administration, uniform, investigations, harbors and parking - has their own budget. Mr. Terpos states that the Gloucester Police Department has been “level service funded” for the nine years he has worked for the City.

The most difficult part of monitoring expenses is trying to forecast overtime. Since the department does not have control over officers being sick or injured, and vacation time is controlled contractually, vacancies in patrol can have a

negative effect on the overall budget. A vacancy, combined with the contractual minimum staffing requirements, translates into overtime.

In the past, a lieutenant was in charge of court and was able to control the witness fee account through scheduling. That lieutenant was transferred. The Court Witness Fee Account, as of the March 13 pay period, was \$10,704.93 in the red. The current training overtime account was expended by the end of December 2008; \$4,668.30 was transferred into that account from the Superior Officer's overtime account.

The Gloucester Police Department uses a daily work sheet for tracking workdays. Actual hours worked are not logged. The Watch Commander logs the officer in and out, and records the use of leave time. Overtime is logged by the Watch Commander. Civilians log their hours on a time sheet. No one is allowed to authorize his or her own overtime. The Chief of Police approves all overtime.

Outside detail work is paid out of two revolving accounts, one for City construction work, and the other for outside vendor jobs. Officers are required to be paid within 30 days, resulting in an ongoing negative balance. A 10% surcharge is added to cover administrative time and bad debt. Phil Terpos reports that he uses a number of strategies to control non-payment of outside work fees. He has used small claims court, criminal charges, revoking work permits, and going after construction bond monies to insure payment. At the time of this review, the Outside Work account was in arrears by approximately \$167,000.00. This may be due to bad debt or beginning the fiscal year with an insufficient balance.

The department had a petty cash account in the past, but does not have one at this time. Mr. Terpos reports that he has requested it be replenished; however, the City has not responded.

There is no overall inventory of department equipment other than a few receipts in the training files. Only computers are "tagged" with property identification. Property is disposed of by turning it back into the City, in accordance with City policy.

Confidential funds are controlled by the Investigative Division Commander. Whenever the Lieutenant needs money, Mr. Terpos reports he gives it to him. Mr. Terpos tracks the expenditure in a ledger book. He reports that no money has ever been returned. There is a separate seizure account for asset forfeiture dollars. This account is not separated out by state or federal monies. The only department credit card is for purchasing gas for the police boat. No cash is received at the station. Payments must be made by check.

The department receives very little grant money. This year they have received a grant from the State of Massachusetts for \$49,778 for E911 dispatcher salaries. That money will be transferred into their operating budget. Mr. Terpos reports that they have received City approval for this transfer. The original funds appropriated for salaries will be used for court overtime. They also receive grants for Child Safety Seat Installations, Community Policing, Shannon (Gang and Youth Activities), and Bullet Proof Vests. Grants are tracked in a separate account with a master spreadsheet. He does not recall ever receiving a private donation.

The City has an ordinance that that allows for billing for false alarms. The police department's software program supports this process. However, it is not being used at this time. MRI was informed that the City ordinance billing fee schedule is not compatible with the software fee schedule.

The Department of Public Works pays fleet expenses such as gas, maintenance, and towing.

The department currently has 12 Nextel phones which are controlled by the chief. The chief decides who is allowed to have a take home car and department issued cell phone. Some officers, at the discretion of the chief, are allowed to take department vehicles home.

Overtime is tracked in an excel spreadsheet. It is broken down by 11 different categories (e.g., administration, training, court, etc.) and pay period. Columns are totaled to the right and the current gross expense for that pay period is contrasted to the last fiscal year pay period. Column balances allow a quick check to see what has been allocated, expended, and remains. What it does not allow for is comparing the current fiscal year category to the last fiscal year category. For example, it would be good to know if overtime expenditures for investigations are trending higher than the prior fiscal year. Typically, it is best to track and compare overtime expenditures by hours used. This gives an accurate or apples to apples comparison from year to year. Since overtime is contractual, the rate of pay changes from one year to the next, making historical comparisons difficult. Below are some examples that Gloucester Police could use to track overtime.

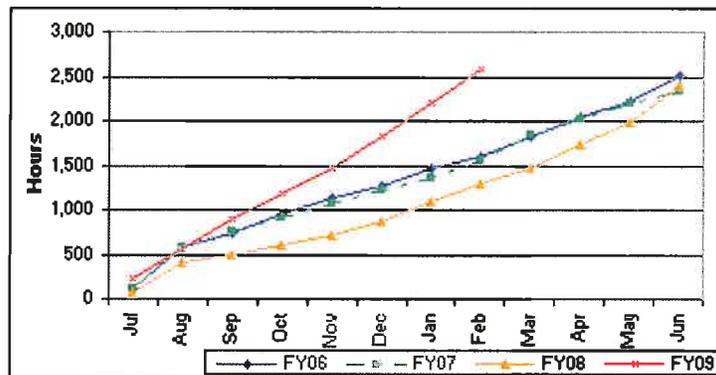
FY09 OVERTIME

% Expended Through FY 66.920%

Dispatch		Through February				Through February			
		February 2008 (Historical)		February 2009 (Current)		FY08 YTD TOTAL (Historical)		FY09 YTD TOTAL (Current)	
TYPE	P CODE	Hrs	\$\$	Hrs	\$\$	Hrs	\$\$	Hrs	\$\$
Sick Cover	102	6.00	198.82	27.50	926.47	266.00	8,543.94	266.00	9,916.31
Training Cover	119	8.00	276.72	0.00	0.00	27.00	880.49	16.00	545.28
Injured Cover	123			0.00	0.00	0.00	0.00	0.00	0.00
Annual Cover	132	47.00	1,503.96	8.00	328.12	529.00	17,090.34	398.50	14,304.50
Open Beat	142	84.00	2749.36	305.00	9,570.67	366.00	11,763.46	1,849.00	61,322.42
Funeral Cover	152			0.00	0.00	8.00	261.68	8.00	236.44
Personal Day	161	8.00	281.68	32.00	1,124.56	120.00	3,859.20	161.00	5,772.95
Extra Cover	172			0.00	0.00	17.00	561.59	54.50	1,956.73
Extended Hrs./Non-Inv.	357	1.00	34.59	4.25	162.73	32.00	947.35	54.50	2,090.45
Participate In Trng.	387	6.00	138.36	1.00	48.86	80.50	2,127.35	62.00	1,753.09
Staff Meetings	510	6.00	207.54	8.00	311.31	12.00	415.08	50.00	1,727.25
Other Meetings	541	5.00	271.15	0.00	0.00	5.00	271.15	5.00	212.23
Shift Change	582			0.00	0.00	1.00	31.44	4.00	125.76
FLSA	598	11.00	535.86	0.00	805.09	11.00	535.86	0.00	805.09
TOTAL	TOTAL	182.00	6,199.04	388.75	13,277.81	1,474.50	47,308.93	2,950.50	100,768.50

Budget 60,980.00
 Available Balance (39,868.50)
 % Expended 165.47%

Dispatch



Depending on the level of analysis needed, other spreadsheets could be developed that break down the use of overtime hours by departments, shifts, and total organization. Contrasting patrol hours used to staffing levels provides a useful managerial tool to help in identifying proper staffing levels. A protracted severe spike in overtime hours combined with an increase in vacancies provides an indicator that staffing levels are too low. Such analysis can assist the chief in justifying an increase in staffing levels.

All accounts are tracked monthly in an excel spreadsheet. It provides easy tracking of account balances.



A review of the Gloucester Police Department budget reveals that it increased 5.3% (\$273,227) from fiscal year 06 to fiscal year 09. According to budget documents supplied to MRI, their City allocation decreased 2.2% (\$113,694) in fiscal year 09 from fiscal year 08. Below is a breakdown of the department's funding over the last four fiscal years, as well as the other three comparable police departments.

	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
FY 06	4,895,423	3,976,196	3,883,418	3,519,839	7,420,295
FY 07	5,024,302	4,300,859	4,315,953	3,919,901	7,830,154
FY 08	5,282,344	4,301,000	4,688,233	4,118,894	8,353,488
FY 09	5,168,650	4,414,197	4,792,700	4,419,076	8,613,059

MRI cautions that comparing city budgets is often difficult. Every city allocates expenses differently. For example, one police department may budget for all of its fleet expenses, while another may only budget for fuel costs.

Approximately 94% of the total Gloucester Police Department budget is allocated for personnel related expenses. A typical range in policing budgets is approximately 80 to 90%. It appears that Gloucester is slightly higher due to the fact that they do not have to budget for fleet expenses and very little is allocated to equipment and supplies. There are also salary related accounts for EMT and Defibrillator stipends which increase their personnel related expenses. As stated earlier, the training overtime was expended in December. Since fiscal year 07, the training account allocation has decreased \$14,300, from \$45,100 to \$30,800 in FY '09. This is a reduction of 14%. In fiscal year 09, the chief requested \$151,320 for training and received \$30,800.

RECOMMENDATIONS

- 27.1 The police department should adopt a Fiscal Management/Budget policy that describes the police department's budget process and outlines who has authority to approve or spend department funds. (CALEA, Chapter 17, Sections 1 and 2)
- 27.2 The City should consider if having officers trained as EMTs is worth the expense. Gloucester has a full-time ambulance staffed by firefighter/EMTs. The Gloucester Police Department currently allocates approximately \$75,000 for EMT overtime training and another \$65,000 in stipends.
- 27.3 The department should implement separate forfeiture accounts according to Massachusetts Law and USDOJ guidelines. Utilization of these funds



are restricted differently, depending on whether it was a state or federal forfeiture. (See DOJ Guide to Equitable Sharing for State and Local Law Enforcement Agencies, Published April 2009) (CALEA Chapter 17, Section 4, Standard 2)

- 27.4 All property should be inventoried and tagged. Property disposal must follow the City of Gloucester'S Policy and procedures as stated in City of Gloucester, Procurement Policy, Section 7, Surplus Property. There should be receipts for all property relinquished to the City along with the proper notation in the master inventory log. (CALEA Chapter 17, Section 5, Standards 1,2)
- 27.5 Time sheets should be modified to track all employee hours worked. Currently they are logged in and out by the Watch Commander, but times are not recorded. City policy requires that all other employees record their hours and mandates that a supervisor sign off on time sheets. For some reason the police department is exempt. Such a procedure would help to refute any allegations of "double dipping".
- 27.6 The department needs to adopt and implement a policy on the handling of confidential funds. (CALEA Chapter 17, Section 4, and Standard 2)
- 27.7 The department should consider establishing a working task group to pursue grants, earmarks, and possible donations.
- 27.8 The police department should charge for false alarms. The department should ask for a modification of its software program or the City should change its fine structure to align with the software program.
- 27.9 The police department should compare monthly expenditures to prior fiscal years. A significant decrease or increase from one year to the next would warrant closer examination.
- 27.10 The department should adopt a policy on the use of City owned cell phones and take home vehicles.
- 27.11 Cities generally undergo an outside audit at the end of each fiscal year. Some cities request the auditors to specifically review a different City department in addition to the general audit. The City may wish to explore this practice with its audit company. (CALEA Chapter 17, Section 4, and Standard 3)
- 27.12 The outside work accounts should be reviewed on a monthly basis to insure they are not tracking too deeply in the red.

- 27.13 Any company that is in arrears for outside details should not be allowed to pull a City permit for additional work. The City might consider charging an hourly fee for use of a cruiser on details in addition to the hourly rate charged for each officer.
- 27.14 The City and the police department should create a committee to review all fees and fines on an annual basis.
- 27.15 The department should adopt a policy requiring the police prosecutor to ask the court for restitution when a defendant is found guilty of damaging police property.
- 27.16 The prosecutor should review all upcoming court cases and work with the District Attorney's Office to require only those officers that are necessary to testify.

CHAPTER 28

SENSE OF COMMON VISION

OVERVIEW

Having a sense of common vision is important in any organization to ensure that the organization is moving together toward a common goal. Having a common vision is not only about making sure that all parties are aware that they are in the same boat and rowing, but even more importantly, that they are rowing in the same direction. The impact of not sharing a common vision will be very noticeable in the quality and quantity of work performed, but also with the spirit and passion that the work of the organization is accomplished.

As part of this organizational assessment process, MRI interviewed a large number of individuals from both inside and outside the agency. The consultants spent hours in the City and assessed how the members of the Gloucester Police Department go about their work. Data of all sorts was gathered and analyzed in order to paint a picture of what motivated and directed the department.

OBSERVATIONS

The home page of the Gloucester Police Department web site offers the following Mission Statement:

The members of the Gloucester Police Department are committed to excellence in law enforcement, and are dedicated to the people, traditions and diversity of our City. In order to protect life and property, prevent crime and reduce the fear of crime, we will provide service with understanding, response with compassion, performance with integrity and law enforcement with vision.

John Beaudette had been Chief of Police for the last five years. When interviewed, he stated that he began his tenure as chief with a vision of upgrading training and equipment. He realized at the point he became the department head that the agency was at least 15 years behind the norm in training and equipment. His hope was that when it was his time to relinquish the post that he would have brought the department to a point that it was only 10 years behind the average police department. He stated that he was too optimistic in his expectations and that he now knows that his goals will not be

achieved. He states that difficulties with elected officials, the unions, and budget cuts have impaired achieving his vision for the department. He cited the closing of the firearms range and the cutting of funds in the line item for training as two examples of union activity that has negatively impacted the department.

Interviews with Chief Beaudette and elected officials have determined that the chief did not have a good relationship with elected officials and that there was not a shared vision for the future of the department. The chief stated that the open door policy that the elected officials have had with members of the police department and especially the unions is unhealthy. He feels that this situation has led to his office being isolated from the decision-making process and his input not considered. However, the elected officials report that Chief Beaudette had isolated himself through non-attendance at City Council meetings and his absence from any number of community events, and that he chose not to participate when budget reductions were required. Officials believe that his assignment of other officers to attend meetings and events has reduced Chief Beaudette's ability to participate in a full range of community decision-making opportunities.

MRI's consultants observed that the police unions appear to have an inordinate amount of input regarding the operations of the police department in Gloucester. MRI would also agree that there was a disconnect between Chief Beaudette and Gloucester elected officials when it comes to sharing a common vision that will need considerable work on both sides to correct.

The interviews conducted by MRI consultants with members of the police department indicate an acknowledgement of the "wars" and factionalism that are a main component of every day operations inside the department. There are difficulties between supporters and detractors of Chief Beaudette, as well as strong alliances with individual shift and division commanders. Approximately 86% of those surveyed stated that they disagreed or strongly disagreed with the statement: "All department employees share in a common understanding of current goals and a vision of the future." It was universally acknowledged that the three patrol shifts work independently. Officers working within the Patrol Division mold their work habits based upon which lieutenant they are working for at the time. It would appear that the concept of Patrol Division, that is meant to coordinate all three patrol shifts, has not had much success in building a division wide method of managing the patrol force. This situation is further hampered with a lack of an up-to-date policy and procedures manual, a lack of training on department wide expectations, no field-training program for new officers, and a lack of accountability backed up by a personnel evaluation program and systems for the distribution of positive recognition and discipline.

It was unfortunately reported by police officers at all levels that morale was so low that the only motivating factor within the department was money. Over the years, officers have begun to lose their love of police work, their desire to serve their fellow residents, their appreciation of working together as a team, and their loyalty to the department. It appears that in many cases, the sole remaining motivator for individuals within the Gloucester Police Department is how much money they can make each year. MRI does not report this finding lightly and would only commit it to writing because it was proffered during multiple interviews. While it is not unusual in other departments to find some officers who are very motivated to work a large amount of overtime and outside details to maximize income, what is unusual is that so many Gloucester officers have apparently given up on the very motivators that had them pursue a police career in the first place. The desire to serve their fellow human beings, to stop crime and the fear of crime, and to strive to be the best officer they can be has been replaced by watching for overtime and detail opportunities. This is a virus within the department. Steps need to be taken immediately to stop its spread and make headway on its eradication.

RECOMMENDATIONS

- 28.1 Elected officials of the City need to take an active role in setting appropriate goals for the police department. These types of goals could include, but not necessarily be limited to, the level of service strived for, adopting a community policing philosophy, and setting a goal for the department to achieve Massachusetts' Certification. City officials should not strive to set these goals in a vacuum, but rather include residents and the department in an open and honest discussion within a goal setting process.
- 28.2 It is the opinion of MRI that setting Massachusetts' Certification as a goal would be a good starting point in helping the community to gain a better understanding of what is necessary to insure the highest quality of municipal policing in the community. City government, residents, and the department should review the standards necessary to achieve certification together so that all parties understand what needs to be accomplished to meet each of the 155 standards.
- 28.3 The City and the department should adopt and be committed to a community policing model as a goal for the department.
- 28.4 The Mayor and City Council should have an annual goal-setting workshop with the Chief of Police to develop the sense of common vision necessary

to improve the department and the quality of police service the City receives.

- 28.5 The Chief of Police should be tasked with working toward the various goals established for his department and show leadership to insure that continuous progress is being made on an annual basis.
- 28.6 The department and the City should publically recognize the achievements of the department in reaching the various established goals as they are accomplished.
- 28.7 MRI would suggest that the entire department be invited to a meeting to discuss the future aspirations of the department. This would include conversations that lead to a renewed vision. The work products coming out of such process would be a vision statement and an updated mission statement.
- 28.8 The Mayor, City Council, Police Unions, and the Chief of Police must come to agreement on the proper role of the unions when it comes to the operation of the Gloucester Police Department. Unions have a lawful and legitimate say on issues of benefits and working conditions. However, there must also be an acknowledgment of the rights of management in dealing with administrative and operational matters that do not fall within the purview of the union negotiation process. Once a working consensus is achieved, agreement to collectively live within its bounds must be acknowledged.
- 28.9 Morale within the Gloucester Police Department must be improved. Factionalism must be disassembled. The leadership of the department must find the means and methods to forge a new sense of vision for the department and work toward a time when a sense of pride in their work and loyalty to the department drives the actions and behavior of all department employees.
- 28.10 A well written manual of Department Policies and Procedures is the key to achieving a shared vision for department wide operations. All personnel must be trained on the contents of the manual and held accountable to accomplish department goals by established means. Sergeants must supervise, lieutenants must administer, and the chief and his administrative staff must provide leadership.

CHAPTER 29

RELATIONSHIP WITH MUNICIPAL OFFICIALS

OVERVIEW

The relationship between the Chief of Police and elected and appointed officials is particularly important in all cases and vitally important in cities not operating under a City Manager form of government, as is the case in the City of Gloucester. The relationship between the chief and elected officials can at times be challenging and chiefs meet with varying degrees of success throughout the state and the nation. At any given point in time, you can probably find a debate going on in the media about some police department's operations or a chief's performance in the eyes of elected officials while simultaneously reading of a chief's belief that a board or council is stepping beyond their statutory limits and attempting to micro-manage the department.

Rank and file police officers are deciding, in ever increasing numbers, not to aspire to the position of Chief of Police. They see the difficulty that comes with being the head of the police department and feel that the stresses associated with trying to lead and be responsible for a large group of police officers cannot often be accomplished without an impact on the leader's health and well-being. The chief sits at the confluence of unions, elected officials, residents, taxpayers, and the media. Each of these factions brings their own separate, and often opposing, agendas to the chief for resolution. It is most certainly a high profile position in the community that requires a special skill package and personality. In order for the chief to be successful in his/her goals for the department, the chief must work collaboratively with all employees, other department heads, elected and appointed officials, and the citizens of the community.

OBSERVATIONS

The MRI Police Team interviewed Mayor Kirk and all nine City Councilors for this assessment. At the time of these interviews, John Beaudette had not announced his retirement. While most elected officials stated that a large number of police officers on the department were good public servants that try to do the right thing, these officials were critical of the department leadership and the overall operation of the Gloucester Police Department. When asked the open-ended question regarding the relationship between City government and the police department,

few had anything positive to say about the relationship. Most of these officials stated that they expected the Chief of Police to be highly visible and to attend City Council meetings and community events. It was felt that Chief Beaudette delegated too many of these meetings to Lieutenant Aiello and others when he should have represented the department. Many councilors relayed a comment that they desired the chief to be the “face” of the department.

All the elected officials mentioned the highly visible factionalism that was rampant at the police department and how it was effecting the operation of the organization. They were aware of the significant stress and strain that individual officers were enduring trying to survive the “war” between the Chief Beaudette supporters and detractors within the department and that it seemed that no one was getting along. It was apparent that employees of the police department have open lines of communication with elected officials as each of them had a great deal of knowledge about the issues and internal problems plaguing the agency. Mention was made of the belief that there was little accountability within the agency, and that administrative decisions were being made in a non-professional manner. A number of officers had reported to elected officials that they feared retribution from the administration.

Some elected officials felt that the department had become too parochial over the past few decades and that a new way of doing police business was needed. There was a significant degree of support for removing the Police Chief’s position from Civil Service. There was a large amount of support for entertaining an outside candidate as the next chief, should that individual prove to be the best person for the job. There was also some mention of looking at the creation of a Public Safety Director position to administratively overlook both the police and fire departments.

When asked for their desires for the future, elected officials were quite specific on their goals. They want a professionally run police department where integrity is the guideword. They desire to have a more visible and interactive department with officers that were in better physical shape and looked better in uniform. A number of the individuals elected by the citizens of Gloucester also looked forward to a time when the community could plan and build a combined public safety building as there was a realization that both the Central Fire Station and the police station were in significant need of replacement. They felt that officer time-off that generated overtime for replacements required improved management and they desired a decreased emphasis on union demands and grievances through improved communications and collaboration. Of employees returning surveys, approximately 82% stated that they disagreed or strongly disagreed with the statement: “The Mayor and City Council of the City support the department.”

The MRI Police Team interviewed a number of Department Head level individuals including the Superintendent of Schools, the Assistant Superintendent of Schools for Operations, the Fire Chief, the Chief Financial Officer, the City Solicitor, the Director of Personnel, the Director of the Department of Public Works, and the Chief Administrative Officer.

It would appear from these interviews that the issues within the police department are very well known outside of the police station as many of the issues and concerns mentioned by the elected officials were also touched upon during these conversations with appointed officials. While most of these individuals reported a good working relationship with Chief Beaudette, they were also very aware of the difficulties within the department. They mentioned a need for the head of the police department to confront individuals and issues that caused problems and to dispense discipline when needed. Some department heads expressed the need for officers working as dispatchers to be more courteous and helpful when dealing with other departments and the public. These individuals mentioned the factionalism that seemed to be tearing the department apart and that they felt the police unions had too much to say about what went on inside the department. When discussions included the appearance that police employees had a great deal of time off, it was pointed out by more than one interviewee that, over the years, the City had generously given away time-off during contract negotiations in lieu of pay raises. There was a belief in the past, on the part of the City, that time off would not cost anything. However, liberal vacation and sick contract provisions combined with minimum manning provisions in both sworn officer contracts, has ended up costing much more than was ever anticipated.

The Gloucester Public Schools reported a good relationship with the Gloucester Police Department. Most of the contact between departments was with Lieutenant Joseph Aiello. There are school safety plans in place for all school buildings and that school and public safety personnel meet on a regular basis to review current plans and past incidents. Both departments participate in tabletop exercises and other training to maintain a high level of preparedness. The School Department has an emergency notification system that currently utilizes telephone numbers. It also has the capability to use email address, however, a database for that purpose has not as yet been built. The same company that operates this notification system also has a municipal module that can be purchased for City wide, non-school related emergencies. The School System did feel that the School Resource Officer program was needed and had been successful in the past and looked forward to its return in the future.

Most of these interviews included a statement that the majority of the police officers in the City were good people and did what was desired and expected when called upon. Some department heads mentioned that there was a lot of

emphasis on private details on the part of the police. When they were needed, how many officers were needed, and who was assigned. On occasion, it was felt that the number of detail officers being demanded by the police department was unreasonable. It was felt to be unfair to hiring companies and City Departments that the police unions set their own detail rates and that a sergeant or lieutenant received a higher rate of pay for doing the exact same work as a police officer at a site not requiring a supervisory officer.

In fact, a number of elected and appointed Gloucester officials expressed dissatisfaction with the two sworn police unions. They felt that the goals and objectives of the unions had become very antagonistic and on many occasions their motivations were personal in nature. A number of officials believed that the unions had strayed from legitimate benefit and working condition issues into areas that should be considered management rights. There is a widely held view that the City, and recent chiefs, had over a long period of time, capitulated their rights and obligations to give direction to the department and had allowed the unions a disruptively large voice in determining the outcome of operational and administrative matters. Officials in positions to know the number and nature of recent and ongoing union grievances labeled them as "ridiculous". They also expressed frustration with department member utilization of the media to push their agendas and to target individuals while remaining anonymous in various blog sites.

When interviewed on the topic of relations with municipal leaders, Chief Beaudette stated that he felt he had good working relationships with elected officials and with his fellow department heads. He stated that there were no on-going or outstanding issues and that he tries to be responsive to issues generated through the Mayor's Office, City Councilors, or other department heads. He stated that he attends the Mayor's Staff Meetings and attends Council Meetings when there are significant police issues on the agenda. He acknowledged that he does send Lieutenant Aiello and other officers to attend Council and community meetings. The Chief stated he was on the Licensing Commission and was therefore aware of taxi, peddler, and entertainment issues. As the list of department heads were read, the Chief stated after each that they had a good relationship and he can talk with any of them at any time to resolve questions and issues. He related that Lieutenant Aiello was the liaison with the School Department and that the Lieutenant and Assistant Superintendent Brian Tarr were primarily responsible for any communications between the two departments. The Chief mentioned that he used to have 1.5 School Service Officers in the School System but that lack of funding has reduced police presence in the schools to a part time status for one officer.

Chief Beaudette stated that City Councilors usually go through the Mayor's Office with constituent issues and that he reports results back to the Mayor's Office. He

is aware of the lack of support for him from the Mayor and the Council. He stated that he and other officers he sends to Council Meetings are often mistreated and humiliated by the Council. Some police personnel stated that they were so embarrassed by their treatment by City Councilors that they should have left the meeting and never returned.

RECOMMENDATIONS

- 29.1 The police department should consider offering building tours and ride-alongs to elected officials and department heads to further familiarize them with police operations.
- 29.2 The City and the chief should make a commitment to working toward Massachusetts' Certification as a step toward modernizing and professionalizing the police department.
- 29.3 New ways of establishing and maintaining open and honest lines of communication between elected officials and the police department must be found. This may require the intervention of a facilitator.
- 29.4 Police department employees should work toward decreasing their destructive end run reporting/gossiping/tattling to elected officials as well as the unfair utilization of blogging sites. There are established methods of airing complaints and grievances and those avenues should be utilized.
- 29.5 The Chief of Police in Gloucester needs to hear the calls for an increased presence in the community. He should increase his attendance at municipal meetings and community events. The chief should utilize all methods available to improve his presence in the City as the "face" of the Gloucester Police Department.
- 29.6 Police department successes should be openly recognized by elected officials.
- 29.7 A number of officials mentioned terms such as parochialism when speaking about the police department. This being the case, due consideration should be given to laying a wide net for the next police chief and not limiting the choices to current members of the department.
- 29.8 Significant progress must be made in quick order to reduce the disharmony present within the department. Meetings with identified individuals and groups must be held to identify outstanding issues and diminish the high degree of animus that presently exists. This would take

considerable care and effort and a higher degree of success would be garnered with a third party facilitator.

- 29.9 City officials and the police department should open a conversation on the topic of what community policing is and how can it be of value in Gloucester. There is a great deal of misinformation regarding this issue and how it is implemented. To be successful it must be a department wide philosophy and not limited to specific officers or one time outreach programs.
- 29.10 Reinstating a full time School Resource Officer should be a priority as soon as funding allows.
- 29.11 Appropriate police and city officials should receive training on functioning in a union environment. It is very important to understand management's rights and obligations when dealing with a unionized work force.
- 29.12 The City should study how other communities deal with the setting of police outside detail rates and develop a process that is fair to all stakeholders.
- 29.13 The Gloucester City Council should take care in the treatment of municipal employees who come before them on City business. When adult municipal employees use words such as "humiliated" and "mistreated" to describe their experiences before the Council, the tone of such appearances should be revisited.

CHAPTER 30

ABOUT MRI

Municipal Resources, Inc. was founded in 1989 by six former municipal and state government managers, with both public and private professional experience. Municipal Resources is dedicated to providing professional, technical, and management support services to municipalities, schools, and non-profit organizations throughout New England. Municipal Resources operates offices in two locations in Massachusetts, one in Maine, one in Massachusetts, and one in Pennsylvania.

Our dynamic management staff can tailor services to specific client needs. Our clients realize that we have been in their shoes; we have the experience, sensitivity, and desire that it takes to develop and deliver services that specifically meet their needs.

Municipal Resources is committed to providing innovative and creative solutions to the problems and issues facing local governments and the agencies that serve them. Combined staff experience in the operations of local government, coupled with the realities of today's economic, regulatory, and political environments gives Municipal Resources a unique capability which can be brought to bear for local government officials, many of whom are volunteers seeking to do what's right for their communities.

The depth of Municipal Resources' experience is reflected not only in the experiences of its associates, but in the scope of services it provides its clients, from professional recruitment to organizational and operational assessments of individual municipal departments and school districts or ongoing contracted services for various City government and school business support activities.

Among the areas of expertise available are department assessments, personnel recruitment, personnel administration, collective bargaining, public safety, community and economic development including land use control and regulations, assessment administration, budget and finance, public works and engineering, and general management.

The firm is also focused on school district assistance with specific services focusing on finance management, human resources, school safety and security, federal funds accounting, facilities management, management studies, interim personnel placements and other areas.

The purpose of Municipal Resources' approach is to supplement the efforts of municipal employees and to enable them to do their jobs well. Municipal Resources is supporting sustainable communities through better organization, operations, and communication.

TEAM PROFILES

Donald R. Jutton, founder and President of Municipal Resources, Inc., is a graduate of Bradford College with a BA in Urban Planning and Management and an MS in Community Economic Development from New Hampshire College. He has also done graduate work in management and administration at Harvard University. Mr. Jutton has a broad government management and operations background, having served as Manager in Meredith, Littleton, Salem and Wakefield, New Hampshire. While maintaining a strong working knowledge of local government process and organizational planning, the primary emphasis of his work has been in the area of creative community development and pursuit of systemic change in management and delivery of core community services. Mr. Jutton's success in establishing collaborative efforts and managing very complex initiatives between public and private entities has effectively bridged frequently competing interests and has led to successful economic development activity valued at millions of dollars in many communities. He is noted for continually challenging client communities to rethink traditional approaches and explore innovative alternatives to community development and service delivery problems, emphasizing collaborations and partnerships that expand conventional thinking and extend to all corners of the community. His involvement and advocacy has led to many unique and noteworthy operational changes including a combined Town/School budgeting and annual meeting process in Littleton, NH; shared police services between Greenville and Temple, NH; a three community economic development initiative between Lisbon, Littleton and Bethlehem, NH; a municipal/public/private Mill redevelopment partnership in Troy, NH; and a first of its kind partnership agreement between NASA's Stennis Space Center, Plymouth State University, SAU 35 and the Town of Littleton, NH. The results of his creative activities with communities have been reported in USA TODAY, Heart of NH Magazine, the Boston Globe, and numerous regional and local newspapers and journals.

Alan S. Gould, Chief Operating Officer, is a graduate of Saint Anselm College with a BS degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement

community. Mr. Gould began his public sector career with the Salem N.H Police Department where, during 21 years, he served in all ranks including Chief of Police. He served as Chief of Police in Rye New Hampshire, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining MRI in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of the Greater Salem Council Against Family Violence; a founder of New Hampshire's second "visitation center" designed to protect children from abusive parents; an initiator of Rye Senior SERVE, a non-profit organization established to help seniors remain in their homes as they age; and he continues as the Emergency Management Director in his home town of Rye, New Hampshire.

Bruce A. MacDougall obtained his Master of Science in Criminal Justice Administration from Northeastern University in Boston in 1978, and his Bachelor of Arts in American Government from Boston University in 1972. He has also attended professional training through the Federal Bureau of Investigation's Law Enforcement Executive Development Seminar Program and through the Police Executive Research Forum's Senior Management Institute for Police. He retired in 2002, after 30 years of active police service, as Chief of the Methuen, Massachusetts, Police Department, where he spent most of his law enforcement career. In Methuen, he rose through the ranks from Dispatcher to Chief. As Chief for 9 years, he was responsible for the planning, organizing, staffing, directing, and administering a department of 84 sworn officers and 16 civilian staff members, in a diverse community of 44,000 citizens, with a total department budget of seven million dollars. He has been an Instructor of Criminal Justice at Northern Essex Community College and an Instructor of Constitutional Law for the Massachusetts Criminal Justice Training Council. In addition to teaching, Chief MacDougall has been involved in a number of police and corrections consulting assignments, including being assigned as Interim Chief, conducting internal affairs investigations and management studies, completing evidence audits, accreditation reviews and preparation, as well as participation in assessment centers and executive selection teams. From 2006 through 2008, Chief MacDougall served as the Director of the Massachusetts Police Leadership Institute in Lowell, Massachusetts. He is Past President of the Essex County Chiefs of Police Association and past Vice-President of the North Eastern Massachusetts Law Enforcement Council.

Michael R. Healy recently retired after a 36 year career in law enforcement. During the last 25 years he has held the position of Chief or Deputy Chief in 4

different Massachusetts Police Departments. Those agencies ranged in size from as few as 20 employees to up to 135 employees. In addition to heading those police departments, he was selected by the Secretary of Public Safety to join the Executive Office of Public Safety from 1994 to 1997 to improve services within the Firearms and Inspectional Services Units. His last position was Chief of Police for the Westport, MA, Police Department where he was chosen from outside the Department in 1997 to revitalize a troubled organization. During his tenure with the Town of Westport he initiated significant changes, which included personnel accountability and an evaluation procedure, record and case management computerization, a CAD system integrated with fleet operations and the drafting and initiating of policies and procedures. As a result of Chief Healy's grant writing skills, the Westport Police Department received over \$1,000,000 in State and Federal grants. While Chief was in Westport, the Fall River Lodge of Elks chose him Outstanding Chief of Police for the Greater Fall River and New Bedford area for 1997. Southeastern Massachusetts Mothers Against Drunk Driving selected Chief Healy as Police Chief of the Year for 2001. In addition to his duties as a police administrator, Chief Healy was a Selectman in the Town of Northborough, MA, for 9 years and Chairman for 5 of those years. He was President of the Central Massachusetts Chiefs of Police Association and a member of The Massachusetts Chiefs of Police Association Executive Board representing Bristol County. Chief Healy graduated from Northeastern University with a baccalaureate degree in 1975 and received his Master of Arts in Criminal Justice from Anna Maria College in 1996. He also completed Harvard University's Kennedy School of Government Executive Management Program, the New England Police Command Institute at Babson College, and the Federal Bureau of Investigation's Law Enforcement Executive Development Program.

Richard Gendron began his law enforcement career with the Hudson Police Department in 1978, after majoring in Criminal Justice at Saint Anselm College in Manchester, NH. Mr. Gendron recently retired as the Chief of Police in Hudson, NH. The Hudson Police Department serves a community population of approximately 25,000 residents, with a compliment of forty-five full time sworn police officers and sixteen civilians. Among his many accomplishments, Chief Gendron was instrumental in the successful implementation of the concepts of Community Policing in Hudson. In 2003, the Hudson Police Department became the sixth New Hampshire law enforcement agency to become both State and Nationally Accredited, meeting over 425 CALEA Standards. Chief Gendron is a graduate of the New England Institute of Law Enforcement Management at Babson College and of the Penn State University Police Executive Development Program. He is also a graduate of the 199th National FBI Academy in Quantico, Virginia. Chief Gendron has over twenty-six years of law enforcement experience, with twenty-one years in command-level positions. He is an active member of the New Hampshire Association of Chiefs of Police, and has been an

Affiliate of Municipal Resources, Inc. for nearly ten years. In his capacity as Affiliate at MRI, he has conducted management studies, liability studies, and Police Chief recruitments in the States of New Hampshire, Maine, and Rhode Island.

Michael J. Magnant obtained his Master's of Public Administration from the University of New Hampshire in 2005, and a Bachelor of Science in Management from Granite State College in 1990. He has completed numerous leadership programs including the FBI National Academy. He has 29 years of law enforcement experience and is Chief of the Portsmouth, New Hampshire, Police Department. The Portsmouth Police Department serves a residential population of 22,000 and a service population of approximately 65,000. It is home to a vibrant tourist economy, the Pease International Tradeport, and the State of New Hampshire's only port. The Portsmouth Police Department has a complement of 68 sworn officers, 22 civilians, an 8.1 million-dollar budget, and provides police and fire emergency dispatch services. Under the direction of Chief Magnant the Portsmouth Police Department has received state, regional, and national awards for its work in community oriented policing, underage drinking prevention, and cyber crime investigation. Chief Magnant has lectured nationally on behalf of MADD and the Office of Juvenile Justice and Delinquency Prevention's program on Enforcing Underage Drinking Laws on DWI enforcement, underage alcohol abuse, and enforcing liquor laws. In 2003, he was appointed by New Hampshire's Governor to the New Hampshire Police Standards and Training Council. He is a member of the National Law Enforcement Exploring Committee and was recently appointed by New Hampshire Chief Justice John Broderick to sit on the Criminal Justice/Mental Health Leadership Initiative. He is a member of International Association of Chiefs of Police, the New Hampshire Association of Chiefs of Police, and the New England Association of Chiefs of Police. Chief Magnant has served as a subject advisor to MRI since 2008 and will occasionally work on a project team.

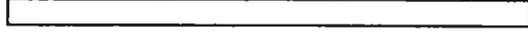
APPENDIX A



Survey: Gloucester, MA PD Employee Survey -- PLEASE COMPLETE IN PEN
Report: Default Report

Survey Status		Respondent Statistics		Points Summary:			Convert to PDF Email PDF Export to Excel
Status:	Closed	Total Responses:	46	Max Attainable:	0	100%	
Deploy Date:	02/24/2009	Completes:	46	Highest:	0	0%	
Closed Date:	04/22/2009	Partials:	0	Lowest:	0	0%	
				Average:	0	0%	
				Median:	0	0%	

 View Questions: 1 to 5  
1. My position with the Department is:

	Responses	Percent
Full-time Sworn: 	39	84.78%
Part-time Sworn: 	7	15.22%
Full-time Civil: 	0	0%
Part-time Civil: 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

2. The facility where I work provides a clean and safe environment in which to deliver a professional level of service.

	Responses	Percent
Strongly Agree: 	1	2.17%
Agree: 	4	8.7%
Neutral: 	4	8.7%
Disagree: 	14	30.43%
Strongly Disagree: 	23	50%
Additional Comments: 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

3. My department is a well managed organization.

	Responses	Percent
Strongly Agree: 	1	2.17%
Agree: 	6	13.04%
Neutral: 	4	8.7%
Disagree: 	12	26.09%
Strongly Disagree: 	23	50%
Additional Comments: 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

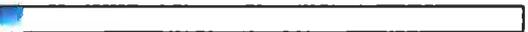
4. There is a high level of mutual respect across all ranks within the department.

	Responses	Percent
Strongly Agree: 	1	2.22%
Agree: 	0	0%
Neutral: 	2	4.44%
Disagree: 	19	42.22%
Strongly Disagree: 	23	51.11%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

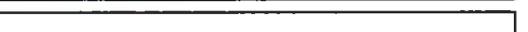
5. I receive the support and encouragement from my department that I need to be successful.

	Responses	Percent
Strongly Agree: 	2	4.35%
Agree: 	6	13.04%
Neutral: 	9	19.57%
Disagree: 	11	23.91%
Strongly Disagree: 	18	39.13%
Additional Comments : 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

6. All department employees share in a common understanding of current goals and a vision of the future.

	Responses	Percent
Strongly Agree: 	0	0%
Agree: 	2	4.65%
Neutral: 	4	9.3%
Disagree: 	18	41.86%
Strongly Disagree: 	19	44.19%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

7. Expectations for the performance of department members are made clear to all employees.

	Responses	Percent
Strongly Agree: 	0	0%
Agree: 	4	9.52%
Neutral: 	9	21.43%
Disagree: 	13	30.95%
Strongly Disagree: 	16	38.1%
Additional Comments : 	0	0%
Total Responded to this question:	42	91.3%
Total who skipped this question:	4	8.7%
Total:	46	100%

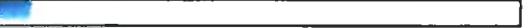
8. The utilization of internal discipline for policy and rule violations are administered in a fair and consistent manner.

	Responses	Percent
Strongly Agree: 	2	4.65%
Agree: 	2	4.65%
Neutral: 	6	13.95%
Disagree: 	9	20.93%
Strongly Disagree: 	24	55.81%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

9. I receive adequate training to perform my duties as an employee of the department.

	Responses	Percent
Strongly Agree: 	2	4.55%
Agree: 	8	18.18%
Neutral: 	12	27.27%
Disagree: 	11	25%
Strongly Disagree: 	11	25%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

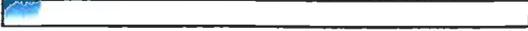
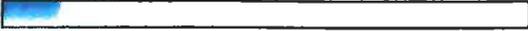
10. Training opportunities are distributed on a fair and equitable basis.

	Responses	Percent
Strongly Agree: 	2	4.65%
Agree: 	3	6.98%
Neutral: 	11	25.58%
Disagree: 	9	20.93%
Strongly Disagree: 	18	41.86%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

11. I receive personal and professional satisfaction from my job with the department.

	Responses	Percent
Strongly Agree: 	6	13.04%
Agree: 	12	26.09%
Neutral: 	9	19.57%
Disagree: 	9	19.57%
Strongly Disagree: 	10	21.74%
Additional Comments : 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

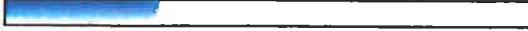
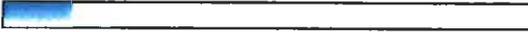
12. I receive timely feedback from my supervisors.

	Responses	Percent
Strongly Agree: 	3	6.67%
Agree: 	5	11.11%
Neutral: 	11	24.44%
Disagree: 	16	35.56%
Strongly Disagree: 	10	22.22%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

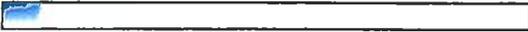
13. I benefit professionally from the performance evaluations I receive.

	Responses	Percent
Strongly Agree: 	2	4.65%
Agree: 	1	2.33%
Neutral: 	11	25.58%
Disagree: 	6	13.95%
Strongly Disagree: 	23	53.49%
Additional Comments : 	1	2.33%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

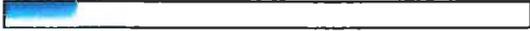
14. Overtime and details are distributed in a fair and equitable manner at the department.

	Responses	Percent
Strongly Agree: 	8	17.78%
Agree: 	13	28.89%
Neutral: 	11	24.44%
Disagree: 	7	15.56%
Strongly Disagree: 	6	13.33%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

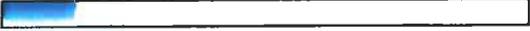
15. Department employees are treated fairly and equitably when it comes to shift assignments and specialty positions.

	Responses	Percent
Strongly Agree: 	3	6.67%
Agree: 	6	13.33%
Neutral: 	6	13.33%
Disagree: 	12	26.67%
Strongly Disagree: 	18	40%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

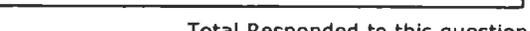
16. I have witnessed acts of discrimination based upon race, sex, age, ethnic origins, or sexual orientation from department employees toward members of the public.

	Responses	Percent
Strongly Agree: 	3	7.14%
Agree: 	6	14.29%
Neutral: 	6	14.29%
Disagree: 	19	45.24%
Strongly Disagree: 	8	19.05%
Additional Comments : 	1	2.38%
Total Responded to this question:	42	91.3%
Total who skipped this question:	4	8.7%
Total:	46	100%

17. The vehicle fleet of the department is well maintained and provides safe transportation for employees.

	Responses	Percent
Strongly Agree: 	2	4.65%
Agree: 	6	13.95%
Neutral: 	10	23.26%
Disagree: 	17	39.53%
Strongly Disagree: 	8	18.6%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

18. The Policies and Procedures as well as the Rules and Regulations of the department provide clear guidance for performance to all employees.

	Responses	Percent
Strongly Agree: 	1	2.33%
Agree: 	5	11.63%
Neutral: 	6	13.95%
Disagree: 	10	23.26%
Strongly Disagree: 	21	48.84%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

19. Promotions within the department are made fairly.

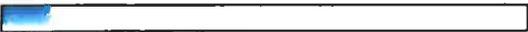
	Responses	Percent
Strongly Agree: 	4	9.3%
Agree: 	5	11.63%
Neutral: 	8	18.6%
Disagree: 	11	25.58%
Strongly Disagree: 	15	34.88%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

20. I have felt threatened or intimidated by co-workers or supervisors:

	Responses	Percent
Never (0 Points): 	15	34.09%
Occasionally (0 Points): 	19	43.18%
Often (0 Points): 	10	22.73%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

Points Summary:
 Highest: 0 Lowest: 0 Average: 0 Median: 0

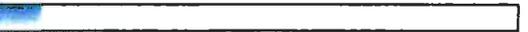
21. I have witnessed or been the victim of harassment from members of my department based upon gender, race, age, ethnic origins, or sexual orientation.

	Responses	Percent
Strongly Agree: 	3	6.52%
Agree: 	4	8.7%
Neutral: 	4	8.7%
Disagree: 	22	47.83%
Strongly Disagree: 	13	28.26%
Additional Comments : 	0	0%
Total Responded to this question:	46	100%
Total who skipped this question:	0	0%
Total:	46	100%

22. The radio communications system of the department is reliable.

	Responses	Percent
Strongly Agree: 	1	2.22%
Agree: 	10	22.22%
Neutral: 	3	6.67%
Disagree: 	22	48.89%
Strongly Disagree: 	9	20%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

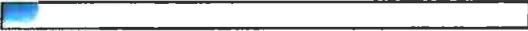
23. The salary and benefit package enjoyed by employees of the department is fair and adequate.

	Responses	Percent
Strongly Agree: 	4	8.89%
Agree: 	12	26.67%
Neutral: 	15	33.33%
Disagree: 	9	20%
Strongly Disagree: 	5	11.11%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

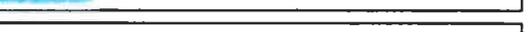
24. The department is keeping up with the technological advances necessary to provide a modern professional level of service to the public.

	Responses	Percent
Strongly Agree: 	1	2.22%
Agree: 	3	6.67%
Neutral: 	1	2.22%
Disagree: 	19	42.22%
Strongly Disagree: 	21	46.67%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

25. The administration of the department provides fair and equal treatment to all employees.

	Responses	Percent
Strongly Agree: 	3	6.67%
Agree: 	6	13.33%
Neutral: 	6	13.33%
Disagree: 	11	24.44%
Strongly Disagree: 	19	42.22%
Additional Comments : 	0	0%
Total Responded to this question:	45	97.83%
Total who skipped this question:	1	2.17%
Total:	46	100%

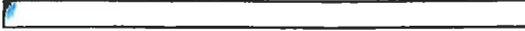
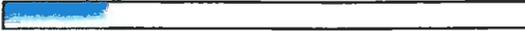
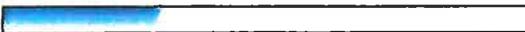
26. The department has adequate equipment to complete its duties.

	Responses	Percent
Strongly Agree: 	1	2.33%
Agree: 	6	13.95%
Neutral: 	7	16.28%
Disagree: 	21	48.84%
Strongly Disagree: 	8	18.6%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

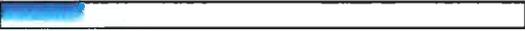
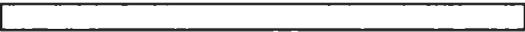
27. The City is a good employer.

	Responses	Percent
Strongly Agree: 	2	4.55%
Agree: 	12	27.27%
Neutral: 	8	18.18%
Disagree: 	14	31.82%
Strongly Disagree: 	8	18.18%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

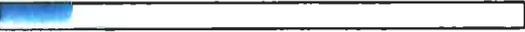
28. The administration of the department welcomes suggestions and input.

	Responses	Percent
Strongly Agree: 	1	2.27%
Agree: 	9	20.45%
Neutral: 	8	18.18%
Disagree: 	13	29.55%
Strongly Disagree: 	13	29.55%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

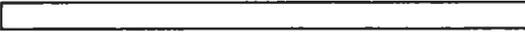
29. The administration of the department recognizes my service to the agency.

	Responses	Percent
Strongly Agree: 	4	9.09%
Agree: 	10	22.73%
Neutral: 	10	22.73%
Disagree: 	7	15.91%
Strongly Disagree: 	13	29.55%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

30. I am proud to be a member of the department.

	Responses	Percent
Strongly Agree: 	6	13.64%
Agree: 	10	22.73%
Neutral: 	9	20.45%
Disagree: 	11	25%
Strongly Disagree: 	8	18.18%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

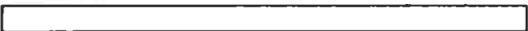
31. The Mayor and City Council of the City support the Department.

	Responses	Percent
Strongly Agree: 	0	0%
Agree: 	1	2.33%
Neutral: 	7	16.28%
Disagree: 	17	39.53%
Strongly Disagree: 	18	41.86%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

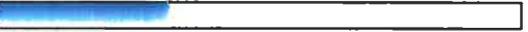
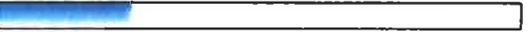
32. I believe the residents of the City value the services provided by the department.

	Responses	Percent
Strongly Agree: 	2	4.55%
Agree: 	12	27.27%
Neutral: 	14	31.82%
Disagree: 	13	29.55%
Strongly Disagree: 	3	6.82%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

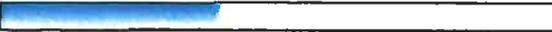
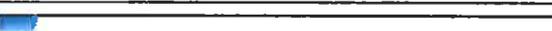
33. I believe that the department reaches out to residents and businesses to work together on issues of common interest.

	Responses	Percent
Strongly Agree: 	2	4.55%
Agree: 	13	29.55%
Neutral: 	15	34.09%
Disagree: 	10	22.73%
Strongly Disagree: 	4	9.09%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

34. The supervisors of the department provide quality guidance and support to employees.

	Responses	Percent
Strongly Agree: 	3	6.98%
Agree: 	3	6.98%
Neutral: 	14	32.56%
Disagree: 	11	25.58%
Strongly Disagree: 	12	27.91%
Additional Comments : 	0	0%
Total Responded to this question:	43	93.48%
Total who skipped this question:	3	6.52%
Total:	46	100%

35. If I had an opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department.

	Responses	Percent
Strongly Agree: 	17	38.64%
Agree: 	10	22.73%
Neutral: 	11	25%
Disagree: 	3	6.82%
Strongly Disagree: 	3	6.82%
Additional Comments : 	0	0%
Total Responded to this question:	44	95.65%
Total who skipped this question:	2	4.35%
Total:	46	100%

36. Please list the three things you like best about working for the department.

	Responses	Percent
1.: 	34	100%
2.: 	32	94.12%
3.: 	22	64.71%
Total Responded to this question:	34	73.91%
Total who skipped this question:	12	26.09%
Total:	46	100%

37. Please list the three things you dislike about working for the department.

	Responses	Percent
1.: 	35	100%
2.: 	33	94.29%
3.: 	18	51.43%
Total Responded to this question:	35	76.09%
Total who skipped this question:	11	23.91%
Total:	46	100%

APPENDIX B





Municipal Resources
www.municipalresources.com

APPENDIX B

Fire Safety Inspection Gloucester, MA Police Headquarters

On March 20, 2009, a fire safety inspection of the Gloucester Police Headquarters building, 197 Main Street, was conducted by Donald P. Bliss, a member of the MRI consulting team. Mr. Bliss was escorted by Lt. Kathy Auld, who was the on-duty shift commander at the time of the inspection.

The purpose of this inspection was to identify fire safety hazards that could have a significant impact on the operation of the department, the District Court or the safety of the occupants. The recommendations are based on generally accepted fire safety principles. MRI has not made any determination as to compliance with the fire prevention laws or regulations of the Commonwealth of Massachusetts (Chapter 148, General Laws of Massachusetts; 527 CMR Board of Fire Prevention Regulations). We strongly recommend that a regular fire safety inspection and risk assessment program be established to address compliance with the appropriate laws and regulations (see our recommendations below).

OBSERVATIONS

The building is a four-story brick/steel frame structure, built c. 1972-73, that houses the Gloucester Police Department and the Gloucester District Court (Trial Court of the Commonwealth, District Court Department, Gloucester Division).¹ The Court occupies the second floor and the Police Department occupies the remainder of the building. The building is owned and maintained by the City of Gloucester. The Fire Department has no record that it has performed any fire safety inspections of the facility.

Public access to the building is on the Main Street side. Court visitors are required to pass through a security checkpoint that includes a magnetometer (for human screening) and an x-ray/conveyor belt system (for screening of personal belongings). All other entrances are for authorized personnel only. Police cruisers and equipment are parked in a carport area on the Rogers Street side of the building. This carport area is adjacent

¹ For the purposes of this report, the building is considered to be a four-story building because the basement area is accessible "at grade" at the rear of the building.

to the basement and is under a portion of the first floor. No determination was made as to the fire resistance rating of the floor/ceiling assembly above the carport.

The top floor of the building is occupied by a firing range that is no longer in use. Inspection of this area could not be accomplished because the key could not be located at the time of the inspection. The second floor area is occupied by the District Court and includes courtrooms, office space, storage rooms, and a waiting area. The first floor is occupied by the Police Department and includes a dispatch/communications area, offices, locker room, and storage areas (including evidence storage). The basement is also occupied by the Police Department and includes holding cells, a "padded" holding cell that is currently used for storage, elevator equipment room, weapons maintenance and storage room, furnace/generator room/maintenance room, and a booking area. The basement is adjacent to the cruiser carport. A large records storage room is also at the basement level but is only accessible through the carport.

The building is served on all floors by a single hydraulic elevator; the state certificate of inspection is current. A variety of fire extinguishers, including 2.5 gallon pressurized water (APW) fire extinguishers and dry chemical extinguishers are located throughout the building. Inspection tags on most fire extinguishers are current. The building is equipped with a fire alarm system that includes a limited number of manual pull stations, heat detectors and smoke detectors. The system is connected to the Fire Department via a radio master box. A number of battery operated single station smoke detectors are located in the holding cell area. It could not be determined if the fire alarm system is inspected, tested and maintained on a regular basis. The building is heated with natural gas. An emergency power generator is located in the basement. It is supplied by natural gas; the natural gas supply is backed up by a 500-gallon propane tank that is located at the rear of the building. The propane tank is located immediately next to the building in violation of the distance requirements of the NPFA 58, *Liquefied Gas Code* and the Massachusetts Board of Fire Prevention regulations, 527 CMR. The generator is tested on a regular basis (every Sunday), but it could not be determined if the system is ever tested "at load". At the time of the inspection, no test records (if any) were available for review.

In general, housekeeping conditions in the Police Department areas of the building were extremely poor. Storage areas were highly disorganized and in many instances were literally overflowing with records storage, stuffed animals, toys and police equipment. Ammunition and solvents are stored in the "old photo lab" in the basement. Of particular concern is the storage of combustible materials and toys in Rm. 14; the telephone switching and recording equipment is located in this room. A large trash barrel and trash bag is located in the exit stairwell that leads to the firing range. Archival records are kept in a haphazard fashion in the basement storage room adjacent to the carport. Although locked, the metal double-leaf doors were easily opened with a shoulder shove. The carport area is accessible to the public, so this room is highly vulnerable to anyone who wanted to quickly and easily start a large fire. The furnace

room/generator room is also used for haphazard storage, and chemicals and solvents are stored on the workbench in this area.

Throughout the building, a number of fire extinguishers have been placed in inaccessible locations and could not be reached quickly in the event of a fire. For example, two (2) multi-purpose dry chemical extinguishers are located at the rear of the roll call room. A multi-purpose dry-chemical extinguisher in the holding cell area is in need of service.

In several areas, ceiling tiles have been removed so that electrical wiring and low-energy communications cables could be strung to throughout the building. By removing the ceiling tiles, fire and smoke can travel more rapidly throughout the building. Electrical wiring and low-energy communications cables (including computer cables) should be installed and maintained in accordance with the requirements of the NFPA 70, *National Electrical Code* and the Massachusetts Board of Fire Prevention Regulations, CMR 527.

Stairwell enclosures are not properly maintained to prevent the vertical spread of fire and smoke and to ensure that stairwells can be a safe refuge to escape a fire. The fire-rated stairwell doors in the basement area were left open and are not self-closing.

By contrast, housekeeping conditions in the District Court area were excellent. Records are well organized and maintained. The only concern was the use of an electric space heater in the library.

The District Court has an emergency response/continuity of operations plan in the event that the facility is compromised. It could not be determined if the Police Department has such a plan.

Recommendations:

1. **General housekeeping.** The unsafe housekeeping (improper storage of combustibles) conditions should be corrected immediately. This can be accomplished by a number of means:
 - a. Dispose of all unnecessary materials (e.g. toys, stuffed animals, old equipment, magazines, and unneeded records).
 - b. Establish an organized records keeping system that ensures that records are reasonably protected from fire, theft and accidental water damage. Possible options for archive records include digital scanning or microfiche.
 - c. Remove all flammable and combustible liquids from the building, or provide a fire-rated cabinet for the storage of flammable and

combustible liquids. In addition, provide a listed, self-closing container for the disposal of rags that have been used with combustible or flammable liquids.

- d. Remove all storage, including trash barrels, from the stairwell enclosures.

2. **Electrical.** We recommend that the City retain the services of a licensed master electrician to conduct a complete inspection and survey of the building electrical system. Any electrical code violations should be corrected immediately. In addition, the following corrective measures should be completed:

- a. Remove wiring and cables that pass through the suspended ceiling assembly and re-install all ceiling tiles.
- b. Conduct regular tests and maintenance, including full load tests at prescribed intervals, on the emergency generator in accordance with NFPA 110, *Standard for Emergency and Standby Power Systems*.
- c. Maintain accurate records of all tests and maintenance on the emergency generator.

3. **Fire Protection Equipment and Systems.** The Police Department/District Court facility performs a critical function for the City of Gloucester. Damage to or loss of this structure would be catastrophic to the community. Essential services are provided on a daily basis to the citizens of the community, and essential records are maintained in the building. In addition, the building is occupied by persons that are restrained or locked in holding cells who cannot escape from a fire or other emergency. The existing fire protection systems are totally inadequate and require immediate updating. We recommend that the following steps be taken:

- a. Design and install a complete automatic sprinkler system. A sprinkler system would detect and immediately extinguish or control a fire in the building. Nearly all fires in sprinklered buildings are controlled by the activation of one or two heads; fire, smoke and water damage are minimal and the building can usually be re-occupied within hours.
- b. Conduct a complete evaluation of the existing fire alarm system by licensed fire alarm contractor or registered fire protection engineer. Install additional manual pull stations, smoke detectors and horn/strobe light units as needed.

- c. Remove the single-station smoke detectors from the holding cell area and replace with supervised smoke detectors that are connected to the building fire alarm system.
- d. Conduct regular tests and maintenance on the fire alarm system and maintain records in accordance with the requirements of the Massachusetts Board of Fire Prevention Regulations, 527 CMR.
- e. The existing pressurized water fire extinguishers should be removed from service and replaced with multi-purpose dry chemical fire extinguishers. All fire extinguishers should be installed in locations that are easily accessible (typically near exit doors). The fire extinguisher in the holding cell area should be serviced by a fire extinguisher maintenance contractor. Extinguishers should be installed and maintained in accordance with the requirements of the Massachusetts Board of Fire Prevention Regulations, 527 CMR.

4. Stairwell enclosures and fire doors.

- a. All stairwell doors and doors to storage rooms must be kept closed at all times².

5. Holding Cell Area. Conditions in the holding cell area, including the juvenile holding cell, raise very serious fire safety concerns. The lack of supervised smoke detectors that are connected to the fire alarm system, a lack of an automatic sprinkler system, and the lack of electronic cell door locks that can be quickly released in the event of an emergency means that even a small fire in this area could result in prisoner deaths or serious injuries.

- a. The holding cell area should be evaluated for strict compliance with current fire safety standards for correctional and detention facilities.
- b. Remove the combustible padding material from the "padded" cell that is currently used as a storage room.
- c. Remove all storage material from the holding cell area, including the material stored in the "padded" cell.
- d. Until such time as minimum fire safety standards and code requirements can be met, the use of the holding cells should be discontinued immediately.

² If a complete automatic sprinkler system or complete automatic smoke detector system is installed, it may be possible to equip these doors with magnetic hold-open devices that release upon activation of the fire alarm system.

6. **Propane Tank.** As noted above, the 500-gallon tank is located immediately next to the building, in violation of the distance requirements of NFPA 58, *Liquefied Gas Code*, and the Massachusetts Board of Fire Prevention Regulations, 527 CMR.
 - a. Re-locate the 500-gallon tank to a distance of not less than ten (10) feet from the building. Note that the distance requirement also applies to the property line. Determination of the new tank location should be made in cooperation with the Gloucester Fire Department, Gloucester building inspector, and the propane supply company.

7. **Emergency Procedures and Continuity of Operations.** Formal written procedures should be established or updated for this facility, including, but not limited to the following:
 - a. Fire and emergency response and evacuation procedures (including all types of emergencies: natural disasters, technological hazards, and man-made events).
 - b. Continuity of Operations Plans (COOP). These plans would establish guidelines and procedures for providing police services to the community in the event that the building or key functions (i.e. dispatch, 9-1-1, etc.) were disabled. Following the establishment of a COOP plan for the Police Department, a program should be established for developing COOP for all city departments and functions.
 - c. All personnel should receive training on all plans and procedures that are developed. The plans and procedures should be tested regularly with drills, tabletop exercises and full-scale exercises and revised accordingly.

8. **Regular inspections and corrective actions.** A safety/risk management officer should be designated within the Police Department to oversee all matters related to the safety and security of the facility. This individual should have responsibility for conducting inspections, ensuring that safety and security policies and procedures are followed, and that the appropriate training, maintenance, tests and exercises are conducted. In addition, the Gloucester Fire Department should inspect the facility on an annual basis (at a minimum) and establish a fire department operations pre-plan. All fire safety improvements that are made to the facility as recommended in this report should be coordinated with the Fire Department and the City building inspector to ensure compliance with the appropriate codes and permit requirements.

CONCLUSION

In summary, the Gloucester Police Department/District Court facility is one of the most important assets in the city's critical infrastructure. While some of the recommendations in this report, such as the installation of an automatic sprinkler system, will have significant budget implications, the loss of the building or its services would be catastrophic. However, most of the recommendations have a minimal financial impact and should be part of normal, routine maintenance of the facility. Most importantly, immediate action must be taken to correct the deplorable housekeeping and record storage conditions and to correct the un-safe conditions in the holding cell area.

Respectfully submitted,

MUNICIPAL RESOURCES, INC.

By:

Donald Bliss
Senior Fire Affiliate

Date: March 20, 2009

APPENDIX C



GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
1					
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
3	FUNDING: Budget figures for each municipality, including School Department, for:				
4	FY06	\$85,253,888	\$84,579,360	\$81,225,501	\$57,835,688 OPERATING \$73,105,229 TOTAL
5	FY07	\$88,624,342	\$90,855,771	\$889,906,369	\$61,026,014 OPERATING \$76,268,386 TOTAL
6	FY08	\$94,354,983	\$97,952,888	\$95,827,411	\$64,445,882 OPERATING \$79,858,802 TOTAL
7	FY09	\$96,552,737	\$99,521,429	\$88,668,959	\$66,932,873 OPERATING \$82,434,238 TOTAL
8					
9	FUNDING: Overall police budget figures, including benefits, with copies of entire budget to compare categories such as fleet, training, uniforms, etc., for:				
10					
11	FY06	\$4,895,423	\$3,976,196	3,591,839	\$7,420,295
12	FY07	\$5,024,302	\$4,300,859	3,919,901	\$7,830,154
13	FY08	\$5,282,344	\$4,301,000	4,118,894	\$8,352,488
14	FY09	\$5,168,650	\$4,414,197	4,149,076	\$8,613,059
15					
16	FUNDING: 2008 tax rate				
17	\$9.10 Residential				16.98
18	\$9.70 Commercial	\$10.23	\$11.20	\$9.14	
19	FUNDING: 2008 population estimate				
20		30,308	32,223	28,411	20,810
21					
22	FUNDING: What was the dollar amount of police only grant funds awarded during each of the last three complete fiscal years?				
23					



GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
24	FY06	\$57,952	\$43,952	\$89,747.00	35,952	\$434,498
25	FY07	\$52,662	\$136,287	\$50,031.00	46,194	\$358,972
26	FY08	\$62,490	\$302,452	\$50,031.00	43,813	\$255,918
27						

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
28	EQUIPMENT: Vehicles in Fleet:				
29	10 Ford Crown Vics	2 Ford Explorer	29 Ford Crown Vics Sedans: 17 marked, 1 Sargeants semi marked, 4 unmarked, 1 Traffic/Leutenant semi marked, 1 DARE unmarked, 1 Patrol Semi marked, 1 LTD Sedan marked, 2 school unmarked	16 Ford Crown Vics	15 Ford Crown Vics
30					
31					
32					
33	6 are marked units				B&W
34	2 Trucks	19 Ford Crown Vics	4 Ford Taurus 1 Unmarked Chief; 1 unmarked COA, 2 unmarked school	3 Ford Taurus	1 Ford Expedition SUV
35					
36					
37					
38					B&W; Supervisor Car
39	7	1	1	2	8 Sedans: 5 Crown Vic; 1 Buick Century; 1 Ford Taurus; 1 Mercury Sable
40					Unmarked
41					
42					
43	Other	Ford F250 PU	Jeep Grand Cherokee Utility	Ford 4x4	
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GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
47	Type			Unmarked		Unmarked
48						
49	Number		2	1	2	1
50	Make		HD	Dodge	HD	Chevrolet
51	Model		Motorcycles	Sprinter	Motorcycles	Astro Van
52	Type			2500 Van - Crime Scene Services		Unmarked
53						

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
54	Number	1	1	1	1
55	Make	Ford	Ford		Ford
56	Model	Econoline	Econoline		E-350 XLT Van
57	Type	Van	E150 Van Marked		Pal Van
58	Number	2	\$1,000		1
59	Make	Radars	Ford		Ford
60	Model	Speed Trailers	F250 4WD Pick up		Ranger Truck
61	Type		WD Utility Vehicle		ACO
62	Type		Marked		
63	Number		1		1
64	Make		Radars		Chevrolet
65	Model		Speed Trailer		F379 Van
66	Type		Marked		Evidence Van
67	Number		1		2
68	Make		Pace		Chevrolet
69	Model		Utility Trailer		CG31405 Van
70	Type		Marked		Meter Van
71	Number				2
72	Make				Harley Davidson
73	Model				motorcycles
74	Type				FLHTP
75	Number				
76	Make				
77	Model				
78	Type				
79	Number				
80	Make				
81	Model				
82	Type				
83	Number				
84	Make				
85	Model				
86	Type				

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
85	EQUIPMENT: Department vehicles receive oil changes every how many miles?				
86	3000	3,000	3000	3000	3000
87	EQUIPMENT: Department vehicles are maintained by:				
89	Department		All		
90	DPW	DPW		DPW	
91	Pvt. Vendor				
92	Dealership		Depends on the repairs - the vocational school does preventative maint.	Dealership	Dealership
93					
94	EQUIPMENT: Number of unmarked vehicles utilized by the Detective Unit:				
95	6	4	7 - 2 drive uc's	5	11
96					
97	EQUIPMENT: How many mobile radios does the department own?				
98	20	22	VHF - 37 UHF - 37	27	41
99					
100	EQUIPMENT: How many portable radios does the department own?				
101	55	63	90 VHF 18 UHF	50	124
102					
103	EQUIPMENT: Do your patrol vehicles have Mobile Data Terminals, laptops, which connect to the department's computer, as well as state and federal database systems?				
104	No	Yes	Yes	Yes	Yes
105					
106					
107	EQUIPMENT: Does your community or department have an emergency notification system?				
108	Yes	No	No	No	No



GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
109 Telephone						
110 Internet		Yes - type not stated	Connect CTY		Yes - not specified	
111 Other						
112						

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
113	EQUIPMENT: Are your patrol vehicles equipped with:				
	Speed radar/ laser equip.	Yes	Yes	Yes	Yes
114	Prisoner Partition	Yes	Yes	Yes	Yes
115	AED	Yes	Yes	No	No
	Dashboard Mounted Cameras	No	Yes	No	No
117	Patrol Rifles	Yes	Yes	Yes	Yes
118	Shotguns	Yes	No	Yes	Yes
119					
120					
121	EQUIPMENT: What computer program does your department utilize for records management?				
122		PAMET Software	IMC	PAMET	IMC
123					
124	PERSONNEL: Number of actual Sworn Personnel as of 04-06-09:				
125	Full-Time	54	45	62	45
126	Part-Time		0	8	
127					
128	PERSONNEL: Number of Actual Civilian Personnel as of 04-06-09:				
129	Full-Time	4	11	5	13
130	Part-Time	2	2	3	5 (Cross Guards)
131					
132	PERSONNEL: Number of sworn personnel assigned to patrol:				
133		39	34	51	27
134					
135	PERSONNEL: What schedule do patrol officers work (4&2; 5&2, etc.)				
136		4&2	4&2	4&2	4&2
137			4&2 Admin		5&2
138					

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
139	PERSONNEL: Number of sworn personnel assigned to investigations?				
140	6	6	8	6	14
141					
142	PERSONNEL: Number of sworn personnel assigned to administrative positions?				
143	0	4	13	4.5	2
144					
145	PERSONNEL: Does your department conduct personnel evaluations on all personnel?				
146	No	No	Yes	No	No
147					
148	PERSONNEL: Does your department have a process to establish annual goals and objectives?				
149	No	No	Yes	Yes	Yes
150					
151	FACILITY: Approximate year police department facility was constructed?				
152	1973	1991	1965	1995	1992
153					
154	FACILITY: Square footage of usable space in the facility?				
155	19,452 Police Court	13,253	9,000 New design already bid but on hold 31,000 sq ft	11,000 includes 3 car garage and sallyport	40,200
156					
157	FACILITY: Are there working surveillance cameras for each cell:				
158	No	Yes	Yes	Yes	Yes
159					
160	FACILITY: Are there working surveillance cameras for inside and outside the police facility?				
161	Yes	Yes	Yes	Yes	Yes
162	Yes	Yes	Yes	No	Yes
163					
164	FACILITY: Does your department have an indoor range?				
165	Yes	No	Yes	No	Yes
166					
167	FACILITY: Does your department have an outdoor range?				

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
168		Yes	No	Yes	Yes	Yes
169						

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
170	OPERATIONS: Number of patrol sectors or beats in your community?				
171	4	5	6 4 cruisers - 2 bike/foot patrol	4	5
172					
173	OPERATIONS: Number of Captains, Lieutenants, and Sergeants assigned to the Patrol function?				
174	Captains	0	1		
175	Lieutenants	1	3	1	
176	Sergeants	7	6	5.5	
177	Total				10
178					
179	OPERATIONS: Are watch/shift commanders required to remain in the police station during their tour of duty?				
180	No	No	Yes	No	No
181					
182	OPERATIONS: Do you staff each shift with a "house officer"?				
183	Yes	No	Yes	Yes	Yes
184					
185	OPERATIONS: Does another agency dispatch your department?				
186	No	No	No	No	No
187					
188	OPERATIONS: If yes, what is the annual expenditure?				
189	n/a	n/a	n/a		n/a
190					
191	OPERATIONS: Does your department have access to a SWAT like unit?				
192	Yes	Yes	Yes	Yes	Yes
193					
194	OPERATIONS: If yes, is it from...				
195	Department				
196	Regional Unit	Yes		Yes	Yes
197	State Police	Yes	Yes	Yes	Yes
198	Other local agency		Yes	Yes	
199					



GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
200	OPERATIONS: Are your department's dispatchers...				
201	Sworn	Civilian	Civilian	Civilian	Civilian
202					
203					
204	OPERATIONS: Does your community have combined dispatch for both police and fire departments?				
205	No	No	Yes	No	Yes
206					
207	OPERATIONS: Who prosecutes cases for your department...				
208	Police Officer	Police Officer	Neither - Civil Court Administrator w/ limited P.O. Powers		Attorney
209	Attorney				
210					
211	OPERATIONS: Total number of sworn and unsworn personnel assigned to the prosecution function?				
212	1	1	1	0	3.5
213			w/ coverage by DB Personnel		
214	OPERATIONS: Is your department...				
215	no	n/a	Yes		
216	no	n/a			
217					
218	OPERATIONS: Is your department pursuing...				
219	no	Certification	Just re-accredited	Certification	NH Level One Certified
220	no				
221					
222	OPERATIONS: Date of last policy manual revision.				
223	1977	Continually; most recent Domestic Violence 3/24/09	Ongoing	Ongoing	Ongoing
224					
225	OPERATIONS: Do officers sign for policies when distributed?				

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
226		Some	Yes	Yes	Yes	No
227						

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
228	OPERATIONS: Hours of annual in-service training received per officer?				
229	0	40+	24+	40	16
230					
231	OPERATIONS: Does your training program include on-line training?				
232	No	Yes	Yes	Yes	Some
233					
234	OPERATIONS: Total number of calls for service for last three years:				
235 2006	19,052	9188; total incidents 48,113	32,967	22,367	42,787
236 2007	18,087	8800; total incidents 44,685	33,939	28,549	38,248
237 2008	18,162	8447; total incidents 42,889	33,035	28,491	38,509
238					
239	OPERATIONS: Total number of arrests for last three years:				
240 2006	803	616	863	691	1523
241 2007	702	666	1,018	931	1599
242 2008	741	545	1,082	817	1451
243					
244	OPERATIONS: Total number of written traffic citations, fines, and warnings, written for the last three years:				
245 2006	1371	6580	5,622	3473	1578 Citations; 4542 Warnings
246 2007	1833	4573	5,969	4756	1252 Citations; 5087 Warnings
247 2008	1644	4613	6,095	4896	1253 Citations; 5525 Warnings Fines are through the court; can't get that number
248	NOTES				
249					

GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

A	B	C	D	E	F
2	Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
250	OPERATIONS - NOTE: Please attach a copy of Part One Crimes Report for 2008. If possible, please attach a copy of 2008 NIBRS/UCR report.				
251		Attached	Attached		Attached
252	BENEFITS: Base Salaries (Maximum for FY09):				
253	NOTE: Base Salaries do not include stipends, educational incentives, or any other additions to the salary.				
254	Chief	\$83,494	\$113,590	\$99,723	\$110,493
255	Deputy Chief	n/a	n/a	n/a	\$95,919
256	Captains	n/a	\$93,661	n/a	\$74,534
257	Lieutenants	\$62,744	\$78,423	\$76,015	\$69,657
258	Sergeants	\$55,958	\$57,358	\$66,098	\$65,101
259	Police Officers	\$39,651	\$47,582	\$52,364	\$42,042
260	Dispatchers	n/a	\$37,445	\$39,655	\$35,659
261					
262	BENEFITS: Number of sick days officers receive per year?				
263		18	15	15	15
264					
265	BENEFITS: Number of vacation days an officer with 5 years on the job would receive?				
266		21	21	15	14
267					
268	BENEFITS: Are your officers EMT Certified?				
269		36 out of 40	No	No	No
270					
271	BENEFITS: Do officers and superior officers receive the same extra detail rate for a single officer detail?				
		No; Officers \$40; supervisor \$45; Hourly rate for city jobs	Yes @ \$42/hour	Yes	Yes
272					
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GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
 CONDUCTED BY MUNICIPAL RESOURCES, INC.

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GLOUCESTER, MA - POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT
 SURVEY - COMPARABLE POLICE DEPARTMENTS
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	A	B	C	D	E	F
2		Gloucester, MA	Franklin, MA	Northampton, MA	Shrewsbury, MA	Portsmouth, NH
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APPENDIX D



APPENDIX D

CHAPTER 17: PROPOSED STAFFING LEVELS (INCLUDES CIVILIAN POSITIONS)

Positions	2008	2009	Year 1	Year 2	Year 3
Chief	1	1	1	1	1
Captain	0	0	2	2	2
Lieutenant	6	5	3	3	3
Sergeant	7	4	9	9	9
Officers	47	44	43	43	43
Total Sworn	61	54	58	58	58
Chief Financial Officer	1	1	1	1	1
Chief's Secretary	0	0	1	1	1
Accounts Clerk	1	1	0	0	0
Records Clerk	1	1	1	1	1
IT Clerk	0	0	1	1	1
Parking Enforcement	1	0	0	0	0
Dispatchers	0	0	0	9	9
Animal Control	1	1	1	1	1
Total Civilians	5	4	5	14	14
Total Employees	66	58	63	72	72



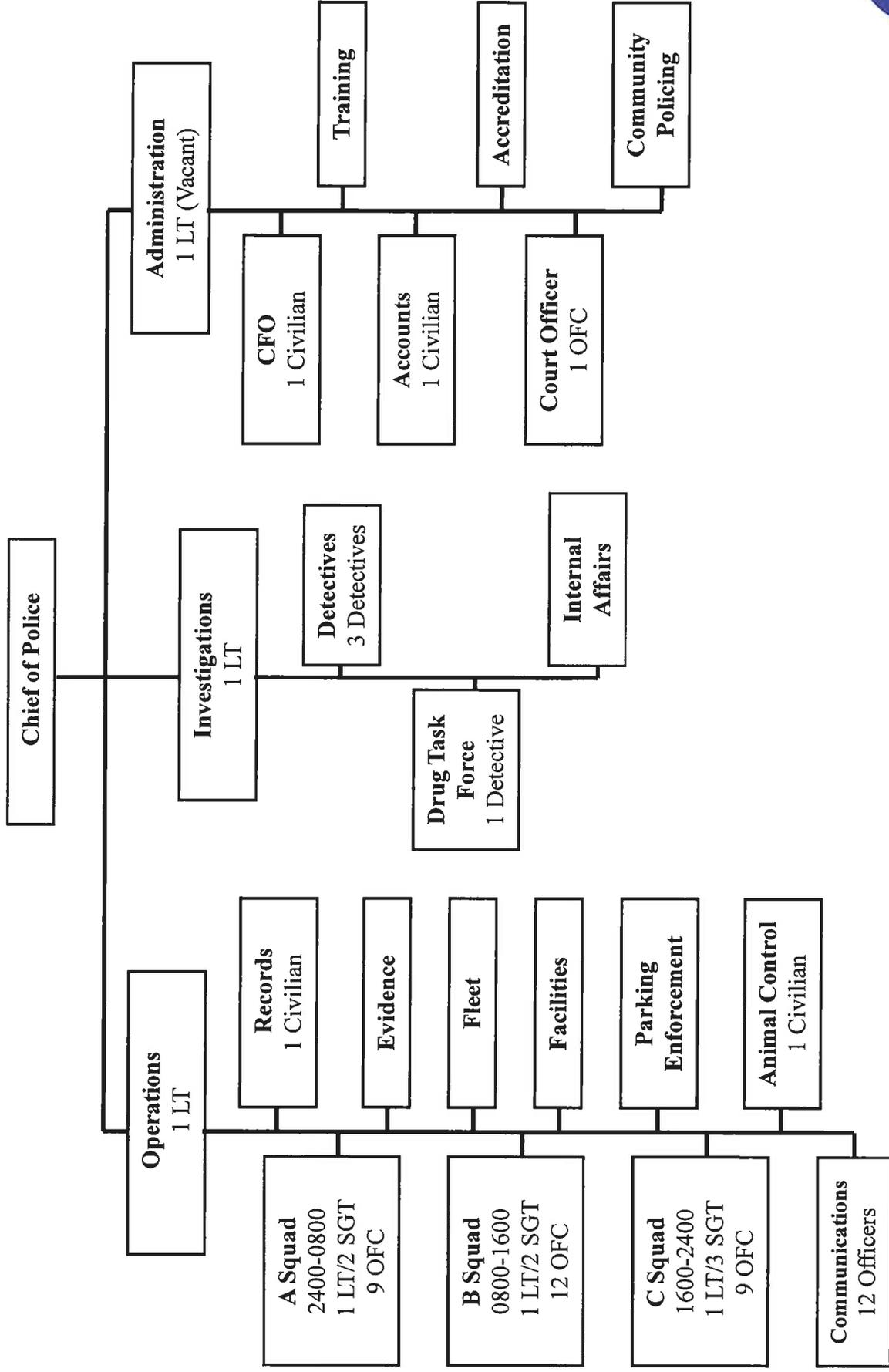
APPENDIX D

CHAPTER 17: PROPOSED STAFFING LEVELS OPTION (SWORN OFFICERS)

POSITIONS	2008	2009	Year 1	Year 2
Chief	1	1	1	1
Captain	0	0	2	2
Lieutenant	6	5	3	3
Det Sgt	1	1	1	1
Prosecutor Sergeant	0	0	1	1
Prosecutor Officer	1	0	0	0
Support Services Sgt	0	0	1	1
Patrol Sergeant	6	5	6	6
Detectives	4	4	4	4
Patrol Officers	28	24	38	37
Station Officer	6	6	0	0
Sworn Dispatchers	9	9	0	0
School Resource Officer	0	0	1	2
Total Sworn	61	54	58	58



Current Organizational Chart



Proposed Organizational Chart

