

FINAL REPORT
BERLIN, MA
POLICE DEPARTMENT
ORGANIZATIONAL ANALYSIS
MAY 2015

Prepared by:
Municipal Resources, Inc.
120 Daniel Webster Highway
Meredith, NH 03253
603-279-0352
866-501-0352 Toll Free
603-279-2548 Fax
all@mrigov.com
www.mrigov.com



TABLE OF CONTENTS



Municipal
Resources
Inc.

TABLE OF CONTENTS

Chapter 1	Overview	1
Chapter 2	Facility	4
	Overview.....	4
	Observations.....	4
	Recommendations.....	6
Chapter 3	Fleet and Equipment.....	8
	Overview.....	8
	Observations.....	8
	Recommendations.....	11
Chapter 4	Records System	13
	Overview.....	13
	Observations.....	13
	Recommendations.....	15
Chapter 5	Communications	16
	Overview.....	16
	Observations.....	16
	Recommendations.....	21

Chapter 6	Written Directives.....	23
	Overview.....	23
	Observations.....	23
	Recommendations.....	26
Chapter 7	Calls for Service.....	27
	Overview.....	27
	Observations.....	27
	Recommendations.....	34
Chapter 8	Police Operations.....	35
	Overview.....	35
	Observations.....	36
	Staffing Analysis.....	37
	Staffing Recommendations	40
	Recommendations.....	43
Chapter 9	Mutual Aid and Regionalization.....	45
	Overview.....	45
	Review of Current Mutual Aid Agreements	45
	Central Massachusetts Law Enforcement Council	45
	Massachusetts Interagency Mutual Aid Agreement.....	46
	Assabet Public Safety District	47
	Town of Berlin and Town of Bolton.....	47
	Town of Berlin and Town of Boylston	47

	Town of Berlin and Town of Clinton.....	48
	Town of Berlin and Town of Hudson.....	48
	Town of Berlin and City of Marlborough.....	48
	Town of Berlin and Town of Northborough	48
	Town of Berlin and Town of Westborough	48
	Town of Berlin and City of Worcester	48
	Regionalization	49
	Chief Timothy Bent, Webster Police Department.....	49
	Major Dan Risteen, Commander, Troop C, Mass SP	50
	Lt. Bill Lyver, Northborough Police Department	50
	Chief Vincent Alfano, Bolton Police Department.....	50
	Chief Mark Leonard, Marlborough Police Department	51
	Chief Mark Laverdure, Clinton Police Department	51
	Chief Anthony Sahagian, Boylston Police Department	52
	Chief David Stephens, Hudson Police Department	52
	Retired Chief Otto Rhodes, Berlin Police Department.....	52
	Observations.....	53
	Recommendations.....	54
Chapter 10	Prisoner Processing, Holding, and Evidence	55
	Overview	55
	Observations.....	56
	Prisoner Processing	56

	Prisoner Holding	57
	Evidence	58
	Recommendations.....	59
Chapter 11	Training	61
	Overview.....	61
	Observations.....	61
	Recommendations.....	62
Chapter 12	Use of Technology.....	64
	Overview.....	64
	Observations.....	64
	Recommendations.....	67
Chapter 13	Fiscal and Administrative Management	69
	Overview.....	69
	Observations.....	69
	Recommendations.....	71
Chapter 14	Conclusion	72
Chapter 15	Compilation of Recommendations	78
Chapter 16	The Project Team	91

FINAL REPORT



Municipal
Resources
Inc.





FINAL REPORT

BERLIN, MA POLICE DEPARTMENT

ORGANIZATIONAL ANALYSIS

MAY 2015

CHAPTER 1

OVERVIEW

The Town of Berlin, Massachusetts, a municipality within Worcester County, engaged Municipal Resources, Inc. (MRI), of Meredith, New Hampshire, to conduct a review of the three public safety agencies within the Town. The consultants were to make observations and comment on the organizational structure and staffing of each department, as well as the delivery and efficiency of the services provided. Additionally, the consultants would review existing mutual aid arrangements and study the impact of ongoing and future development on the delivery of public safety services.

The population of the Town of Berlin stands at 2,902; a number provided by the Police Department and believed to be current. The Chief indicates that the population figure is not impacted by seasonal changes. The 2010 census indicated the population of Berlin to be 2,866, which represents a 20% increase over the 2000 residential census of 2,380. As of 2012, the median household income stood at \$85,736 and the racial makeup of the Town was 94% white. There are 13.1 square miles of land mass inside the community, with approximately .2 covered with water. There are 49.8 miles of public paved roads. There are no public roads that remain

unpaved. Berlin is bounded by six communities. They are Clinton, Boylston, Northborough, Marlborough, Hudson, and Bolton.

Berlin is governed by a three person Board of Selectmen. There is one elementary school in Berlin, as middle and high school aged students travel to a regional school in the Town of Boylston.

The Berlin Chief of Police, Thomas Galvin, has held the chief's position in Berlin for approximately one year. He has a written contract with the Town which expires on June 30, 2016. The Berlin Police Department is currently staffed with eight full-time police officers, including the Chief of Police. The department provides 24/7 coverage, with one officer on patrol during the day and midnight shifts, and two officers on the evening shift. Chief Galvin usually works an administrative schedule of Monday through Friday and at other times as desired or required. Sergeant John Geis, the second in command, works a four and two schedule which includes two evening shifts and two-day shifts. All remaining police officers work the so-called 4 and 2 work schedule, which means they work eight hour shifts on four consecutive days followed by two days off. This is a very common police work schedule which provides for ease of scheduling, as well as a predictable work schedule for the officers and their families. The department also employs four full-time civilian dispatchers, nine part-time officers, and five part-time dispatchers. While housed in the Police Department and under the control of the police chief, the dispatch operation has its own budget. The Police Department does not have any administrative assistance and all work that would be directed to this position is divided among department personnel. The Police Chief prepares the payroll on a weekly basis. Additionally, he spends time doing correspondence and filing. The department does not, as yet, have a mission statement, and the Chief is aware one needs to be written. The Police Department is unionized and the union covers all personnel except the Chief. While its overall benefit package is considered good, the Police Department reports Berlin is one of only seven communities in the Commonwealth not offering a health care plan to its retirees. MRI heard from multiple sources that this lack of coverage has an impact on recruitment of personnel.

The Town of Berlin is in the middle of a development boom with two significant projects slated to be completed in the near future. Highland Commons is a 900,000 retail development just off Route 495 on Route 62. Anchor stores include a Lowe's home improvement store, a BJ's Wholesale Club, a Market Basket grocery store, and a Cabela's sporting goods store. This development sits astride the Hudson/Berlin border, with about 60% of the retail space being in Berlin, and associated calls for service being the responsibility of the Berlin Police Department. Activity and calls for service associated with the Highland Commons development has been increasing as retail space is filled and stores open. There was a noticeable increase between the numbers of calls in this area from 2013 to 2014. The opening of the Cabela's store in the spring of 2015 is expected to bring a significant amount of shoppers to this outlet complex.

The second project currently under way is the Riverbridge mixed use, enhanced village project. This development sits just off the South Berlin Rotary adjacent to the Solomon Pond Mall. Included here will be a hotel with 109 rooms, 44,000 square feet of mixed-use retail space, 205 apartments/condominiums, and a 12,500 square foot day care center. This development is 100% in the Town of Berlin and calls for service emanating from this location will be answered by the Berlin Police Department. To date, only the childcare center has opened and this has not had a measurable impact on calls for service. The construction of the hotel and apartment complex is scheduled to begin in the spring of 2015. Once these two businesses are open, an increase in calls for service can be anticipated.

It is the goal of this assessment to determine the current organizational capacity of the Berlin Police Department and to make recommendations to enhance the agency's ability to efficiently and effectively respond to anticipated issues in a manner in keeping with national best practices.

CHAPTER 2

FACILITY

Overview

A police department's facility represents the individuals who work in the building in addition to the municipality and its residents. People who live in the town, or are visiting, take notice of the appearance of the building. Like the cleanliness of police vehicles and the look of officers in uniform, the police station is an outward indication of how officers feel about their work and how the town feels about its police department. Exterior and interior maintenance is important as it impacts on the message the building sends to each visitor, in addition to the morale of the municipal employees working for the agency. It must be remembered that most police departments are functional twenty-four hours a day and experience a much higher usage than other municipal buildings. Operationally sound police structures enable the agency staff to complete their duties in an efficient and effective manner while maintaining safety and security. There are many interested parties when it comes to the ongoing integrity of a police facility. Stakeholders include not only the agency's employees, but also elected and appointed officials, as well as resident taxpayers.

Observations

The Berlin Public Safety Building is a masonry building, faced with brick. It is located at 23 Linden Street and houses the Fire Department, the Rescue Squad, and the Police Department. A school located at this location was transitioned into a new town hall and an addition was built in 1999 to house the three public safety departments. The Public Safety Building contains approximately 15,500 square feet, with approximately 6,400 square feet presently dedicated to the Police Department. Large letters mounted on the building wall facing the street label the building in a manner which can be seen from the street.

The interior of the Police Department space was completed with modular walls which will allow for interior reconfiguration as needed. The Town did an excellent job with planning the police facility as the layout provided for adequate space for the operation of a professional police department. The department space is currently divided into the following areas: a sally port, which is a vehicle garage for bringing prisoners into the building; a prisoner holding area; three holding cells; a booking area; an interview room equipped with a required recording device; an office dedicated to investigations and the DARE program; an office for the chief; an office for the sergeant; a break room; an evidence room; a conference/roll call room; an office for officers to complete reports and investigations; an armory closet; male and female locker rooms with showers; and a two position dispatch room. There are two sets of exterior doors leading into the foyer for Town Hall and the Public Safety Building. Neither set of doors have the ability to be locked. Often, the civilian dispatcher is the only employee in the building.

She/he acts as a greeter for all visitors to the complex. MRI sees the inability of the lobby to be secured as needed, to be a significant security and operational issue.



The Police Department also has access to space located in the basement of the Town Hall. This space includes the room where the computer system is located, a thirty seat training room which is shared with other departments, a physical fitness room, and a shared storage room for old records. The storage room has locked cages, but access would be as simple as climbing over the side of a metal mesh cage. Chief Galvin reported that the door to this storage room can be locked. On the day of MRI's visit, this door was found unlocked. Some confidential files are maintained in this area. The facility has an unfinished second floor which has the potential to be converted to an expanded evidence room or storage areas. The Emergency Operations Center is located within the Fire Department. The Town Hall/Public Safety Building has a paved parking area with ample spaces for town vehicles, employees, and visitors.

The Public Safety Building is heated by forced hot air utilizing oil as a fuel. The boiler is located in the Town Hall building and was not expanded or enlarged when the public safety addition was constructed. This has led to some issues with heating, air conditioning, and ventilation in the police section of the building. MRI was told the most significant deficit associated with this system is the inadequacy of heat in the dispatch area. Since the booking area is tied directly into the system for the whole building, there have been instances of the dispatcher being impacted when an officer uses pepper spray in the booking room. During the period of this assessment, Chief Galvin reported a special town meeting had appropriated funds to modify the HVAC system and add additional equipment to address the issues mentioned above.

Chief Galvin reports the building utilizes a well for potable water and the plumbing system has no current issues. The electrical and cable TV systems also work well. The Town Hall/Public Safety Building has an emergency generator which powers the entire Public Safety Building and parts of Town Hall. The generator is tested every Monday and is maintained by a private company under the direction of the Facilities Manager. The building has a sprinkler system.

There is a fire alarm system in the building. There is no perimeter alarm for the police station which would need to be considered should the Town decide to move its communications to an off-site location. There is a working closed circuit television system in use which is in the process of being upgraded. Dispatchers have the ability to monitor some interior and exterior locations from monitors in their area. However, the computer system does present constant issues for the Police Department. Pamet, the records management system, and Bryley Systems, a computer maintenance contractor, have difficulty being able to identify, or accept ownership of computer operational problems needing resolution. Frustration results when each company informs the department they do not handle the issue requiring attention. Frequent re-booting of the system is required when the system freezes.

The building uses metal keys for security of its doors. MRI talked to Chief Galvin about exterior and interior security, and he reported upgrading to a card access control system would be a welcome improvement as a computer could record who had accessed various locked areas within the building. It also allows for immediately denying access to individuals who are no longer employed by the department, without having to retrieve metal keys that might have been copied. This would be especially helpful with controlling access to the evidence room.

The Town Hall/Public Safety Building complex has one full-time custodian assigned by the Highway Department. MRI interviewed the custodian and determined he had some prior work experience as a custodian thirty years ago. This individual has had no prior formal training in this or his prior custodial position, but rather learned on the job. This municipal building is a major asset for the community and should be maintained to the highest standards practicable. While the MRI police team would judge the current level of maintenance as adequate, there were some areas that could benefit from closer attention. The custodian has not been trained in how to deal with blood borne pathogens, which he could encounter in the booking or cell areas.

Recommendations

- 2.1 The Town of Berlin should consider reviewing the security of the foyer to the Town Hall/Public Safety Building. MRI would strongly recommend re-constructing the foyer/communications room area to allow for the inner set of foyer doors to be controlled by a buzzer from the dispatcher during non-business hours of the day. The communications room should be extended to the foyer and a service window added between the communications room and the then secured outer foyer.
- 2.2 The security of the police contents of the storage room in the Town Hall basement should be reviewed. Either the security of the room and the cages should be improved or important/confidential documents should be removed.

- 2.3 The process of upgrading the HVAC systems in the municipal complex should move forward. Hopefully, the heating, cooling, and ventilation issues mentioned by police personnel will be addressed.
- 2.4 Should the Town decide to move public safety communications to an off-site location, a security alarm should be considered for the entire complex. This move would create large blocks of time when there was no one in the building. This upgrade is suggested for the overall security of the facility, as well as police specific needs, such as the protection of the evidence room and the armory.
- 2.5 The Police Department reports significant issues with the current status of the Town's computer system and oversight. This situation translates to a lack of efficiency in addition to frustration felt by municipal employees. The Town should undertake a review of the system to identify what steps may be taken to improve this very important municipal function.
- 2.6 The Town and the Police Department should work toward installing a card access control system for the entire complex. This move would be especially beneficial for the Police Department.
- 2.7 The Town, the Facilities Manager, and the Police Department should engage in a conversation regarding how to best enhance the quality of the maintenance at the Public Safety Building. The outcome of this review may determine that new tools, cleaners, or procedures should be implemented.
- 2.8 MRI would suggest that a checklist be developed for the custodian. The checklist would contain a section for tasks that need to be accomplished, in each section of the building, on a daily, weekly, monthly, and quarterly basis.
- 2.9 The custodian should be formerly trained in proper techniques for dealing with blood borne pathogens.

CHAPTER 3

FLEET AND EQUIPMENT

Overview

Police vehicles are a means to transport a trained police officer to the scene of an incident where his/her experience and municipally granted authority are required. Types of vehicles utilized in police service are selected based upon a number of factors, including the ability to function well in all kinds of driving conditions, as well as being able to safely hold emergency equipment, tools for accidents and investigations, and prisoners. Patrol officers spend a great deal of time in their vehicles and it acts as their office. Cabin space must be sufficient to allow for drivers to remain seated for long periods of time without incurring adverse physical conditions. Engines for a vehicle used by the police are susceptible to long hours of idling, interspersed with sudden occurrences of emergency operation. Often the expected life of a police vehicle is measured in engine hours rather than mileage due to this idling issue. Vehicles that are driven by multiple operators appear to sustain more wear and tear during their lifetime than vehicles assigned to one or two officers. Police vehicles must be reliable, well maintained, and replaced on a consistent schedule. For these reasons, it is important for a community to have a reasonable vehicle replacement plan and a vigorous preventative maintenance program.

In addition to a marked and specially equipped police vehicle, a police officer is uniformed to distinguish him from other individuals and he/she is assigned a number of pieces of personal equipment that allows officers to fulfill their mission. Uniformed officers must be well dressed, groomed, and equipped. Efforts must be ongoing to assure that uniformed officers, as well as plainclothes officers and civilians, represent the agency and the community well by adhering to the highest standards of appearance.

Observations

The Berlin Police Department fleet currently consists of four marked cruisers and one unmarked administrative vehicle. The marked fleet is currently in transition from Ford Crown Victoria sedans to Sports Utility Vehicles (SUVs). Two officers are assigned to drive each of the three marked cruisers. The Sergeant is assigned a marked cruiser and the Chief usually operates the unmarked car. Chief Galvin reported he felt the department should have a second unmarked vehicle for the purpose of officers operating out of town to court appearances and training classes. The Sergeant and the Chief will take one of the three other marked cruisers for a patrol on occasion to monitor its condition. Presently, the town is purchasing its police vehicles, but is studying the leasing concept looking for any potential benefits. The current replacement schedule allows for one new vehicle per budget period, which the chief stated is working well. The last car transitioned out had 150,000 miles, but usually cruisers are replaced

at the 100,000 to 110,000 mile point. Former police department vehicles are not traded, but rather are assigned to the Fire Department for their use in a non-emergency capacity. Vehicle purchases are made through the town warrant process.

Car #	Make/Model	Odometer
Car 1	2010 Ford Crown Vic	92,493
Car 2	2014 Ford Interceptor SUV	32,937
Car 3	2015 Ford Interceptor SUV	7466
Car 4	2011 Ford Crown Vic	25,432
Car 5	2012 Ford Taurus	66,213
Information provided by the Berlin Police Department.		
Mileage is as of March 4, 2015.		

Berlin police vehicles are purchased from a dealer in Marlboro and they are returned there for repairs covered by warranty. Minor repairs and routine maintenance are completed by two automotive garages in town. Vehicles can be fueled at any of three gas stations within the community. Police officers clean their assigned vehicles, and the department provides cleaning equipment and supplies. Officers are given sufficient time during their tours of duty to complete the necessary cleaning. All vehicles are detailed once per year. While equipment assigned to each vehicle is more or less standard, there is no established list of equipment and officers do not complete any paper work indicating vehicle condition or equipment present. Damage or mechanical issues are logged and the Chief or Sergeant provide for these issues to be rectified.



Equipment found in a typical Berlin cruiser includes a laptop computer, a radar unit, a shotgun, a patrol rifle, an automatic external defibrillator, a first aid bag, a prisoner cage, sharps tubes, a lockout kit, extra ammunition, flares, and a fire extinguisher. One cruiser is presently equipped

with a video camera. Items not found in Berlin cruisers were a crime scene investigation kit and an accident investigation kit. Chief Galvin explained that in the event of a major crime or accident outside resources from the Central Massachusetts Law Enforcement Council or the Massachusetts State Police would be requested. Also, cruisers were not equipped with animal snares. The Chief stated that the town had two qualified animal control officers on call and he preferred that these trained individuals dealt with any animal issues.

The standard issue firearm of the Berlin Police Department is the Sig Saur P250, 45 caliber semi-automatic pistol. There has been a history of misfiring and jamming with this weapon. A recruit at the police academy was prohibited from using his weapon at the firing range due to problems during his qualification training. The department is currently reviewing the potential to select and transition to a different firearm. The department employs a part-time officer who is a certified armorer and firearms instructor. All officers qualify with their assigned firearm twice per year. All weapons owned by the Department are serviced by the armorer once a year. All officers are issued pepper spray and a police baton in addition to their firearm. The Department has not as yet purchased Tasers, but the Chief is interested in researching the potential to issue these electronic devices to officers. Likewise, Chief Galvin is aware of the increasing utilization of Narcan by police officers to combat opioid overdoses. While there has not been a documented need for this device to date in Berlin, the Chief acknowledges it is only a matter of time.

Berlin police officers wear the traditional dark blue over dark blue uniform. Officers purchase uniform parts from various vendors with bills forwarded to the department. Each officer has an annual uniform allowance for purchases and cleaning. The figure is established through union contract negotiations. Part-time officers are given a portion of the amount allowed for full-time officers. The cost of a new officer's uniforms is born by the department with responsibility on the officer to maintain his uniform in good order. Officers are required to wear protective vests if they are purchased by the department. A recent review of officers wearing a vest determined that the majority of vests are over seven years old. This is two years beyond the manufacturer's suggested life of the vests. The Chief is in the process of attempting to upgrade the bullet resistant vests and the last officer not taking advantage of this protection has asked to be included when new vests are purchased. The officers viewed by the MRI police team appeared to be well uniformed and groomed. Chief Galvin does intend to establish a list of approved uniform parts to include brands and styles to further assist with the standardization of all uniforms.

Recommendations

- 3.1 The Chief's request for a second unmarked cruiser should be reviewed. There are benefits to having an unmarked vehicle dedicated to out-of-town travel. Possibly the vehicle the Chief is currently operating could be used for this purpose, rather than being given to the Fire Department when replaced.
- 3.2 The current practice of assigning just two officers to operate a cruiser is a good practice and should continue as it reduces maintenance costs and stretches longevity of the vehicle.
- 3.3 The town, the department, and the union should be commended for coming to agreement regarding the cleaning of department vehicles. Having the officers clean their own assigned cruiser on duty increases the pride associated with operating a well-kept vehicle and eliminates the friction and expenses found in other departments over this issue.
- 3.4 The department should make an effort to standardize equipment in all marked cruisers. For example, currently only one cruiser has a video camera.
- 3.5 The department should institute a cruiser checklist to be completed at the start of each tour. The checklist would contain information on the condition of the cruiser, as well as the presence of equipment assigned to the vehicle. The checklist could be a computer generated document or hard copy. Completed checklists would be forwarded to the Sergeant for review.
- 3.6 The Berlin Police Department should consider including small accident investigation and crime investigation kits in each marked cruiser. Officers should have access to the various tools necessary to properly process a crime or accident scene.
- 3.7 The department has a documented history of mechanical issues with its present firearm. A review and selection of a replacement weapon needs to progress with the speed required for such an important matter.
- 3.8 The issuances of Tasers should be reviewed by the Chief and the town. These less than lethal electronic devices can be an important tool in the protection of officers and suspects as it allows for an additional form of restraint prior to resorting to a firearm.
- 3.9 Chief Galvin's concept of standardizing all uniform and issued equipment parts should be completed. All pieces of the uniform and other allowed equipment should be identified by brand and model and included in a written directive on the topic of wearing of the uniform.

- 3.10 The department should replace bullet resistant vests that exceed the manufacturer's recommended wear life and should establish a replacement schedule for the future. All information regarding the wearing, care, cleaning, and replacement of vests should be contained in a department policy.
- 3.11 MRI would encourage the community to engage in a conversation regarding police officers carrying Narcan to counter the effects of opioid overdoses and determine the suitability of deployment for the Town of Berlin.

CHAPTER 4

RECORDS SYSTEM

Overview

Police Departments keep and maintain records for a number of legitimate reasons. Well-kept records are necessary to satisfy state and local requirements, for internal use, and for the compilation of statistics for the region, state, and federal government. The review and analysis of traffic crash reports, as well as incident and arrest reports, is an important task for police administrators. Such records assist with the planning for staff deployment, as well as create a justification for staff or equipment enhancements. Preventative patrols and other crime prevention efforts may be modified based on a review of these records.

Analysis through records review can point out the need for additional training or equipment which is important for budget preparation. Systems must be in place to effectively capture, store, and analyze data to make sound decisions on the best use of limited resources. A records system should include provisions for obtaining, storing, purging, and retaining documents in both electronic and hard copy formats.

Observations

The Berlin Police Department uses a software product supplied by the software provider Pamet Software for Public Safety. The company is based in Hudson, Massachusetts, and provides public safety software for the department, with a Records Management module and a Computer Aided Dispatch module. The software is housed on a server in the Town Hall. Data backups are done remotely and automatically on a schedule established by the department. The Chief of Police and the Communications Supervisor have system permissions to add or delete authorized users of the Records Management System. Access to certain records is determined by the permissions set for each user. There is no audit of passwords or system security. There is no written directive mandating an annual audit of passwords or the procedures used to add or delete personnel. The software does allow for statistical reports, but the retrieval of these reports from the system is described as difficult by department personnel.

The Sergeant and the Communications Supervisor are responsible for the filing of reports. They receive the completed reports, file them in the appropriate location, and assure correct information is documented. A large number of the records maintained by the department are in the computer system. Hard copies are also maintained for traffic crashes, initial incidents, and arrests. Hard copies are needed to answer requests for copies, to assist with follow-up investigations, and to comply with the Massachusetts Statewide Records Retention Schedule.

Most recent hard copy records are stored within the department. Older records are stored at the Town Hall in an area that has limited access control.

Administrative records are those records associated with personnel records, internal affairs complaints and dispositions, grievances, and budget management. At the present time, the Chief of Police is handling all of these functions with hard copy being maintained in his office.

The only written directive regarding records found in the current policy manual was directive number 850 entitled Criminal Offender Record Information (CORI). The directive describes the State Criminal Offender Record Information (CORI) system and the restrictions in place pertaining to the release of information. The Records section of the manual does not contain important directives regarding the collection, dissemination, retention, and purging of criminal intelligence information. Procedures should be in place to assure that criminal intelligence information collected is used for lawful purposes and is purged from the system when no longer relevant or needed. The manual does not address the protections necessary for juvenile records. An observation of the software used indicates that there is a unique designator on reports where juveniles are involved. The manual does not make reference to the state retention schedule and does not address the protections needed for victims of domestic violence or sexual assault. The manual does not address the release of information or records to the public. There does not appear to be a Public Information Policy that would determine who can draft news releases or act as a spokesperson with the press.

The Communications Supervisor is responsible for preparing the mandated National Incident Based Reporting System (NIBRS) for the Chief's review. The monthly NIBRS Report is submitted to the state, who then forwards these statistics to the Federal Bureau of Investigation for use in nationwide statistics.

The laptop computers in the cruisers cannot connect to the department records management system. There is a dispute between the software vendor and the hardware provider concerning the reasons why the connection cannot be made. To write report narratives, the officer must go to the station and access a desktop computer to complete the report. Dispatchers fill in brief notes on small incidents on the initial dispatch screen with information provided by the officer over the radio. All reports generated by Department's officers are reviewed and approved by a superior officer. Most often, this task is accomplished by the Sergeant. If the Sergeant is not available, the Chief reviews the reports before they are filed.

Crime, incident, and traffic crash information does not appear to be analyzed on a regular basis. The number of incidents in town is currently at a level where officers and administrators can readily see trends and adjust as needed. There is no formal shift briefing due to the size of the patrol force. Information is exchanged informally between the officer coming off shift and the officer going on shift. This system can result in information being missed especially in the case of part-time officers that fill in on a sporadic basis.

Recommendations

- 4.1 There is a significant and immediate need for clerical staff to handle the administrative paperwork and clerical duties of the department. The Sergeant should not be dealing with hands-on maintenance of the Records System on a regular basis.
- 4.2 The department needs to develop written directives outlining the Records Management System and establish procedures for the collection, dissemination, purging, and security of all department records. The written directives should outline the requirements for record retention as defined by Massachusetts law. The department should follow the guidelines of the Commission for the Accreditation of Law Enforcement Agencies (CALEA) when developing policies for the Berlin Police Department.
- 4.3 The Records Management System should contain the ability to quickly and accurately accommodate requests for statistical reports. The current system is unable to produce needed reports when desired.
- 4.4 The department should review the security of the storage area in Town Hall where older hard copy documents are stored and make appropriate modifications.
- 4.5 The department should develop a system for the documented review of the previous shifts activity. A summary of incidents from the prior 12 hours could be printed and maintained in a binder. Officers would be required to sign the document acknowledging review.
- 4.6 The department should develop a system for capturing incident and traffic crash factors for analysis. These tasks should be assigned to a specific individual and performed at regular intervals. The quarterly analysis can form the basic patrol deployment modifications. Information derived can be used for the development of an annual report.
- 4.7 The current practice of officers going into the station to complete report narratives is inefficient. The Records Management System must be able to communicate with the laptops in the cruisers to allow officers to complete and transmit narrative reports to the server from the field. Officers should be able to query department records from the field.

CHAPTER 5

COMMUNICATIONS

Overview

Public Safety Communications systems include radio, telephone, cell phones, pagers, text messaging, web sites, and data base access. Information must be received and then transmitted in a timely and concise manner to officers in the field involving emergency and non-emergency calls for service. The systems must function correctly and consistently for everyday business, as well as during high volume times when multiple persons, officers, or agencies are involved in emergency high stress situations.

Observations

The Berlin Police Department operates a Dispatch Center located within the Police Department facility. The Center is staffed by four full-time dispatchers, supplemented by five part-time dispatchers. Dispatchers work eight hour shifts with fixed days off. There is no system in place for rotating shifts. One of the full-time dispatchers is also the Dispatch Supervisor. Dispatchers are responsible for answering all of the incoming emergency calls as a Public Safety Answering Point (PSAP), involving emergency calls for police, fire, or Emergency Medical Services (EMS), as well as the non-emergency business lines coming into the facility. As a PSAP center, Emergency Medical Dispatch (EMD) services must be provided. To perform Emergency Medical Dispatch properly, constant contact with the caller must be provided. This is difficult when the dispatcher is the only person in the center and must also be responsible for dispatching the first responders and an ambulance. MRI witnessed the difficulty in getting responders to the scene of a medical call. It was fortunate that the call was at a doctor's office so limited EMD instructions were necessary. The dispatcher on-duty had to tone the rescue squad at least twice before an adequate response was received. Had the call been at a private residence where constant instruction was necessary, the dispatcher would have had great difficulty in accomplishing all of these tasks effectively.

The Dispatch Center is located at the front of the building. There is a large lobby area with a reception window. The center is approximately 480 square feet divided into four rooms. The actual radio dispatch area contains the two radio consoles, computer monitors, camera system monitors, and phone system. Prior to entering the radio room, there is a kitchen/file area, restroom, and a combination office/copy room.

The town has two repeater sites, and a third tower at the Police Department. Radio coverage in the community is good with the exception of two small areas. The addition of another repeater site or in-car repeaters may address this issue. The town owns seven radio

frequencies of which three are for Police Department use. The third radio frequency is considered a back-up frequency and is currently used by the Department of Public Works. The licenses for the radio frequencies through the Federal Communications Commission (FCC) are current and posted in the Communications Center. The cruisers do not have access to any county or regional frequencies. However, cruiser radios are programmable to scan and can speak with local area departments. If radio communications with the county is needed, it goes through the Dispatch Center, where there is access to that frequency. The Dispatcher Center also has access to the Massachusetts Emergency Management Agency (MEMA) radio frequency.

The Fire Department and the Rescue Squad share radio frequencies. This means that during an incident involving a fire and medical call, multiple messages to and from the Dispatcher Center are made on the same radio frequency.

The phone system in the dispatch center provides access to five business lines, and a direct line from 911. The 911 line rings differently from the business lines so that the dispatcher knows a priority call is coming in. Along with the 911 call through the phone system, the dispatch screen displays the call location.

All of the phone lines coming into the dispatch center are recorded. This system is provided by State 911 and provides immediate playback of recent phone calls and radio messages. These messages can be accessed by the dispatchers for a short period of time. Messages that need to be reviewed past the time allowed for the dispatchers may be accessed by the Dispatch Supervisor, the Sergeant, and the Chief. The Sergeant is responsible for making recordings needed for Court cases such as domestic violence calls.

Telecommunications Device for the Deaf (TDD) services is provided through the Statewide 911 System. The Center does not have a TDD device in the communications room. Staff in the Dispatch Center cannot remember a time where a TDD call was received in Berlin.

There are two consoles in the Dispatch Center. The brand name is Zetron and their age is unknown. These consoles were moved in 2000 from the old dispatch center when the dispatch center was re-located in the new building. The consoles are fixed units and do not allow for adjustments of height or angles. The console contains phones, keyboards, computer screens, and multiple buttons for control of doors. There are buttons for the dispatcher to close the bay doors of the Fire Department after the engine or rescue truck has left the building. Monitors are mounted on the wall for the dispatcher to monitor cells, fire doors, and portions of the exterior of the building. Range of reach movement is an issue in the current setup.



The Police Department does not use pagers. Pagers are used for the Fire Department and the Rescue Squad. Inforad is the paging software currently being used. This software allows for paging announcements and text messages.

The cell phone carrier for the Town is Verizon. The Chief is the only department member that is issued a cell phone for department use. Individual cruisers should be assigned cell phones to assist with communications and messages that are too lengthy or should not be broadcast over the airways due to their confidential nature. The laptops in the cruisers use an air card to connect to the State Records System. Laptops are unable to connect to the Department Records Management System or live dispatch because of the software currently in use.

There is no workload analysis available for the Dispatch Center. Dispatchers document phone calls, walk-ins, and other activities in Pamet's Event Log. There are over 1400 entries in the Event Log for 2014. In addition to typical dispatch duties, the on-duty dispatchers are responsible for a number of other tasks. These tasks include, but are not limited to:

- Activate burning permits and give to residents
- Sell Transfer Station permits
- Maintain and document usage of the Berlin Memorial School and Food Pantry
- Maintain and document usage of the Cable Access key
- Maintain and document usage of the Gym key
- Maintain the schedule for the Training room
- Distribute paperwork such a Dog License for the Town Clerk after hours
- Monitor the bay doors for the Fire Department
- Monitor access to the restroom in the main lobby
- Receive and fill outside police detail requests

The evening and overnight dispatcher is responsible for building access and security. Since the front door to the building does not lock, when engaged in a dispatch call, it would be easy to miss someone entering the building and going upstairs.



The Dispatch Supervisor is a working supervisor covering the day shift Monday through Friday. In addition to dispatch duties, the Dispatch Supervisor is responsible for a number of administrative duties. These duties include, but are not limited to:

- Scheduling for dispatchers
- Prepare the dispatcher payroll for approval
- Order supplies for Police Department
- Perform In-house Records Management System maintenance. Add or delete users and establish access permissions.
- National Incident Based Reporting System (NIBRS) data submission
- Review and approve every incident card completed by dispatchers
- Periodic quality assurance review for 911 calls
- Review for clarity citations issued by officers and mail citations to the State
- Copy and mail out accident reports for insurance companies

Written Directives for the Dispatch Center are lacking in a number of key areas. There is no directive covering topics regarding the number of officers necessary to respond to high-risk calls, supervisor notifications for incidents involving potential liability for the agency or heightened interest of the community, documentation of monies taken at the window for Transfer Station stickers, and Police Reports, or directives concerning the response to victim/witness needs.

The Dispatchers do not have access to Tactical Dispatch Plans, and the Emergency Management Plan or All Hazard Plan could not be located in the Dispatch Center during an MRI team visit.

There is no comprehensive documented Field Training Program for Dispatchers. New dispatchers attend an APCO (Association of Public Safety Communications Officials) class, a 911 class, and an EMD class. Once completed, the new dispatcher then works with an experienced dispatcher on all three shifts. The in-house training is not documented, and it is hard to track who provided the department specific training on which subjects. There does not appear to be any formal instructor training provided for the trainer, and an end of Field Training review or evaluation does not occur.

On February 23, 2015, CTC, Inc., a consulting firm hired by the Town, released its final report regarding the potential for consolidation of dispatch services for the Towns of Berlin and Bolton. The document is entitled "Feasibility Study for Developing Regional E911 Communications Services for Bolton and Berlin, Massachusetts." The study reviewed the potential for these two communities to be served by one dispatch center or for both communities to request to join the Nashoba Valley Regional Dispatch District (NVRDD). The concluding recommendation was both communities should move their dispatching function to the NVRDD.

The basis for this recommendation included:

- an enhanced communications operation
- improved delivery of Emergency Medical Dispatching
- reducing future costs associated with updating communications equipment
- the NVRDD has existing high quality operational policies
- adoption of a more appropriate Record Management System and Dispatch Module
- enhanced training and supervision
- improved sharing of criminal information between all communities served by the NVRDD

Both CTC and MRI noted, if the decision is made to move the Communications Center out of the Police Department, the additional duties and administrative tasks being performed by current

dispatchers beyond typical dispatch functions will need to be assigned to an administrative assistant. This civilian could also be the receptionist during the day and evening shifts.

The recommendations below are made by MRI based upon the Communications Center not being moved. They actually point out a number of issues which could be resolved by joining the NVRDD.

Recommendations

- 5.1 Re-design the lobby entrance to the facility so that the doors can be locked after hours, preventing free access to the Town Hall area. Install a “ring down” phone on the outside of the building entrance so that the public can speak directly to the dispatcher/counter person after hours. Install a doorbell and electronic lock release button inside the dispatch center for after-hours public access.
- 5.2 Develop a formal Field Training Program for new dispatchers with documentation for completed modules. Establish a selection process and training requirement for trainers.
- 5.3 Develop a written directives system for the Dispatch Center. Include call taking procedures, dispatch plans, and Tactical Dispatch Plans. Specific procedures for response to officer radio alarms should be developed with training provided to the officers and dispatchers. Assure that dispatchers have access to Emergency Management and All Hazard Plans. Procedures for the monitoring of detainees should be included.
- 5.4 Develop a plan for continuity of operations to be used in the event that the Dispatcher Center becomes unusable due to fire or other event.
- 5.6 Consider equipping all police vehicles with a cell phone to be used as an alternative means of communications. The availability of cell phones also provides a system to keep sensitive information off the airways.
- 5.7 Consider installing new console furniture that is designed to be ergonomically correct and has the function of raising or lowering to desired heights. Consider purchasing chairs specifically designed for dispatch functions.
- 5.8 If dispatch functions are moved to a regional center, develop a staffing model for a front counter person to be on-duty five days per week, for approximately twelve hours per day, to handle walk-in business and administrative functions. This individual could also assist the fire and police chiefs with clerical and administrative duties.

- 5.9 If funding allows, purchase a software program that allows officer access to the Department Records Management System server through the laptops in the cruisers.
- 5.10 When funding allows, install another repeater site, or on board repeaters in the cruisers, to address the two remaining “dead spots” in radio coverage.

CHAPTER 6

WRITTEN DIRECTIVES

Overview

Effective management requires that every organized police Department have a comprehensive set of written directives outlining the vision, goals and objectives, policies and procedures, and rules that will govern the operation of the department. Clear rules are required to standardize the work to be performed, the appearance of all personnel, and the employee personnel system. Policies and procedures are needed to guide personnel in how a department investigates and documents crimes, traffic crashes, and other calls for service. Written directives outline expected performance levels, acceptable and unacceptable actions of personnel, and the resulting positive or negative consequences. Written directives exist to minimize the potential liability of the department and town, to protect citizens and police personnel from unfair treatment, and provide a high level of service to the public. Job descriptions should be included in the system to ensure that a department member appointed to a specific position or rank is aware of their responsibilities and duties. Job descriptions also provide information for those personnel aspiring to the next level to know what knowledge, skills, and abilities are necessary to achieve a promotion or specialized assignment.

MRI conducted a general review of the Department's current Policy and Procedures Manual paying particular attention to high-risk areas such as "Pursuit" and "Use of Force" sections. MRI did not conduct an in depth review of the current manual. MRI did review the proposed new manual and commented when necessary.

Observations

The Town has published Personnel Bylaws as directed by the Board of Selectmen. The purpose of personnel bylaws is to establish fair and equitable personnel policies and to establish a system of personnel administration. The Personnel Bylaws contain the following topics:

Purpose and Authorization	
Personnel Committee	Purpose, membership
Personnel System	Classification, compensation, records, recruitment and selection, personnel policies, and standards of conduct.
Employee's Benefits	Annual leave, personal time, sick leave, long/short term disability, and leave without pay.

The Town has a Personnel Committee made up of volunteers that have worked with the Board of Selectmen to publish a Personnel Policies and Procedures Manual. The purpose of the Personnel Policies and Procedures Manual is to interpret the various aspects of the Town of Berlin's Personnel Bylaw and to give direction on how to implement the intent of the Bylaw. As a written expression of the Town's personnel policies, it will ensure consistent application of all personnel rules and regulations for all Town employees. This document provides specific guidelines concerning the application and implementation of the town personnel policies.

The Berlin Police Manual (Policies and Procedures) is approximately four inches thick and is very dated. It was developed by the Municipal Police Institutes, Inc., with funding provided by the Massachusetts Chiefs of Police Association, Inc. The Manual was published in 1992. The Manual may have been modified or updated over the years, but there is no indication of that action in the hardcopy provided.

The Manual is divided into thirteen sections: Organization and Administration, Training and Career Development, Standards of Conduct, General Management, Operations, Investigations, Traffic, Transportation and Detention of Prisoners, Emergency Procedures, Property Management, Records, Communications, and Personnel Administration. There are no current Job Descriptions. The copy of the Manual provided for review does not contain a signature from the Chief authorizing the directives. Chief Galvin inherited this manual from the previous chief. The current manual is in hard copy form and is not on any of the workstation computers.

A number of critical policies were reviewed using Commission on Accreditation for Law Enforcement Agencies, Inc., (CALEA) standards. Massachusetts has a local accreditation program using standards that mirror the CALEA standards. CALEA standards are considered national best practices for law enforcement agencies regardless of size. Although CALEA standards are referenced throughout the document, the Massachusetts Police Accreditation Commission uses the same standards in the state program. Chief Galvin is familiar with the Massachusetts program, as he was the Accreditation Manager at his previous department.

The first critical policy reviewed was Use of Force. The definition of when lethal and less-lethal force can be used appears to follow state statutes. The current policy states that no member of the department may be authorized to carry a firearm until issued a copy of the Department policy. The national standard from CALEA states that a copy of the Use of Force policy is issued to all members before they are allowed to carry any authorized weapon. The standard is not restricted to firearms as the current department policy is.

The current directive in place requires administrative leave for any officer involved in a use of force incident that results in serious injury or death. The CALEA standard requires that any employee whose actions or use of force in an official capacity results in serious injury or death is removed from line duty assignment pending an administrative review. There are no established procedures in the current directive for review of reports filed after a use of force

incident. CALEA standards require a procedure outlining when the report is reviewed, and by whom, and also a determination to be made concerning proper or improper actions, any equipment or training needs identified, and any policy modification needed. There is no procedure for the completion of an analysis of the Use of Force reports. This analysis is designed to identify trends and to compile visual indicators of the training or equipment needs.

High Speed Pursuit of violators can be inherently dangerous for the officer, other motorists, and the person being pursued. Department policy must be very clear about the circumstances when a high-speed pursuit is undertaken along with criteria to determine when it is best to abandon the pursuit because of safety. The Pursuit policy was reviewed and found to be comprehensive, addressing most of the best practices identified by CALEA. However, missing from the directive is a debriefing of the initiating officer and any others involved in the pursuit. There is no procedure established for an annual documented analysis of pursuits.

The above review of two of the more critical policies are examples of where the current manual has not been updated to best practices established through CALEA Standards.

The section of the manual identified as “Records” was examined. The only written directive found in this section was directive number 850 entitled Criminal Offender Record Information (CORI). The directive describes the CORI system and the restrictions in place pertaining to the release of information. The Records section of the manual does not contain important directives regarding the collection, dissemination, retention, and purging of criminal intelligence information. It does not address the protections necessary for juvenile records, and does not address the protections needed for victims of domestic violence or sexual assault.

The section of the manual identified as “Communications” was examined. The only written directive found in this section was directive number 900 entitled “Response to Calls”. This directive describes the different response codes for officers. Code One for routine response, Code Two for urgent response, and Code Three for emergency response. The directive also briefly describes the dispatcher’s responsibility to the caller. Not covered in this section is the specific information that a dispatcher should gather from the caller, victim/witnesses activities, or direction on when to notify a supervisor of situations that may have significant community interest or expose the department or town to liability. In addition, MRI has determined that the dispatch center does not have access to critical incident dispatch plans or All Hazard Plans for the community.

The Department has access to a Written Directives System published by Lexipol, LLC. This manual was reviewed and found to be extensive in the coverage of topics necessary for the efficient operation of a police department. It is specific to Massachusetts Police Departments containing many references to State Statutes throughout. This manual provides specific procedures to be followed by department members. The manual would need to be tailored to meet the identity of the department. Terminology would need to be changed. The sections

regarding personnel management would need to be modified to match the personnel policies and contractual obligations of the town. Terms like Watch Commander, and reference to city instead of town would need to be addressed. This manual from Lexipol, LLC is an excellent resource for the department, but significant time would be needed to tailor this document. Other sources of model policies are the International Association of Chiefs of Police (IACP) and the Massachusetts Chiefs of Police Association.

Recommendations

- 6.1 The Town of Berlin should set a long-term goal of Law Enforcement Accreditation through CALEA or The Massachusetts Police Accreditation Commission.
- 6.2 Administrative support must be added to the department staff to assist the Chief with the accreditation process.
- 6.3 The manual provided by Lexipol, LLC, should be used as a base for a new department manual. The process of tailoring this manual to the identity of the department should begin immediately. The provisions of the Town Personnel Policies, and terms of the Collective Bargaining Agreement should be referenced or incorporated, where applicable. After the manual has been re-structured, initial training should be provided to all members. Annual review of critical high liability procedures should be incorporated into the department training schedule so that members remain current.
- 6.4 The manual should be made available in electronic form so that officers may have access to this document on the laptops in the cruisers.
- 6.5 Current job descriptions should be developed for all classifications of personnel within the department. These descriptions should identify the essential job functions required of a person holding this position, as well as a summary of the tasks to be performed. Job descriptions should be the baseline for future recruitment and selection activities for the Department.

CHAPTER 7

CALLS FOR SERVICE

Overview

The recording, maintenance, and analysis of Department calls for service and reported crimes are important functions. Budget requests, allocation, and distribution of patrol officers, equipment purchases, and training decisions are made at a precise level when based on validated statistics. Records need to be maintained and reviewed for the number of calls, types of calls, high volume hours, days, and months. Trends can be identified by comparing crime and statistical data over multiple years.

Observations

The Uniform Crime Reporting (UCR) Program was established to provide a system for providing reliable crime statistics for the nation. The Federal Bureau of Investigation (FBI) has been charged with collecting, publishing and storing that information. The National Incident-Based Reporting System, (NBIRS) was designed to improve the quantity and quality of crime data collected by law enforcement by capturing more detailed information on each single crime occurrence.

The most common offenses in Berlin, as identified through submissions of Incident Based Reporting, involve property crime. Thefts, including thefts from motor vehicles and thefts from buildings were the most prevalent followed by destruction of property or vandalism. It is not currently known why the 2012 numbers are so high. Further in-depth research by the Department will need to be completed to validate these numbers.

Incidents by IBR/UCR Offense 2012-2014

Column1	Column2	Column3	Column4
Incident Type	2014	2013	2012
Aggravated Assault			1
Simple Assault	2	2	
All Other Thefts	8	6	11
Assault-Intimidation	1	3	8
Burglary	2		1
Credit Card-Automatic Teller Fraud	1		2
Counterfeiting/Forgery		1	
False Pretense/Swindle/Confidence Game	1		

Column1	Column2	Column3	Column4
Incident Type	2014	2013	2012
Destruction/Damage/Vandalism Property	9	13	19
Drug/Narcotic Violations			3
Liquor Law Violation			2
Motor Vehicle Theft			1
Purse Snatching			1
Shoplifting		2	1
Theft from Building	3	5	10
Theft from Motor Vehicle	1	2	18
Trespass of Real Property			1
TOTAL	28	34	79

There is no industry standard definition for calls for service. The call statistics that are generated by each department are based on a number of factors including the software being used, the desires of local government, the administration of the department, and the efficiency of all employees in properly inputting the data into the system. Some calls for service are very serious and labor intensive such as major crimes, while others, such as vehicle maintenance and building checks, may only be recorded for statistical purposes.

The Department tracks 78 different incident types that are reported or self-generated by the officer or dispatcher. In 2014, there were 8,657 documented incidents. In 2013, there were 7,059 documented incidents, and in 2012, a total of 7,437. The most prevalent documented incident involves building or house checks, accounting for 10,009 documented incidents of the total of 23,153 over the three-year period. The second most prevalent type of incident involves motor vehicle enforcement. In this category, over the three-year period, there were 2,311 citations issued. During the identified three-year time period, a total of 113 physical arrests were made.

The following chart was compiled from records provided by the Department. The chart shows some of the selected categories of calls for service currently recorded by the Department. The chart is not all-inclusive and instead shows some of the more significant calls for service that the Department is handling.

SELECTED CATEGORIES CALLS FOR SERVICE

Incident	2014	2013	2012
Accidents	168	177	131
Aid to Public	172	153	152

Incident	2014	2013	2012
Alarm	133	131	129
Ambulance	225	212	228
Animal/Dog	134	105	118
Assault	5	10	14
Assist other Police Department	214	224	228
Burglary	9	7	18
Building Check	1,951	1,341	1,675
Citation issued	531	329	368
Citation Speeding	455	304	324
DARE	13	67	40
Disabled Motor Vehicle	150	124	131
Disturbance	46	53	69
Family Dispute	28	16	24
Fire Department Assist	192	180	148
Follow-up	60	45	60
Found Property	28	22	36
Fraud	8	8	6
House Check	1,542	1,834	1,666
Larceny	30	27	50
Liquor Laws	7	4	7
Lockout	53	37	43
Lost Property	12	11	12
Memorial School Key	46	60	48
Mental Health	16	10	19
Missing Person	6	9	5
Motor Vehicle Complaint	139	88	145
Narcotic Drug Violation	15	9	9
Noise	12		
Parking	20	13	18
Police Information	44	53	66
Radar	441	168	75
Restraining Order	13	17	7
Service Equipment	139	94	114
Summons Served	25	16	10
Suspicious Activity	97	71	94
Suspicious Person/Motor Vehicle	235	221	246
Town By-Law	24	14	12

Incident	2014	2013	2012
Traffic Control	146	102	121
Transportation	85	45	38
Trespassing	10	13	12
Vandalism	12	14	22
Verbal Warning	554	280	379
Warrant Arrest	14	5	7
Well Being Check	121	69	50

Specific definitions for these categories should be developed to avoid possible duplication or failure to document a call accurately. It is not known if a Fire Department Assist and an Ambulance call are related. Also, Traffic Control may relate to outside details or it may relate to calls involving traffic crashes or house fires. As the Department expands, its Crime Prevention/Community Involvement Programs calls for service may increase. In response to specific initiatives, citizens may be inclined to report more suspicious activity.

Some increases or decreases in calls can be explained based on specific situations. If the Department is not at full staff, time for motor vehicle enforcement may not be available, and thus fewer written citations or verbal warnings would result. There has been a recent increase in calls for service regarding a homeless man in the community, whose appearance and physical condition have deteriorated, resulting in more Well Being Checks as the Department attempts to assure the health and safety of that individual on an on-going basis. The anticipated increase in retail outlets, along with the accompanying parking lots, will result in increases in numerous categories. Shoplifting offenses, internal theft, traffic crashes, and property damage to vehicles, along with theft from vehicles, will increase as these areas become more populated. Further, the time necessary for on-going investigations and follow-up will impact the ability of officers to perform proactive patrols. Finally, the need to patrol these areas will add to the time necessary to patrol all areas of the community equally.

Current Calls for Service are fairly evenly distributed by day of the week. Saturday is the busiest day, logging 1,324 incidents in 2014, followed by Sunday with 1,236 incidents, and then Friday with 1,226. The documented calls per hour are skewed because of the recording of building checks as a call for service. Using this method, the busiest hour of the day is 1:00 AM, with 1,122 incidents recorded in 2014. This time period also happens to be the time where staffing is the lowest with only one officer on duty. Response times are also skewed for the same reason. Accurate response times are an important performance measure. In 2014, there were 931 incidents responded to in less than one minute.

Berlin Police Department Incidents by Day of the Week

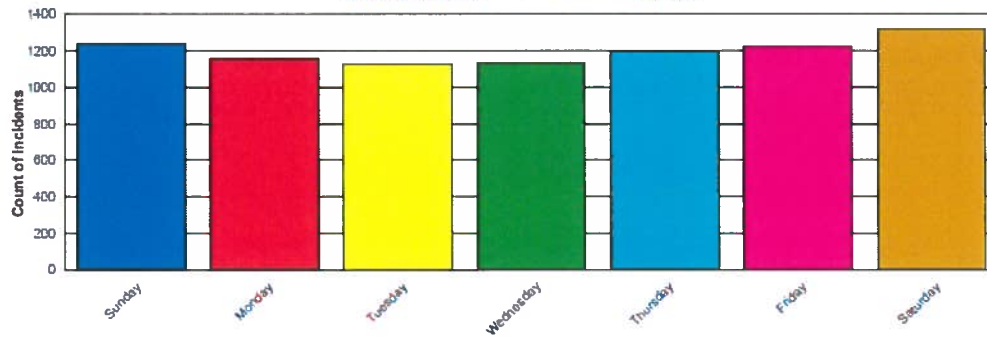
Printed: 1/8/2015 1:28 pm

From Date 01/01/2014 to 12/31/2014

Jurisdiction: Berlin Public Safety

Department: Berlin Police Department

Count of Incidents by Day of Week
For Department: Berlin Police Department



Total Count of Incidents for Sunday :	1,236
Total Count of Incidents for Monday :	1,157
Total Count of Incidents for Tuesday :	1,130
Total Count of Incidents for Wednesday :	1,134
Total Count of Incidents for Thursday :	1,190
Total Count of Incidents for Friday :	1,226
Total Count of Incidents for Saturday :	1,324
Total Count of Incidents for Department: Berlin Police Department :	8,397
Total Count of Incidents for Jurisdiction: Berlin Public Safety :	8,397
Grand Count of Incidents:	8,397

Berlin Police Department Incidents by Hour of the Day

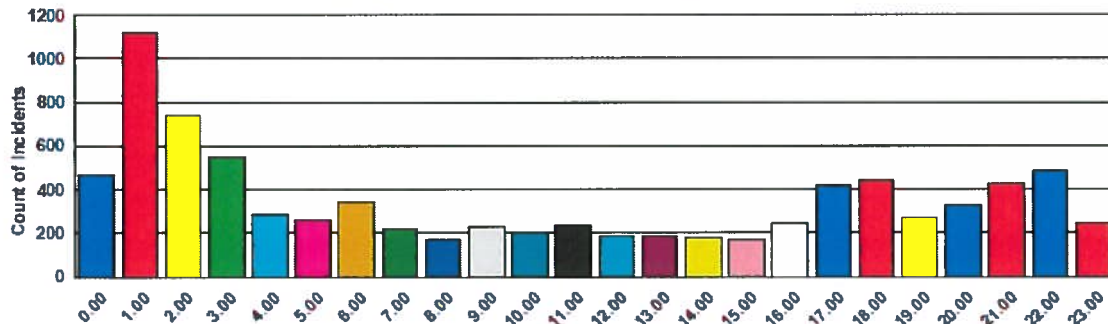
Printed: 1/8/2015 1:32 pm

From Date 01/01/2014 to 12/31/2014

Jurisdiction: Berlin Public Safety

Department: Berlin Police Department

Count of Incidents by Hour For Department: Berlin Police Department



Total Number of Incidents for Hour - 0.00 :	465
Total Number of Incidents for Hour - 1.00 :	1,122
Total Number of Incidents for Hour - 2.00 :	741
Total Number of Incidents for Hour - 3.00 :	552
Total Number of Incidents for Hour - 4.00 :	286
Total Number of Incidents for Hour - 5.00 :	262
Total Number of Incidents for Hour - 6.00 :	339
Total Number of Incidents for Hour - 7.00 :	216
Total Number of Incidents for Hour - 8.00 :	168
Total Number of Incidents for Hour - 9.00 :	230
Total Number of Incidents for Hour - 10.00 :	205
Total Number of Incidents for Hour - 11.00 :	232
Total Number of Incidents for Hour - 12.00 :	190
Total Number of Incidents for Hour - 13.00 :	190
Total Number of Incidents for Hour - 14.00 :	177
Total Number of Incidents for Hour - 15.00 :	167
Total Number of Incidents for Hour - 16.00 :	248
Total Number of Incidents for Hour - 17.00 :	416
Total Number of Incidents for Hour - 18.00 :	445
Total Number of Incidents for Hour - 19.00 :	266
Total Number of Incidents for Hour - 20.00 :	324
Total Number of Incidents for Hour - 21.00 :	423
Total Number of Incidents for Hour - 22.00 :	485
Total Number of Incidents for Hour - 23.00 :	248
Total Number of Incidents for Department: Berlin Police Department :	8,397
Total Number of Incidents for Jurisdiction: Berlin Public Safety :	8,397

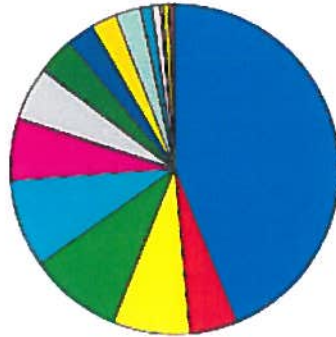
Berlin Police Department Response Time Cumulative Percentages Report

Unit First Dispatch Date/Time to First Arrival Date/Time

Incident Category Selected: All Incident Types

Printed: 1/7/2015 8:49 am

From Date: 01/01/2014 to: 12/31/2014



Less than 1 minute	43.8%
1 - 1.99 minutes	4.5%
2 - 2.99 minutes	7.2%
3 - 3.99 minutes	9.2%
4 - 4.99 minutes	8.7%
5 - 5.99 minutes	6.2%
6 - 6.99 minutes	5.2%
7 - 7.99 minutes	3.7%
8 - 8.99 minutes	2.6%
9 - 10.99 minutes	2.5%
11 - 14.99 minutes	2.6%
15 - 19.99 minutes	1.1%
20 - 24.99 minutes	0.9%
25 - 29.99 minutes	0.2%
30 - 59.99 minutes	0.5%
All other times	0.6%
Total	100.0%

Response Time (minutes)	Number of Incidents	Percentage	Cumulative percentages	
Less than 1 minute	931	43.8%	Less than 1 minute	43.8%
1 - 1.99 minutes	105	4.9%	Less than 2 minutes	48.7%
2 - 2.99 minutes	154	7.2%	Less than 3 minutes	56.0%
3 - 3.99 minutes	196	9.2%	Less than 4 minutes	65.2%
4 - 4.99 minutes	184	8.7%	Less than 5 minutes	73.8%
5 - 5.99 minutes	132	6.2%	Less than 6 minutes	80.1%
6 - 6.99 minutes	110	5.2%	Less than 7 minutes	85.2%
7 - 7.99 minutes	79	3.7%	Less than 8 minutes	88.9%
8 - 8.99 minutes	58	2.6%	Less than 9 minutes	91.6%
9 - 10.99 minutes	54	2.5%	Less than 11 minutes	94.1%
11 - 14.99 minutes	55	2.6%	Less than 15 minutes	96.7%
15 - 19.99 minutes	24	1.1%	Less than 20 minutes	97.8%
20 - 24.99 minutes	19	0.9%	Less than 25 minutes	98.7%
25 - 29.99 minutes	4	0.2%	Less than 30 minutes	98.9%
30 - 59.99 minutes	10	0.5%	Less than 60 minutes	99.4%
All other times	13	0.6%	All Times	100.0%

Total Unique Incidents / Units: Total Unique Incidents: 1044

Recommendations

- 7.1 Accurate reporting of statistics is dependent on the information put into the Records Management System. Report review and approval by a supervisor should include a determination that the proper code has been assigned to individual incidents.
- 7.2 Response times are an important method to measure police performance. Documenting building and house checks, and release of the Memorial School key, do not require a received, dispatch, arrival, and clear time. Without these notations, the response time report shows many calls as being responded to in less than one minute. A method should be developed to track this type of activity without impacting actual response time averages.
- 7.3 The Communications Supervisor is the sole person responsible for the development and submission of NIBRS/UCR reports. The Department should train at least one other person in the requirements and procedures of these submissions.
- 7.4 The main purpose of maintaining accurate call, crime, incident, and accident statistics is to continuously modify Department response to meet community expectations. Crime and incident analysis should be a routine ongoing activity that is included in a specific job description. Analysis reports should be shared with all members either at meetings or posting on bulletin boards.
- 7.5 The type of retail business coming to the community will cause increases in traffic volume, traffic crashes, thefts, and shoplifting incidents. The Department will need to monitor these locations very closely, and adjust as necessary. Seasonal increases in activity are especially possible during the period between Thanksgiving and Christmas.
- 7.6 The Department may wish to consider the current ratio between citations and warnings issued as a way of reducing traffic crashes that result in personal injury, property damage, and responses by Police, Fire, and Rescue services. The Department recorded 554 verbal warnings, while issuing 986 citations in 2014. At the very least, a written warning as opposed to a verbal warning should be considered. Studies indicate a documented vehicle stop has a much greater impact on the operator and on reducing vehicular crashes in a community.

CHAPTER EIGHT

POLICE OPERATIONS

Overview

The role of the police officer has evolved over centuries from night watchmen and constables to specially selected and trained individuals who are appointed by their communities to provide for order maintenance, solve problems, and enforce the law when necessary. Municipal police departments are now charged with reducing crime and the perception of crime, reducing the number and severity of automobile crashes, as well as providing leadership in solving an ever-expanding list of individual and social ills. Police departments have, as a major function, the planning for a constant “police presence.” Since police officers have been granted the power to enforce local and state laws, as well as utilize the power of arrest, their “presence” offers the community a general sense of wellbeing. Municipalities need to determine the appropriate resources to provide the desired level of policing. Police departments then need to administer a plan to maximize the impact of those police resources.

In large police departments, there are bureaus and divisions dedicated to patrol, investigations, support services, administration, training, and community policing. In smaller departments, all of these functions are often provided by a small number of officers who are generalists in their field, but specialists in knowing their community and its needs.

As the history section on the Berlin Police Department web site indicates, constables were first elected in Berlin in 1784. A police officer position originated in 1880 and was distinct from that of constable. The Selectmen appointed one policeman at that time “with all the powers of a constable, except serving civil processes.” Prior to 1922, the Chairman of the Board of Selectmen served as chief of police, but in that year the Selectmen, following a requirement of the state law, appointed an official chief of police.

The modern organization of a police department in Berlin occurred in 1934, under the direction of the newly appointed Chief Clyde Rogers. The officers of the Department were entitled to join the Central Massachusetts Police Association, and take the twelve week schooling on police efficiency and interpretation of the law. There was also a special course offered to police chiefs for the analysis of the new laws enacted by the General Court. This specialized police training was provided to train policemen to become qualified to perform more efficient service.

In 1948, a two-way radio was installed in the police car for the convenience of the Chief. In 1950, the Chief of Police possessed a new, fully equipped service car suitable for patrol and ambulance accommodations. The Police Chief's office was created in 1951, in the Town Hall of

Berlin, in the small former Welfare Office, and was expanded in 1972 to the coatroom in the front of the town hall, a space which had been partitioned off in 1904 to house the Public Library, increasing the Police Department to three rooms.

On June 15, 2000, the Police Department and Town Offices were moved from the Town Hall to the newly renovated and expanded former Berlin Memorial School building at 23 Linden Street. The Berlin Police Department now has a facility that serves as a holding facility for prisoners, as well as a Police Station.

Observations

The Berlin Police Department currently has an authorized complement of eight full-time sworn officers, nine part-time sworn officers, four full-time dispatchers, and five part-time dispatchers. The Animal Control function is also part of the Department. The Department has two supervisors, the Chief and a Sergeant. One of the patrol officers also functions as the Drug Abuse Resistance Education (DARE) officer during the school year.

The patrol officers work a schedule of four days on the same shift, followed by two days off. The Sergeant follows the four and two schedule, but works two day shifts and two evening shifts. Dispatchers work a five on and two off schedule. Open shifts are filled by part-time personnel, when possible.

The patrol coverage schedule is divided into three eight hour patrol shifts with varying number of officers assigned depending on the time of day. Shift start times are 8:00 AM, 4:00 PM, and 12:00 AM. There is no formal shift briefing. Information is exchanged between the officer ending his tour and the officer coming on duty. The day shift is covered by one patrol officer with the Chief acting as the second patrol position. On days when DARE is being taught in the school, the Chief becomes the sole first responder for calls for service. The evening shift has two patrol officers assigned and the overnight shift has one officer, except on Friday and Saturday nights when there are two officers assigned. The current shift assignment results in a significant lack of supervision on evenings and midnights. Of a total of twenty-one patrol shifts per week, at least fourteen have no supervisory personnel working. A frequent civil charge made against municipalities following a police involved incident is the failure to supervise. Additionally, the current shift schedule results in two supervisors (Chief and Sergeant) working together two times a week. The Sergeant's collateral duty as Department Court Officer takes the Sergeant away from his patrol/supervision functions on average four hours per week. Court appearances, preparation for court appearances, and copying requested reports and documents can result, on occasion, in the use of overtime.

Staffing Analysis

At full strength, the Berlin Police Department has six patrol officers and two supervisors. The Chief and Sergeant, under the current staffing model, each fill a patrol role along with the significant administrative/management functions they complete. The Sergeant handles all court related matters, including scheduling appearances in court, motor vehicle violation appeals, preparing written responses to requests for video and other evidence through Motions for Discovery, and the review of court complaints submitted by officers. He also supervises the maintenance of the Department fleet and is designated as the Department Firearms Licensing Officer. The Chief is the back-up Evidence Officer, back-up Court Officer, manages the budget, approves invoices, and processes the payroll. He prepares, copies, sends, and files all Department correspondence, and is the Department purchasing manager. The Chief also manages all personnel files, assigns officers for training, and maintains training records. Since Chief Galvin came on board, he has not had time to begin the needed upgrade of the Department's policy manual, nor has he been able to begin to think about pursuing accreditation. The Chief is currently in the process of reviewing all personnel files to bring them up to date. The Chief has no administrative support other than occasional help from the Communications Supervisor.

There is no universally accepted formula to determine the number of police officers needed to staff a municipal police department. The staffing of each police agency depends on the size of the community, its retail and business composition, what residents are willing to spend on police services, and the level of service citizens desire. In Berlin, the Police Department is a 24-hour service provider.

One measure often used to determine law enforcement staffing is based on community population. The current population of Berlin is approximately 2,866 residents, based upon the 2010 census. According to statistics published by the Federal Bureau of Investigation (FBI) in 2011, the average number of sworn police officers serving communities of less than 10,000 residents in the New England region is 2.9 per 1,000 residents. The ratio for the Northeast section of the county is 2.8 per 1,000 residents. With eight sworn officers, Berlin has the exact ratio as the average for the Northeast region. A review of some nearby police departments finds their ratio lower. It must be remembered, however, that Berlin is attempting to establish a reasonable and safe minimum. Departments with twenty and thirty officers are staffing well above a safe minimum level of coverage. The characteristics of each community vary significantly making outside ratios merely an indicator of what is happening in other communities. The two officer minimum per shift level advocated by MRI will be able to be maintained for years into the future as population gradually increases.

Chief Galvin sent out surveys to a number of surrounding and comparable police departments. Four departments responded. The two items of interest determined from an analysis of the responses were the differences in the officer per one thousand population ratios which is

explained above and the fact that the responding departments all had some level of administrative support.

TOWN	POPULATION	SQ MILES	RD MILES	VEHICLES	FT OFFICERS	ABOVE PATR	ADMIN.A.	OFF/1,000 POP	PD BUDGET
BERLIN	2866	13.1	50	5	8	2	0	2.8	1,041,688
BOYLSTON	4355	19.7	45	6	10	3	1PT	2.3	1,139,364
CLINTON	13,000	6	42	7	27	7	1FT	2.0	2,860,000
HUDSON	18,603	11.88	90	18	33	10	1.5FT	1.8	3,549,000
NORTHBOROUGH	14,753	18.72	92.76	13	21	8	1FT	1.4	2,413,321

NORTH EAST U.S. *

2.8

NEW ENGLAND *

2.9

NOTES

ABOVE PATR Of the total number of sworn FT officers this is the number with a rank above patrol officer

ADMIN.A. Administrative Assistant

OFF/1000 POP Ratio of officers per 1,000 population

PD BUDGET All budgets include cost of Dispatch Center.

* U.S. Department of Justice

The Assignment/Availability Factor is a second element to consider when proposing officer staffing levels. This factor assists with determining how many officers are required to staff one officer for eight hours every day of the year. To cover a single eight hour shift with one officer for a year requires 8 hours X 365 days of work or 2,920 hours per year. A single officer is not available to work 2,920 hours a year due to days off, illness, various types of leave, and required training.

The number of officers it will take to staff a single patrol position in Berlin, 24 hours a day, 365 days a year, is calculated as:

365 days X 8 hours (Hours needed)	2,920
Days off, 16 hours X 52 weeks	- 832
Annual Leave, average 20 days	-160
Sick leave, average 3 days	-24
Training days, 4 days	- 32
Personal Time, 4 days (estimate)	-32
Net Hours Available for one officer	1,840 hours

Dividing the 2,920 hours needed, by the 1,840 hours available, equals an assignment/availability factor of 1.6. This translates to 1.6 officers are needed to fill one eight hour tour every day for one year. It therefore requires 5 officers (1.6 factor X 3shifts = 4.8 officers) to staff a single patrol vehicle with 1 officer 24 hours a day, 7 days a week. This number is for patrol officers only and would not include the chief. Staffing for 2 officers around the clock would require 10 officers for patrol. Unanticipated long-term injuries, position openings, and temporary military service can cause considerable disruption to a staffing program and budget.

Staffing Recommendations

The MRI police team is recommending that the Berlin Police Department be operated with two officers per shift. Based upon the four and two work schedule currently being utilized, this would translate to three officers being assigned to each shift on paper, with one officer being on his/her days off every shift. We also feel that each shift should have a designated supervisor. MRI would also recommend that one additional officer be designated as a detective. We would recommend the hiring of a part-time administrative assistant.

As Department statistics indicate, and anecdotal information confirms, the Berlin Police Department is handling an increasing number of calls for service with each passing year. Some categories that have shown increases include family disputes, narcotic violations, well-being checks, summons served, arrest warrants served, motor vehicle complaints received, and motor vehicle citations written. The current increase in commercial and residential development within the community is already bringing additional buildings, traffic, and calls for service on

line. Retail establishments, a hotel, and residential units will all require more police on duty to service their needs. As long ago as 2009, the Fiscal Impact Analysis for Riverbridge Mixed Use Village supported the addition of three additional full-time officers to the Department allocation. More than one area police chief mentioned the short staffing of the Berlin Police Department and their desire to see additional personnel on duty in Berlin. One area chief mentioned Chief Galvin being pulled away from a chief's meeting to answer a call back in Berlin. The practice of having one officer on duty is also a safety concern. While surrounding departments do send their officers into Berlin to act as a backup officer, area chiefs would prefer to keep their officers in their own community. When an officer working alone in Berlin requires assistance, it is never known how long the response will take. If it is a busy shift in the requested community, several minutes can seem like an eternity and could possibly place the Berlin officer in jeopardy. Officers should not be alone with a prisoner inside the police station during the booking process and there should always be an officer available to respond to an emergency with a prisoner in a cell. With the recommended two officers per shift schedule, it would be expected that more time would be available for increased interaction with residents and community problem solving project involvement.

First responder availability for response to calls for service is affected by time needed to process arrests and conduct follow-up investigations. It is estimated that on average 2 hours is necessary to process an arrest from time of initial arrest through release on bail or transport to court if the arrest is made during the day shift. Follow-up investigations often take an officer away from general patrol duties for long periods of time and can result in the need to leave the jurisdiction for interviews or other evidence gathering efforts. Successful investigations require interviews with victims, witnesses, and suspects, neighborhood canvases, contact with area pawnshops, along with working with the State Crime Lab. If suspects are identified, search and/or arrest warrants must be drafted, along with the tracking of wanted persons. At present, the Department does not have a person assigned to the investigative function and relies instead on the initial responding officer to complete the investigation.

It should be noted here that the Berlin Police Department utilizes the services of part-time police officers. While MRI recommends that this policy continue as a pool of potential full-time officers, it should be known that these individuals have graduated from a significantly abbreviated training academy. Should an incident occur where a lack of training of a part-time officer is a factor, the Town could be held responsible. The department should consider instituting policies that will limit the Town's exposure to this risk. Most of these officers have other full-time employment making their availability limited and may interfere with proper follow-up to investigations. While the assignment availability factor formula described above indicates ten officers should be assigned to patrol duties in Berlin, MRI is recommending nine officers to be assigned to patrol. This will include seven patrol officers and two sergeants. Any additional open shifts would be filled by part-time officers. MRI feels that part-time officers need to work on a regular basis to maintain their skills at maximum levels.

As previously mentioned the Berlin Police Department currently provides for approximately seven shifts per week with supervisory personnel available. This includes some officers who have supervision on one-half of their shifts and other officers who never work with a supervisor. MRI would recommend increasing the number of supervised shifts to fifteen out of a possible twenty-one. This level of supervision could be achieved by placing the existing sergeant's position on the evening shift and upgrading one officer to sergeant for the midnight shift. The Chief would be considered the supervisor of the day shift where he would be on duty five of seven shifts per week. The existing sergeant would be assigned to the evening shift supervising four of every six shifts. The new sergeant would be assigned to the midnight shift where he would be working four of every six shifts. Each shift would have a supervisor working the majority of shifts per week, but would be responsible for all activity of the shift regardless of whether he/she was working or not. In the future, as the Department becomes larger, the Town could consider promoting an officer to sergeant who would work two midnight shifts and two evening shifts. That addition would decrease the number of unsupervised shifts to two per week. While the Departments that responded to the comparable community survey are larger, each of those that did respond staffs each shift with a supervisor.

The MRI police team has had conversations with Chief Galvin regarding the handling of investigations, outreach to identifiable groups within the community, appointing an evidence officer, and someone other than the sergeant taking over court responsibilities. MRI recommends that Berlin add an officer to fill a detective position. This officer could also be appointed as the Department firearms licensing officer. One individual could fill all of these police functions without interfering with the pressing need for officers on patrol. This officer would be taking over a number of ancillary functions currently conducted by the Sergeant. The Sergeant could then concentrate on his patrol and supervisory responsibilities.

Within this report, the reader will find multiple occasions where MRI reports a large number of clerical/administrative duties being conducted by the Sergeant and the Chief which keep them from duties more commensurate with their rank and assignment. MRI suggests that the Town of Berlin add a part-time administrative assistant to the police department. The MRI police team would like to see correspondence, copying, filing, payroll, invoice handling, and other like duties delegated to an administrative assistant. The Department will also need significant assistance with our recommended upgrade of the policy manual and the accreditation process. Accomplishing these goals in the near to intermediate future will not be possible without such assistance. The MRI police team understands that the Berlin Fire Department also functions without any administrative assistance. The Town could consider hiring a full-time administrative assistant devoting half of his/her time to each Department and being budgeted for in both Department budgets. Each of the departments responding to a comparable community survey employed a full-time or part-time administrative assistant for the police department.

STAFFING RECOMMENDATIONS		
	EXISTING	RECOMMENDED
CHIEF	1	1
SERGEANTS	1	2
FT PATROL OFFICERS	6	7
DETECTIVE	0	1
PT ADMINISTRATIVE ASSISTANT	0	0.5
FT EQUIVALENTS	8	11.5

Recommendations

- 8.1 As funding allows, increase the number of full-time patrol officers from six to seven.
- 8.2 As funding allows, increase the number of sergeants from one to two. The increase of one patrol officer and one sergeant would allow for a supervisor to be responsible for each shift and for two officers to be working every shift.
- 8.3 Develop a schedule that provides for supervision on more shifts per week. This would include adjusting the schedule of the existing sergeant and promoting an officer to sergeant. This schedule would have the Chief supervising the day shift and a sergeant supervising each of the night shifts.
- 8.4 As funding allows, establish a Detective position to handle serious misdemeanor and felony investigations past the initial response by the patrol officer. As described above, this officer would also have responsibility for a number of outreach efforts, as well as taking over the evidence court liaison functions. The MRI police team sees this officer acting as an interface between the Police Department and the school, business, elderly, and other groups within the community.

- 8.5 As funding allows, establish a part-time Administrative Assistant position reporting directly to the Chief. This civilian position would be responsible for paperwork, filing, correspondence, tracking of expenditures, establishing and maintaining a Department equipment inventory, assisting in the preparation of the payroll, and the maintenance of personnel files. Since this person will have access to sensitive information, the position must be considered a confidential employee and not be a member of the Union.
- 8.6 The Town and the Police Department should consider offering two separate hourly rates to part-time officers based upon their graduation from a full-time or part-time police academy. The Department should move toward increased staffing with graduates of a full-time academy and utilization of part-time officers only in conjunction with a full-time academy graduate.
- 8.7 Consider entering into an agreement with an area department to outsource the function of court liaison officer. A second possibility would be for a number of area departments to collectively contract with a local attorney for court prosecutor services.

CHAPTER 9

MUTUAL AID AND REGIONALIZATION

Overview

Mutual aid is the term utilized when a police department is confronted with a situation where additional resources are required beyond the capacity of the local department. These situations arise often when there are only one or two officers working a shift and multiple or a serious event occurs. The resources requested could be additional officers, a canine unit, additional equipment, or expertise. Small police departments do not often have the capacity to handle incidents or crimes that require personnel beyond what the department can quickly muster for unusual situations that happen infrequently. Examples would be a fatal motor vehicle accident, a plane crash, a serious crime, or fire requiring multiple streets to be closed and traffic re-routed. Many departments require at least two officers to respond to some incidents, such as domestic calls, due to their potential for physical violence. In such cases, a neighboring community would send an officer to assist with the call and then return to his own patrol. The following week the situation is reversed and there is a feeling of equity between the agencies and their communities.

In Massachusetts, the officer in charge of one police department may request mutual aid from another department without the existence of a written agreement. It is, however, a good business practice to reduce such statutory allowed situations to writing and re-visited on a regular basis. Items such as professional liability and implications surrounding injuries to officers are not covered by the statute and should be addressed in any written agreement. This would be particularly true for contiguous communities where the likelihood of utilizing mutual aid is the highest. Such mutual aid agreements provide assurance to each community that regardless of what unanticipated disaster happens within their jurisdiction, their residents will have the assistance of the requisite number of police officers to meet the task.

Review of Current Mutual Aid Agreements

Municipal Resources reviewed each of the mutual aid agreements currently in effect for the Berlin Police Department, as follows.

Central Massachusetts Law Enforcement Council (CEMLEC)

This council is made up of approximately seventy-four law enforcement agencies in the Central Massachusetts area and is similar to other such councils throughout the Commonwealth. Authorization for such an agreement may be found in Massachusetts General Law Chapter 40,

Section 8G. An agency requesting mutual aid from CEMLEC may do so for any reason when it feels additional resources are required. Berlin is a signed member of this agreement and is required to carry one million dollars of police liability insurance, as well as to hold harmless any police officers operating under the direction of the requesting department.

A chief of police or designated officer in charge has the authority to initiate a request for mutual aid from CEMLEC. This does not impose an obligation on a particular receiving community to send aid, but with such a large number of contributing departments, amassing the requisite number of officers would never be an issue. Responding officers are placed under the command and control of the requesting chief of police or commanding officer on scene. Officers responding to an out of town call would have the same police powers granted to them in their own communities and each sending community assumes responsibility to compensate their officers for their time and any potential injuries. Receiving communities would need to compensate sending communities only if they received an insurance payment or were granted financial assistance from the State or Federal governments.

Massachusetts Interagency Mutual Aid Agreement, Sponsored by the Middlesex Chiefs of Police Association

This agreement, to which the Town of Berlin became a party on November 24, 2014, is as of this date, an agreement among approximately sixty contiguous communities. The geographical area of this agreement covers from Saugus to Hopkinton and from North Reading to Ashby. There is a great deal of overlapping with communities signing both the CEMLEC document and this agreement. This mutual aid agreement covers many of the same topics as the CEMLEC document with similar results. This agreement is allowed based upon Massachusetts General Laws, Chapter 40, Section 8G. It allows for the chief of police or designee of a requesting department to seek assistance from other signatories. Sending agencies are responsible for salaries, equipment, and potential officer injury claims. No payments are expected from the requesting community unless it receives payments from insurance or aid from the Federal or State governments. Police officers have the same powers in the requesting community as they would have in their own community, including the power of arrest. There is one significant difference between this agreement and the CEMLEC document. The Massachusetts Interagency Mutual Aid Agreement contains a self-activation clause. This means if an officer of any signing community observes a violation of the law in the jurisdiction of any other signing community, he/she is allowed to activate their police powers, including the right of arrest. The purpose of clause 6.04 is:

.....for the purpose of preventing harm to the public; preventing loss or damage to property; engaging and stopping unlawful behavior; investigating possible criminal violations; increasing the capability of all Parties to protect the lives, safety, and property of people in the area; detaining offenders pending arrival of a police officer of the Receiving Party; enforcing or investigating any traffic related incident or violation,

whether or not it was originally observed in territorial limits of the Sending Party; and fresh-and-continued pursuit or exigent circumstances as otherwise authorized by law.

Assabet Public Safety District

The Assabet Public Safety District is an entity established through the Massachusetts Legislature and signed by the Governor in August 2000. The legislation, Massachusetts General Laws Chapter 173, establishes a geographically defined area for the purposes of signifying primary and concurrent jurisdictions for police, fire, and medical responses within the defined area. While the legislation lays out the legal boundaries for parcels in the City of Marlborough and the Town of Berlin, it is widely understood that the area under discussion is the property currently known as The Solomon Pond Mall, which lies in both communities.

Within this district, the Marlborough Police Department has primary responsibility for providing emergency and non-emergency police services to locations within the confines of the district. The Berlin Police Department has concurrent jurisdiction. The Marlborough Public Safety Communications unit shall provide Primary Safety Answering Point (PSAP) services to the district and shall also be the terminus for all alarm systems within the district. All civil and criminal acts are deemed to have been committed within the City of Marlborough with legal jurisdiction falling to the District Court of Marlborough and the Superior Courts of Middlesex County. Chief Galvin reports that the district works well and no one has any difficulties with its operation.

Town of Berlin and Town of Bolton

This is a local mutual aid agreement between the two municipalities which was signed in 2003. It allows for the exercise of police powers by police officers of each community in the other community. The agreement is activated through a police chief or designee requesting assistance and only applies to on-duty officers. It does not impose an obligation to send officers when requested. The sending department assumes all costs associated with salary, benefits, equipment, and any disability costs. Officers responding to a request for assistance are under the direction and control of the requesting department. There is a written requirement that each community has a police liability policy, but no specific amount is mentioned. The agreement may be discontinued upon a thirty-day notice.

Town of Berlin and Town of Boylston

Although this document was written in 1975, twenty-eight years before the Bolton agreement above, the topical issues and language is very similar. The agreement allows for one of the communities to request assistance from the other for additional police officers and equipment. The method of the request, as well as the request not being deemed an obligation on the second community, is the same. Responding officers would be under the control of the

requesting commanding officer. The sending community is responsible for all salary, benefits, and potential injuries of responding officers. No exchange of monies would be expected unless funds are received from a third party. Termination of the arrangement may be made with thirty days' notice.

Town of Berlin and Town of Clinton

This is the exact same agreement as reviewed above between Berlin and Bolton. This agreement was signed in 2003.

Town of Berlin and Town of Hudson

This is the exact same agreement as signed with Bolton and Clinton. It was signed in 2002.

Town of Berlin and City of Marlborough

Signed in 1975, this is the same agreement format as signed with Boylston. There is one exception. The Marlborough agreement inserted an additional section entitled "Supervisory Board". This board was to report to the chief executives in each community on the operation of this mutual aid agreement. The board also had the ability to prepare and distribute guidelines for the operation of this agreement.

Town of Berlin and Town of Northborough

This document was also signed in 1975, and is an exact copy of the Marlborough agreement, including the "Supervisory Board".

Town of Berlin and Town of Westborough

This agreement is an exact copy of the document signed with Marlborough and Northborough. It was signed in 1975.

Town of Berlin and City of Worcester

This document was signed in 2013 and, in addition to the expected language regarding the responsibilities of requesting and sending departments, it deals with a number of everyday, practical issues. This agreement allows for police officers of signatory communities to use their normal police powers in other signatory communities when not requested when:

- Transporting or guarding prisoners outside of their jurisdiction
- Transporting prisoners to and from the Worcester Lock Up

- When present at, or transporting prisoners to, courthouses outside their jurisdiction
- Enforcing motor vehicle laws
- Utilizing the state's protective custody law

Like the other agreements above, this document does not cover police officers when not on duty. A request from a signatory community does not create an obligation on a signatory community and the response is solely decided by the officer in charge of the sending community. All costs are assumed by the sending agency. There is a one million dollar liability insurance mandate unless the municipality is "self-insured."

Regionalization

Mutual aid is a form of regionalization in that it allows for police assets to flow through the region to a community in need. The Berlin Police Department participates in regional efforts in order to maximize the effectiveness of its services to the community. Berlin belongs to the Central Massachusetts Law Enforcement Council (CEMLEC), which provides for a regional Special Weapons and Tactics Unit, an Accident Re-Construction Unit, and a Motorcycle Unit. Berlin has the availability to avail itself of all the assets of the Massachusetts State Police. The Berlin Police Department schedules new officer recruit training through the Municipal Police Training Committee. The Chief and full-time officers attend the in-service training program on an annual basis in Boylston. Part-time officers receive their in-service training through the Central Massachusetts Chief's Association. The Berlin Police Department is a member of the New England State Police Information Network (NESPIN). This organization assists local departments with sharing information on criminal activity and wanted persons. It also has specialized equipment to lend to departments on a short time basis. Berlin is also a member of the Greater Boston Police Council. This agency helps local police organizations through group bidding and purchasing of frequently used police items such as cruisers and radios. As part of this project, a number of area law enforcement leaders were interviewed for their perspective on mutual aid and regionalization. What follows is a list of comments of significance from each of these interviews.

Chief Timothy Bent, Webster Police Department, President of the Central Massachusetts Law Enforcement Council.

Chief Bent related that the Central Massachusetts Law Enforcement Council (CEMLEC) has approximately seventy-four department members and that number is not expected to grow significantly in the years to come. CEMLEC currently has a thirty-one member Special Weapons and Tactics Unit, SWAT, an Accident Re-Construction Unit, and a Motorcycle Unit. Currently under discussion is the formation of a Canine Unit. There had been talk of forming a Regional Response Team (RRT), but that idea has not moved forward. Chiefs have also discussed the

potential of CEMLEC operating an Internal Affairs Unit, but that concept may be years down the road. In addition to the membership fee, member departments are asked to dedicate at least 10% of their full-time officer compliment to staff CEMLEC activities on an as needed basis. Berlin does not have any officers assigned to CEMLEC at the present time. Chief Bent does not have any present memory of any utilization of CEMLEC assets in Berlin in recent years. To his knowledge there has been no interest expressed in studying the concept of a regional policing agency.

Major Dan Risteen, Commander of Troop C, Massachusetts State Police, Holden

Major Risteen reports that Berlin sits in the area of a confluence of the patrol sectors of three different State Police barracks. As a result, a call for assistance from the Berlin Police Department would receive a prompt response. The Major related that the State Police stands ready to offer whatever assistance is needed by Berlin or surrounding towns, such as a tactical unit, canine, or the air wing. The State Police will respond based upon the request by a local department. State troopers working in the area do have programmable radios and monitor local department radio frequencies. Major Risteen stated that like area chiefs of police, he would very much support the construction of a regional lock up facility.

Lieutenant Bill Lyver for Chief Mark Leahy, Northborough Police Department

Lieutenant Lyver reports the border between Northborough and Berlin is mostly rural. The largest call for services in that area would be responses to house alarms. Often times when an alarm is activated in that section of Northborough, Berlin Police are called to assist with the response and to monitor likely escape routes toward the highway. The relationship between the police departments of Northborough and Berlin is good with no outstanding issues. Berlin officers are often requested to fill open road detail assignments in Northborough. The Lieutenant reported that his department would welcome the availability of a regional lock up.

Chief Vincent Alfano, Bolton Police Department

Chief Alfano is aware of the development proceeding forward in Berlin and anticipates Berlin will experience increases in traffic, accidents, shoplifting, and alarm calls. He also expects additional work for the police department relative to the high volume of firearms anticipated to be sold at the Cabela's store and inspections of the firearms section of the store. Chief Alfano related his department backs up Berlin officers frequently. This generally takes place for arrests and motor vehicle stops. Bolton officers respond to Berlin more frequently than Berlin officers respond as backup for Bolton officers due to higher staffing levels in Bolton. The shift experiencing the most calls for assistance in Berlin would be the overnight shift when there is only one officer working in Berlin. In these situations, Bolton will send one of the two officers on shift to Berlin to assist. The two departments have a great working relationship and the mutual assistance goes in both directions. While Bolton will continue to assist Berlin by

whatever means is necessary, the Chief did share he would prefer to keep both of his overnight officers in Bolton more frequently than is presently the case. He would very much like to see Berlin have two officers working on every shift. Both department monitor each other's calls and will drift toward the area of a call which may need assistance. Chief Alfano reports he has been at a multiple area chiefs meetings where Chief Galvin has had to leave the meeting to respond to a call back in Berlin. This has impacted the outcome of some of these meetings.

Bolton has a public safety center which was opened two years ago. The communications center is manned 24/7 by civilian dispatchers. Currently, there is a joint study in progress to make recommendations as to whether Berlin should move its dispatch operation into the Bolton communications center, if Berlin, or Bolton, or both, should move their respective dispatch operations to the State Police Regional Dispatch Center at Devens, or if both departments should continue to provide dispatching service within their own community. The final report of this study was released February 23, 2015, and recommended moving both communications centers to the Nashoba Valley Regional Dispatch District. Chief Alfano, like other area chiefs, expressed interest in the concept of a regional holding facility.

Chief Mark Leonard, Marlborough Police Department

Marlborough is situated in Middlesex County, whereas Berlin is in Worcester County, but the two towns are bound together through mutual jurisdiction of the Solomon Pond Mall. The Assabet Public Safety District Agreement gives Marlborough Police primary jurisdiction in the mall, with Berlin Police having concurrent jurisdiction. Chief Leonard states that this agreement is working well. If Marlborough is unable to send an officer to a call at the mall, Berlin readily covers the call. The two departments have had a very good working relationship. Both departments are members of the CEMLEC organization and have both signed the Inter-Agency Mutual Aid Agreement which is made up of Middlesex County departments and others, like Berlin, which abut Middlesex County. Chief Leonard does not see any interest in regional policing; however, he would like to see some discussion on matters that might be best solved on a regional basis. He related that he feels the area could benefit through regional solutions to issues such as dispatching, lock-up facilities, and school emergency training.

Chief Mark Laverdure, Clinton Police Department

The Clinton Police Department has twenty-seven sworn full-time officers, so it is not in need of mutual aid as much as a smaller community. The Chief stated that his officers respond as back up to Berlin approximately twice a month. He further related Berlin officers respond to Clinton whenever their assistance is requested. Chief Laverdure reported Berlin used to use the Clinton Police lockup for a small fee, and he would be willing to do that again if requested. Back before the area departments got their own radio channels, there was much more information sharing and networking among area officers. The Chief and the Clinton Town Administrator have discussed, and would be interested in, hosting a regional dispatch center in Clinton. They have

decided they want their station manned at all times so they would not be interested in participating in a regional dispatch center which was not housed in Clinton. Chiefs in the area have been discussing the need for a regional lockup for decades. Funding from the State to have the County Sheriff operate a regional lock up facility has not been forthcoming. Chief Laverdure reported that whenever he needs police assets, such as a canine unit, he calls the State Police who have always been very responsive to the requests of his department.

Chief Anthony Sahagian, Boylston Police Department

Chief Sahagian reports that Boylston and Berlin provide mutual aid to each other approximately twice a year for regular calls. Berlin is, however, involved in the Regional Middle/High School, which is physically located in Boylston on Route 70. The Berlin Police Department does participate in emergency planning and training for the school. They participate in evacuation drills at the school and would be called for any significant emergency on the school campus. Chief Sahagian related that there has been no discussion of regionalization of police services with the exception of dispatch and prisoner lockup. He reports that he initiated discussions with area chiefs once before on the regional dispatch concept and did not receive any support. There is support by area chiefs for the County Sheriff to build a regional prisoner lockup. The Boylston Police station does not have cells, so prisoners are taken to other locations including the Worcester Police Department Lockup, the Worcester County Jail, or a barracks of the Massachusetts State Police.

Chief David Stephens, Hudson Police Department

Chief Stephens reports that Hudson officers backup Berlin officers approximately four times a month on regular calls. Additionally, Hudson officers often backup Berlin officers on vehicle stops near the Hudson line. This is especially true at night when Berlin is only staffed with one officer. The Chief's recollection is that Berlin officers are rarely needed in Hudson, but they have responded when requested. Hudson is a member of the Central Massachusetts Chiefs and the Inter-Agency Mutual Aid Agreement. The department's current strength is thirty-three sworn officers. There is no interest in the area for regional policing other than a regional lockup or regional dispatch. Chief Stephens believes that both Middlesex and Worcester Counties are looking at the possibility of planning regional lockups.

Retired Chief Otto Rhodes, Berlin Police Department

Chief Rhodes was the police chief in Berlin prior to Chief Galvin. He held the position for twelve years. He stated he saw the need for additional full-time officers, but funding was not forthcoming. He related that he kept a number of part-time officers employed to try to make up the difference. He always felt that there should be two full-time officers on each shift around the clock. Chief Rhodes stated he had received calls from area police chiefs concerned about the number of times Berlin was calling for backup. They felt the Town of Berlin was

taking advantage of surrounding departments who provided for more coverage in their own communities. He stated there were mitigation studies completed for the Solomon Pond Mall, as well as the two current developments, and they called for additional staffing and vehicles. The Chief related that the Berlin Police always had outstanding relationships with the Massachusetts State Police and surrounding police departments. During his tenure, he attempted to interest others in the concept of regional dispatch without success. He felt that regional dispatch and a regional lockup would be beneficial for Berlin and contiguous departments.

Observations

Chief Galvin reports that mutual aid is called into Berlin at least on a weekly basis and officers from Berlin leave the community to render mutual aid at least weekly. The Berlin Police Department mainly relies upon Bolton, Northborough, Marlborough, Clinton, and Hudson for assistance. Because of difficult road access, there is minimal mutual aid between Boylston and Berlin. Chief Galvin reports that the department also has the ability to call on resources from the Central Massachusetts Law Enforcement Council (CEMLEC), as well as the Massachusetts State Police. CEMLEC currently offers a Special Weapons and Tactics unit in addition to an accident reconstruction unit and a motorcycle unit. When in need of a special police asset, such as a canine, Berlin would call on the Massachusetts State Police, CEMLEC, or the Marlborough Police Department.

Until fairly recently, the issue of extra-territorial police powers was a very difficult issue in Massachusetts. Jurisdictional problems, such as transporting prisoners to court or the hospital outside of one's community was a daily occurrence which was never addressed. Mutual aid agreements, such as the Worcester Agreement and the Massachusetts Interagency Mutual Aid Agreement, have made significant strides toward overcoming the restrictions faced by local law enforcement agencies across the Commonwealth. In addition to ensuring sufficient policing assets being available to signing communities in times of great need, these agreements now allow for mutual granting of police powers in each other's communities when faced with routine events. It is noted that a number of signed agreements between Berlin and surrounding communities were put in place forty years ago. Statutory law, court decisions, and police practices have changed radically over the intervening period, leaving each of the signing municipalities with a less relevant agreement than should be the case.

The Berlin Police Department currently enjoys positive relationships with area police departments, as well as the Massachusetts State Police. These agencies are willing to help Berlin in any way they can and have always received the help of Berlin officers when requested. It would appear that this is the time for the Town of Berlin to consider increasing the number of full-time officers on their police department. Such an increase would better allow for a sound staffing model within the community and it would also display to other local departments that

the town is providing for its own policing needs without relying on the generosity of surrounding departments.

The Berlin Police Department takes advantage of regional mutual aid agreements, as well as training, intelligence sharing, and purchasing organizations. There is no interest in the area to formulate any kind of regional policing agency. There is, however, keen interest in the concepts of a regional dispatching center and a regional prisoner lockup facility.

Recommendations

- 9.1 The Berlin Police Department, in conjunction with the Town of Berlin, should review all outstanding mutual aid agreements for their current relevance. Attention should be paid to which of the near-by communities have also signed the Interagency Agreement and/or the Worcester Agreement. One possible outcome could be that individual agreements with each contiguous community will no longer be necessary.
- 9.2 Should the Town of Berlin decide to maintain signed agreements with individual local communities, an up-to-date format, incorporating the latest legal language, should be adopted and signed by each municipality. Berlin should not be relying, on a daily basis, on a document drafted and signed forty years ago.
- 9.3 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.
- 9.4 When the Berlin Police Department reaches ten full-time sworn officers, it should begin to give consideration to dedicating one officer, on an as need basis, to some unit of CEMLEC. This will show Berlin's appreciation of the Council and its work, and increase networking opportunities with other law enforcement agencies in the area.
- 9.5 Berlin is already studying various opportunities for joining a regional dispatch center. The Berlin Police Department and the Town of Berlin should also study the potential for participating in any utilization of a regional lockup facility and advocate for funding legislation.

CHAPTER 10

PRISONER PROCESSING, HOLDING, AND EVIDENCE

Overview

The taking of an individual into custody under arrest or protective custody is an unusual event in a free society and is only taken under restricted circumstances and with the authority granted to police officers by the state and the municipality. Because of the potential for high emotions, as well as the frequent presence of drug ingestion, alcohol usage, or mental health issues, this activity has a high potential for physical violence. As such, the facility, equipment, and procedures used during the booking and holding of a prisoner are very important for the safety of all. Department policies must give guidance to officers who bring prisoners to the police station and supervisors must oversee arrest practices to ensure all procedural and safety practices are followed. Arresting officers need to be constantly observing subjects placed into custody for signs of their being combative or suicidal. Medical and suicide risk screening needs to be included in any policy on prisoner intake.

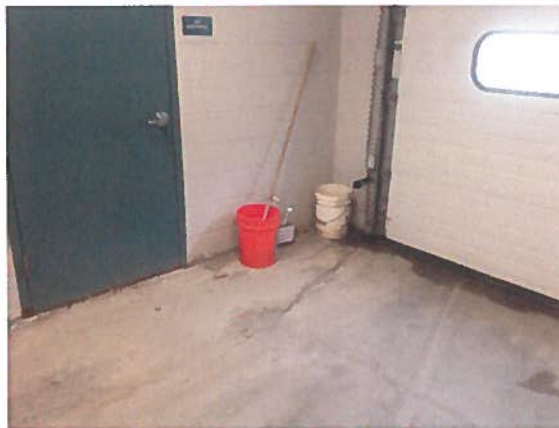
A local police station equipped with cells is considered a temporary holding facility. Usually arrestees are only held pending bail or transfer to another facility. In some cases, however, when the individual is denied bail and transfer to a more appropriate facility is not available, local police departments must be ready to care for and monitor prisoners for what could be up to three days awaiting a court arraignment. This situation brings with it additional requirements such as allowances for meals, visitors, phone calls, dispensing medications, and monitoring high-risk detainees. Policies and actual practices should be reviewed frequently and adjusted as needed to be in keeping with national best practices. The Commission for the Accreditation of Law Enforcement Agencies, Inc. (CALEA) publishes standards for all aspects of municipal policing, including prisoner processing and control. All departments would be well served if their department policies met CALEA standards.

The evidence control function is required to facilitate the acceptance, storage, and security of evidentiary items. Often times police departments will include property control in this function and thus also accept responsibility for abandoned property. Court cases can be won or lost based upon the necessity of following accepted procedures for the handling of evidence. Outcomes to criminal and civil trials, as well as the reputation of the department, often revolve around the integrity of the police evidence function. An element of evidence control, which is often forgotten, is the timely return of evidence to its rightful owner after a court case has been completed. Significant time and effort must be expended to maintain the highest level of evidence room practices.

Observations

Prisoner Processing

Berlin Police officers have access to handcuffs and ankle cuffs. They do not have access to a supply of plastic flex cuffs. Flex cuffs can be used during a multiple arrest event or in some cases when the prisoner is very large, allowing for hand restraint when regulation handcuffs are too small. Prisoners are brought to the station through a garage like entrance called a sally port. The Berlin sally port had hand tools for cruiser cleaning lying against the walls. Locked handgun safes are available for deposit of officers' weapons if entry into the booking area is achieved through the sally port or from the interior of the station. Chief Galvin recently had an eyewash station installed in the sally port for individuals who have been subjected to pepper spray. Prisoners are placed into a locked cage adjacent to the booking desk. A prisoner can be secured to a handcuff rail inside the cage if necessary. The arresting officer can then proceed to safely enter the particulars of an arrest into the computer.



The booking area and the cells are monitored by closed circuit television with the audio portion turned off. The dispatcher on duty would be responsible for monitoring these feeds. Under current staffing provisions, there would normally be one officer present during the booking of his/her own prisoner. On occasion, there may be two. There is a panic alarm in the booking area and all portable radios have panic alarms. Both alarms would be received and acted upon by the dispatcher on duty. Should the one officer on duty be required to leave the prisoner to respond to a "hot" call, the prisoner would be placed in a cell monitored by the dispatcher and the officer would leave the station. While the dispatcher could monitor the prisoner for signs of medical distress or suicidal actions, they are not allowed by department rule to enter the cellblock area. The dispatcher would have to call an off duty officer, an officer from a neighboring community, or possibly the rescue squad. There is no written directive on what the dispatcher should do under these circumstances. A second safety concern with a single officer booking a prisoner is when the arrestee is removed from the locked cage for photographing and fingerprinting. It is advantageous for two officers to conduct these tasks in

order for one officer to concentrate on the prisoner while the second officer focuses on the procedure at hand.



Prisoner Holding

Presently the Berlin Police Department holds their own prisoners. This is the case even when an arrest is made on a Friday afternoon and the arrestee is held without bail until arraignment on Tuesday morning following a three-day weekend. Retired Chief Otto Rhodes reported this was the case during his entire tenure. Chief Galvin reports that the Worcester House of Correction will not take Berlin prisoners. Chief Mark Laverdure of Clinton related Berlin prisoners were held at the Clinton Police lockup many years ago for a small fee. For some reason, unknown to him, this practice was discontinued. In talking with many police chiefs in the Berlin area, there is considerable interest in the establishment of a regional lockup facility. When bail is allowed, the history of bail commissioner responses is quite reasonable and averages less than one hour.

The Berlin Police holding facility contains three separate cells. All are clean and well painted. The bed decks and stainless steel sink/toilet units have skirts to prevent attempts at suicide. All cells are inspected annually by the Massachusetts Department of Public Health and receive a passing grade. Mattresses are fire resistant. Cells are equipped with smoke detectors and sprinkler heads. MRI did notice the sink faucet in cell #1 has a design which we feel could hold a rope like object and be used for self-strangulation. Camera placement should be reviewed to accommodate a reasonable compromise between suicide prevention and toilet privacy. The booking area contains lockers for prisoner belongings and temporary evidence lockers.



Current policies on the topics of prisoner booking and holding are considerably out of date and need immediate attention. There is no written directive on topics such as visitors, receipt of food and beverages from friends or family members, or allowances for phone calls when a prisoner is held on bail. These issues and others related to prisoner holding are now conducted on a case-by-case basis giving officers little guidance. Prisoners held without bail are currently fed with selections from local sources. There are no provisions for bathing for prisoners held for multiple days. On the date of arraignment, prisoners are transported to court by one officer. The arrestee's personal belongings are transported to court and transferred to court officers for safekeeping. Under state statute, juveniles are no longer allowed to be held behind a locked door. Juveniles arrested in Berlin, and required to be held, are transported to the Key Program in Worcester for holding in an approved environment.

Evidence

The Berlin Police station has a separate locked room dedicated to the storing of evidence. Presently, the Sergeant is the evidence officer, with the Chief acting as an emergency backup. Chief Galvin would like to train a patrol officer in the operation of the evidence room and delegate this task. The evidence room is not alarmed, but the doorway to the evidence room is on the recorded hallway camera. At this time, only the Chief and Sergeant have keys to the evidence room. Many police departments are converting from metal keys on important rooms to a pass card system with entries recorded on computer. Neither Chief Galvin nor Sergeant Geis have been trained in the operation of an evidence room. Best practices require that items such as cash, jewelry, firearms, and drugs have two levels of security. This translates to a locked area within the locked room. Berlin Police do not currently have this level of security. National best practices require regular audits, inventories, and inspections of the evidence room. These tasks need to be included into an evidence room policy for Berlin. Chief Galvin readily admits that the evidence policy currently in effect is outdated and in serious need of an update. Model policies, available for free from the Massachusetts Chiefs of Police Association

and the International Chiefs of Police Association, include all CALEA standards and should be consulted when drafting a new policy for Berlin.



The Chief and Sergeant John Geis have been cleaning and organizing the evidence room since the Chief's arrival. When all evidence has been better organized, it is the Chief's intention to conduct a complete inventory. The computer system has a program for recording the status of evidence and the current contents of the evidence room need to be audited against this list. The list does not currently include where in the evidence room a particular piece of evidence is located making finding items time consuming. The marking of shelves and utilization of bins on each shelf will make this process much easier. The shelf and bin number would then be recorded on the evidence inventory list in the computer. One component of organizing the evidence room is to remove items no longer needed for legal purposes. Firearms held for safekeeping or turned in by citizens can be moved to the Village Vault in Northborough, Massachusetts, for storage in an environmentally controlled secure area. Drug evidence no longer needed for court can be destroyed through a program operated by the Massachusetts State Police. Items of no evidentiary value can be picked up by an online auction company called Propertyroom.com. MRI also noted some non-evidentiary items being kept in the evidence room for storage only and they should be removed.

Recommendations

- 10.1 The Police Department should purchase flex cuffs with storage locations being the trunks of all cruisers, as well as the booking area.
- 10.2 Hand tools, or other implements, should not be readily available in the sally port. Cruiser washing equipment should be secured in a locked closet. The Chief and Sergeant should be vigilant regarding inspecting this area.

- 10.3 Arrestees being booked by one officer present the potential for serious problems. The Department should review this practice and seek solutions by booking and/or holding prisoners elsewhere or alternatively through written directives giving guidance to officers and dispatchers.
- 10.4 The sink faucet in cell #1 should be studied as a possible means of cellblock suicide.
- 10.5 New policies for prisoner booking and holding should be written and implemented following CALEA standards.
- 10.6 A patrol officer should be trained and installed as the Department evidence officer. Sergeant Geis should be the supervisor of this activity and the back up evidence officer. The Chief is responsible for inspections and general oversight of the evidence room and should not be directly involved as an evidence officer.
- 10.7 The Department should institute a second level of security for guns, drugs, cash, and jewelry held in the evidence room. This can be accomplished through the utilization of locked containers such as file cabinets.
- 10.8 A complete inventory should be developed and audited for all items in the evidence room as soon as practicable.
- 10.9 A new policy should be written and implemented regarding the utilization of the evidence room including all CALEA standards such as audits, inventories, and inspections.
- 10.10 The plan to label evidence room shelves and place labeled bins on each shelf should move forward.
- 10.11 All items, presently in the evidence room, which are not evidence, should be properly removed. Proper removal could include guns to the Village Vault, drugs destroyed by the Massachusetts State Police, non-evidentiary items sold by Propertyroom.com, and removal of department supplies stored in the evidence room for safekeeping.

CHAPTER 11

TRAINING

Overview

Training is a very important factor in the life of any police agency. Training can take many shapes. There is training of a new recruit, in-service training for veteran officers, or specialized training for officers or civilians who become the department's go-to person in such matters as computer crimes, dealing with the elderly, crime prevention, or sexual assault investigations. Court decisions have held that municipalities can be held liable for failure to train their officers and failure to train can be considered a Federal civil rights violation under 42 USC 1983 "*Where a failure to train reflects a deliberate or conscious choice by a municipality*". As many police departments and their communities have unfortunately found out, it is much less expensive to have a proper training budget than it is to fund a significant court judgment.

Officer and dispatcher training programs need to be based upon a well-considered needs assessment. Such an assessment determines the specific knowledge base and skill set they will need to be successful in their daily work. Once the ongoing training needs of the department are known, a training plan and training calendar should be constructed in order to provide the required training. A department training policy should include all elements necessary for any newly appointed training officer to continue to provide the training required to maintain skills and certifications. A good training program will allow for officers to be better prepared to act decisively and correctly in a broad spectrum of situations, increases productivity and effectiveness, fosters cooperation and unity of purpose, and provides protection for the department and the municipality against liability suits brought forward in any attempt to prove a lack of training.

Observations

The Berlin Police Department provides training as required and as needed. New police officers are assigned to a regional police recruit academy operated by the Municipal Police Training Committee. The mandatory forty hours per year of in-service police training is accomplished through a combination of Training Committee offerings and training given by the Department. In-service training for part-time police officers is secured through the Central Massachusetts Chief's Association. Dispatchers receive the required introductory and in-service training offered through the Massachusetts Enhanced 911 system and private vendors. The Chief of Police is current with his training and attends the requisite hours of training on an annual basis. Further, the Chief enhances his training and education through participation in classes and conferences offered through the International Association of Chiefs of Police, the

Massachusetts Chiefs of Police Association, and the Federal Bureau of Investigation. Records of training for individual employees are maintained, in hard copy, in the employees personnel file. The Chief reviews each file for annual compliance and functions as the training officer. In time, the Chief would like to delegate this function. Chief Galvin is attempting to secure the services of a college intern to complete the process he started of separating and organizing these training files. Currently there is no training plan or training calendar. There has never been a Department wide assessment of outstanding and ongoing training needs. Officers currently email requests for specialized training to the Chief.

In the past, the Department has utilized training opportunities offered by the Massachusetts State Police. Their courses, while free, are all located in New Braintree, which makes access time consuming for travel. The Department has also taken advantage of courses offered by the Massachusetts Inter-local Insurance Association (MIIA), Power Phone, and APPCO, the Association of Public-Safety Communications Officials. The Police Department qualifies its own officers in firearms on an annual basis. Training for re-certification in the use of the collapsible baton and pepper spray is part of the Training Committee's in-service training program. The Department also certifies officers in CPR/First Aid. The Police Department training budget was increased in FY 2015 to just under \$14,000, a level Chief Galvin states is sufficient to accomplish what is needed. Mandatory training courses for dispatchers are funded through the Enhanced 911 Program.

Currently, there is no plan for the ongoing administrative training of officers promoted to the rank of sergeant. The Training Committee does offer a basic two-week course for newly promoted sergeants, but there are no provisions for sergeants to learn supervisory or administrative skills. Municipal Resources would like to bring to the attention of the Town of Berlin that Roger Williams University in Bristol, Rhode Island, in conjunction with the New England Association of Chiefs of Police, Inc., offers a first line supervisor course and a series of courses in command training. This is a highly regarded program and the closest to Massachusetts.

Recommendations

- 11.1 The separation of training records from other contents in personnel files should continue until completed.
- 11.2 Training records for current employees should be computerized in order to make course scheduling, development of a training plan, and requirement compliance more efficient.
- 11.3 The ancillary duty of training officers for the Department should be moved out of the chief's office. Scheduling and compliance reviews can be completed by an officer of lower rank, with quarterly updates being forwarded to the chief.

- 11.4 Once training records for all employees have been organized, a training needs assessment should take place to determine outstanding needs in compliance with the Department's mission statement, as well as current and future goals.
- 11.5 A training plan and a training calendar would be the natural outgrowth of the above-mentioned review of current training and training needs assessment.
- 11.6 MRI would suggest the implementation of two pay grades for part-time police officers based upon whether the officer is a graduate of a full-time or part-time academy. The department should encourage the employment of officers who are full-time academy graduates.
- 11.7 The Town and the Department are encouraged to implement attendance at supervisory and administrative courses at Roger Williams University's Justice System Training and Research Institute for newly promoted sergeants. The training budget may require adjustment in years when such training is anticipated.
- 11.8 MRI has suggested discussions take place on the introduction of Tasers and Narcan in the Equipment Chapter above. There is a training component to each of these decisions which will also have a potential budgetary impact.

CHAPTER 12

USE OF TECHNOLOGY

Overview

Technology enhancements are having a tremendous impact on our society at an ever-increasing pace. Developments are taking place at work and at home that could not even be imagined a few short years ago. What was considered nice to have technology in the police field is now considered required standard equipment. Officers need to communicate in various ways between themselves and their headquarters, and police stations need to reach out to other policing agencies to share vital knowledge regarding crimes, criminals, emergencies, and now terrorism. Records management and report writing requires updated hardware and software in order for the department to be effective and efficient. Devices, such as body cameras and less lethal weapons, are now part of discussions between many community residents and their policing agencies. Technology can be expensive. Realistic needs should be demonstrated prior to acceptance and purchase of requested technology. Citizens can expect their police department to conduct arduous research and make logical presentations for technology related increases to police budgets. Sources of potential grant funding need to be researched. Municipalities should also be open to discuss technology enhancements that improve effectiveness, productivity, and safety.

Observations

The Berlin Police Department currently utilizes a Pamet software program. It was initially installed approximately sixteen years ago and receives annual updates from the company. The department also uses standard Windows programs by connecting with town hall. Maintenance is presently overseen through a contract with Pamet and the Town has a Data Systems Coordinator. On occasion, having two contracts to oversee computer operations at the police department has led to difficulties getting problems resolved as each operator claims that a particular issue belongs to the other. Often times, police employees are required to conduct a lengthy shut down and reboot procedure to unfreeze their computers. Computer backups are completed daily and stored in a remote location.

The Police Department has four laptop computers installed in cruisers. Three are Panasonic Toughbooks and the other one is from Patrol PC. Chief Galvin would like to move toward all cruisers having Patrol PC laptops as the company is in Attleboro, Massachusetts, allowing parts and service to be more readily available. The Chief also reports that the Patrol PC units fit inside the cruiser better. One significant problem with the Pamet software program is it does not allow a workable interface between cruiser laptops and the computer hub inside the

station. This means that officers in the field do not have access to their own data in the station and that reports cannot be written on the road and transmitted to the station. This is a function that is considered essential in modern policing. The current system does allow for laptop computers to access the Massachusetts Criminal Justice Information System for checking of individuals and vehicles.

The Town of Berlin is considering its options for public safety dispatch operations at the time of this writing. Should police/fire/rescue dispatching be moved out of town, the Police Department would be required to adopt a different records management system to interface with other police departments. The other records management system does have a well-functioning program to allow for laptop to station communications. Currently, there are no provisions for maintenance and repair of cruiser laptops in either of the two existing maintenance contracts.

The Berlin Police Department does not have an internal email system. The system they use is through their cable provider, Charter. The Pamet software system utilized by the Department does include a Global Positioning System (GPS) component that officers can use for finding streets. The program is not activated to track cruiser movement. Officers have access to handheld GPS devices which can be utilized when patrolling off road trails. The Department does not currently utilize crime mapping or accident mapping software. Traffic crash location data can be obtained for the town through the Massachusetts State Police.

Employees have not had a great deal of formal computer training. Officers and dispatchers learn what they need from other employees. Most data entry tasks are completed by the dispatchers. Officers are responsible for entering evidence and adding narratives to incident reports. Department computers have access to basic Windows programs. All persons brought to the station under arrest are booked on a computer. Berlin does not have an Automatic Fingerprint Identification System (AFIS) device. While it would be a nice piece of technology to have, Chief Galvin does not feel it is absolutely necessary as the Department only arrests approximately forty individuals per year. Fingerprints are taken with ink cards and stored separately from the arrest report. Photographs are taken with a digital camera with booking photos digitally attached to the arrest report. Digital photos related to accidents, crimes, or incidents are downloaded and attached to the respective incident report. The Department has a Drager Alcotest 9510 breath-testing device. The unit is provided and maintained by the State of Massachusetts.

The Department utilizes two scanners and one fax machine. Officers have access to two types of speed enforcement equipment, both radar and Lidar. Dispatchers and officers do not have the ability to "silently dispatch" via computer as cruiser laptops are not connected to the police station. Messages that require secrecy are transmitted via cell phones. The radio frequency is not encrypted, so employees must be aware to keep sensitive information from being transmitted on the radio. The current radio system allows for officers to hear and speak with

area officers and State Troopers as the mobile radios are programmable. Portable radios are equipped with emergency panic buttons which are an important safety feature. The Department does not utilize pagers and the Chief is the only employee with a town paid cell phone. Officers and dispatchers utilize the texting capability in cell phones to communicate off line.

All phone calls and radio transmissions through the dispatch center are recorded and available for immediate playback through the E911 system. All dispatchers have access for playback of the previous four hours. The Dispatch Supervisor and the Chief have full access to the system. All data is stored digitally for at least one year. The system is monitored and maintained by the State E911 Program. The dispatch center has access to a Telecommunications Device for the Deaf (TDD), through the E911 system. This service provides telecommunications for both 911 and business calls.

Berlin cruisers are equipped with AEDs, Automatic External Defibrillators. There is also an AED mounted on the wall of the Public Safety Building lobby wall. Berlin has Reverse 911 capacity. Currently, only the hard line numbers are stored in the system. Chief Galvin mentioned that a system for entering cell phone numbers and email addresses of participating citizens will be implemented shortly. A web portal on the Department's web site will allow citizens to voluntarily add their information. Emergency messages can be run at the bottom of television screens in the community connected to the Charter Cable System. The Police Department does not have direct access to this system, which is controlled by the cable company.

The Town of Berlin has a message board for roadside display which may be utilized by any department. The Police Department also has a traffic counter which records the type and speed of passing vehicles. This unit, however, does not display the speed of approaching vehicles. While Berlin Police officers carry an expandable baton and pepper spray, the Department does not have any other types of less lethal weapons.

The web site for the Berlin Police Department can be accessed through the Town of Berlin site at www.townofberlin.com. The site has contact information and posts Facebook feeds from the Department. A visit to the web site conducted on January 27, 2015, included information of the Blizzard of 2015. Other posts included notifications of a suspicious person and an accident. There is information on the site regarding firearms licensing. A citizen volunteer functions as the Webmaster for the Town's website. The platform for the site was recently updated. The Board of Selectmen has established a citizens committee to set goals for technology for the Town. Chief Galvin has not, as yet, made a presentation before this committee.

Recommendations

- 12.1 The police software system utilized by the Berlin Police Department must include the capacity to allow cruiser laptops to communicate with the data stored at the police station. Officers must be able to complete incident narratives in their cruisers without having to return to the station to write reports. This is a most essential element of records management and communications for police officers. The system chosen should also include the ability to “silently dispatch” through the laptop.
- 12.2 A contract for laptop maintenance should be secured.
- 12.3 The Department should conduct a computer training assessment of all employees. Appropriate training should be arranged to bring all employees to the desired level of proficiency.
- 12.4 The Department should consider scanning completed fingerprint cards and attaching the copies to the appropriate arrest report. This would keep the fingerprints together with the arrestee’s photo and arrest report. The original inked fingerprint card would be continued to be maintained as is the current practice.
- 12.5 The initiatives to secure cell phone numbers and email addresses of residents who volunteer to be contacted with important information from their Police Department should move forward without delay.
- 12.6 The Town of Berlin, the Berlin Police Department, and Charter Cable should open a discussion regarding the Police Department having the capacity to directly control emergency banner messages at the bottom of cable television programming in Town.
- 12.7 The Chief of Police should seek input from all Department employees regarding what additional content should be added to the Department’s web site. The site offers a tremendous opportunity to communicate with residents on a large number of topics of interest.
- 12.8 Recent events across the county involving the taking of lives by police officers have indicated that citizens are looking for alternatives to deadly force from police firearms. The Town of Berlin and the Chief of Police should discuss researching and securing some additional less lethal systems to incapacitate suspects who present a threat to responding officers. Beanbag rounds fired from a long gun is but one example.
- 12.9 As Town or grant funding becomes available, the Department should consider the purchase of a speed board. This device, which indicates the speed of oncoming vehicles,

has shown to be effective with reducing vehicle speed through education. Radar enforcement can follow the placement of the speed board if necessary.

CHAPTER 13

FISCAL AND ADMINISTRATIVE MANAGEMENT

Overview

In many communities, town government sets the accounting, purchasing, and oversight rules for each independent department. Written guidelines for formulating payroll and the purchase of materials and services are a must. These guidelines must be effective and efficient. The department's system for fiscal management must be compatible with the town's, so as to allow for constant review, oversight, and modification where necessary. Frequently police departments collect funds for the release of police reports, permits, and licenses. When this occurs, it is imperative that the policy and procedure for the acceptance of these funds be verifiable and monitored to assure public confidence.

Observations

In Berlin, a requested budget for the Police Department and Communications is initially drafted by the chief of police who submits it to the Board of Selectmen for their consideration. When drafting an upcoming budget, the chief recognizes the budget as a planning document for goals to be accomplished the following year. The Department must be flexible during the budget process in order for the Town to meet current municipal needs. Once approved by the Board of Selectmen, the budget request moves to the Finance Committee, made up of elected citizens where the chief must once again explain the requests contained in the budget. After the Board of Selectmen and the Finance Committee have completed their deliberations and work on the proposed budget, it then moves to a vote by the citizens of the community as a whole at Town Meeting. The fiscal year for the Town runs from July 1st through June 30th. The Police Department Manual does not contain any written directives related to the budget process.

The approved budget history for the Department is listed below:

<u>Fiscal Year</u>	<u>Police</u>	<u>Communications</u>
FY13	\$ 730,015.00	\$ 201,786.00
FY14	\$ 745,279.00	\$ 207,627.00
FY15	\$ 825,285.00	\$ 216,403.00

The proposed budget for Fiscal Year 2016 currently under review stands at \$948,931.00 for Police Operations and \$224,880.00 for dispatch. Included in the 2016 proposed police budget are two additional patrol officers.

The Police Department receives annual revenue of \$10, 000.00 to be used for dispatcher training, and approximately \$12,500.00 to cover personnel costs and equipment in the dispatch center from the State 911 system. There are no grants currently being managed by the Department. The Chief plans on beginning to replace the bullet resistant vests being worn by the officers by applying for a grant through the Federal Department of Justice Vest Program.

On a monthly basis, the Chief reviews a financial printout showing the original budget figure for each budget line, expenses for the past month, year to date amount spent, and amount remaining. The Chief then reviews a listing of the actual expenses for the month comparing these itemized lists to a spreadsheet that he maintains for consistency and validation purposes.

The Town does not have a centralized purchasing policy. Each department is responsible for individual purchases, and once made, submits the invoice to the town office for payment. There is no Town policy for dollar limits to be approved by Selectmen or any amounts that require quotes or sealed bids. The Chief approves all purchases. There is no Department written directive regarding the purchasing process, nor is there a purchase order process in place.

Payroll is created, approved, and submitted on a weekly basis by the Chief. The Dispatch Supervisor compiles the payroll sheets for the dispatchers and submits them to the Chief for approval. Absent emergency situations, all overtime must be approved in advance. Overtime hours for patrol officers are tracked. Some hours are not tracked for the Sergeant as they are for job specific activities. There is no system for all of the overtime to be tracked for quick glance reference. A spreadsheet or other method to indicate officer's name, reason for overtime, and totals would be helpful for planning, staffing, and budgeting decisions.

The Department does not maintain any cash accounts, nor does it accept cash as payment. There are no petty cash accounts within the Department. Cash is not maintained for drug investigations. Not having cash within the building is a very positive condition and MRI often suggests that departments reduce, control, or eliminate the handling of cash. If the Department develops a need for a cash drug purchase account in the future, a procedure to include security, disbursements, audits, and tracking will need to be developed and memorialized in a written policy. The Department does not accept any cash, but does accept payment for police reports and permits by check. There is no written directive in the manual to outline how the receipt of the checks is documented, and how they are transferred to the Town. A simple ledger sheet, with receipts attached, verified by a third party with a signature of receipt at Town Hall should be adopted.

A procedure for the acceptance of donations to the Department should be enacted outlining the acceptance process and the method to turn these funds over to the Town. Presently there is no written directive in place for the maintenance of a Department equipment inventory. In

addition, there is no method in place for an inspection of stored property on a regular basis to determine its operational readiness.

Recommendations

- 13.1 The Town should consider the development of a Centralized Purchasing Policy for all departments. The policy should include identification of those purchases that require prior approval of the Board of Selectmen, and those that require securing quotes or a bidding process. This policy could follow the guidelines outlined in Massachusetts Chapter 30B.
- 13.2 The Department should develop a written directive governing the purchase of materials and services for the Department. A written purchase order system should be required with prior approval by a supervisor for purchases over a certain amount. Purchase order forms should be numbered and tracked. The Chief should consider taking training offered by the Massachusetts Office of the Inspector General to become a Certified Public Purchasing Official.
- 13.3 The Department should develop a system to track overtime used and reasons. By tracking overtime certain trends can be identified enabling planning or assignment adjustments to be made.
- 13.4 The Department should develop a written directive outlining the procedures for the acceptance of payment for copies of police reports and permits. The procedure should outline the receipt process and the method for turning the funds over to the Town.
- 13.5 The Department should develop a written directive for the control and use of Asset Forfeiture Funds that come into the Department through state and federal drug investigations.
- 13.6 The Department should develop an inventory plan for equipment. The inventory system should include inspections to determine operational readiness of stored or specialized equipment.
- 13.7 The Department should consider subscribing to a grant alert email service that is law enforcement specific. The Department should also be monitoring State and Federal websites for notices of upcoming grant opportunities.
- 13.8 Many grants require local financial commitments. Funds sufficient to take advantage of desired grants should be anticipated and funded accordingly in the police budget.

CHAPTER 14

CONCLUSION

The Town of Berlin and the Berlin Police Department are in a unique position to positively impact the future path of policing in the community. CTC, Inc. has just completed a thorough review of the possibilities for modifying how the Town provides dispatch services to its public safety departments. This report, presented by Municipal Resources, Inc., has studied the various elements of how the Police Department currently accomplishes its tasks and has made a significant number of specific recommendations for improving the services provided. At the same time that these opportunities for efficiency enhancements and service delivery improvements are being made, the current level of development within the community will make it possible to fund a number of these suggested changes. The resulting impacts on policing in Berlin will have the ability to upgrade what is now a good police department to a great police department.

The community is being well served by its police chief, Thomas Galvin. He is young, knowledgeable, and enthusiastic. In his many interactions with the MRI police team he has shown that he knows what needs to be done to take the Department to the next level. Chief Galvin has been somewhat limited to date in his ability to make required updates within the Department due to the many clerical and administrative tasks he is currently completing. As MRI has pointed out in the chapters above, the Chief needs time to work on policy development and begin the process of Massachusetts Police Accreditation. The recommendations for additional personnel and task delegation will allow these two vital projects to move forward.

The MRI police team believes that the Town should take steps to secure the Town Hall/Public Safety Complex by allowing for the securing of the lobby. This is a major issue and requires immediate attention. This recommendation is not dependent on the decision on whether or not the dispatch function is moved out of the building. If the dispatch function remains in its current location, MRI would suggest a remodeling of the lobby area in order to allow dispatchers to service the public without allowing access into the building proper. If the decision is to move dispatch operations to another location, as recommended by the CTC report, the building will often be empty and security of the building must be maintained. An alarm system should also be considered under these circumstances.

Berlin Police cruisers contain a number of necessary pieces of equipment; however, not every item is in every marked cruiser. MRI suggests that a standardized list of equipment be developed and, as funds allow, add those pieces of equipment that are not universally present. This suggestion goes hand-in-hand with another recommendation to develop a cruiser

checklist. This list, either electronic or hard copy, would contain a list of all pieces of equipment, as well as a description of the cruiser itself for reporting damage or making maintenance requests. This checklist should be completed by the operating officer at the start of each shift and turned into the shift supervisor. Likewise, a standardized list of approved uniform parts should be developed outlining specific brands and models requirements to be established to ensure uniformity of dress among all sworn officers. A policy for bullet resistant vest use and replacement should be included in the police policy manual.

It is recommended that the Police Department research different less lethal types of weapons systems. One example would be Tasers, which are currently being deployed by a number of police agencies. However, this concept goes well beyond Tasers and into items such as utilization of beanbag rounds and other like systems for overcoming resistance without the utilization of firearms. Police officers are interfacing with increasing numbers of individuals under the influence of various drugs, as well as those having mental health issues, who are not responsible for their aggressiveness towards officers. Alternatives to deadly force should be available to officers under these circumstances. The Town and the Department should also begin a conversation on the carrying of Narcan by Berlin police officers. Unfortunately, in recent years there has been a dramatic increase in opiate overdoses leading to fatalities. Because the police are often the first public safety officials on scenes of overdoses, it may be desirable for officers to have the ability to administer this proven antidote.

The current records software system of the Police Department is inadequate and needs to be replaced. There are problems keeping the system on line for users, report generation for analysis is insufficient, and the lack of ability of officers to interface with the system at the station is a major flaw. It is expected in modern policing that officers will be able to make inquiries into Federal, State, and local databases from their cruisers without having to request information through dispatch. Further, it is considered imperative that officers have the ability to write and submit reports from their cruisers. Supervisors can also review reports from their cruiser laptops and all officers can remain present in the community and not be required to return to the station to complete reports. The Department needs to develop a written directive on the records function. There are many aspects associated with the development, submission, review, retention, and destruction of records which require codification. All of these topics should be contained in a policy.

It was noted by the MRI police team that a great deal of clerical and administrative functions were currently being performed by the dispatch supervisor, the sergeant, and the Chief. MRI feels that a number of these tasks, such as copying, filing, correspondence, payroll, making copies of reports for the public and insurance companies, and other such functions would be better, and less expensively, completed by an individual at the administrative assistant level. MRI feels that the valuable time of the sergeant and the Chief would be better spent on supervisory and administrative tasks commensurate with their roles within the Department. This recommendation is made regardless of the outcome of the dispatch location decision.

Consideration should be given to hiring a full-time administrative assistant with one-half of their salary being budgeted by both the police and fire departments. Should dispatch be moved from the building, the administrative assistant would staff the lobby and part-time administrative assistants could be hired for an additional four hours per day during the week.

The communications function within the Berlin Police Department is in need of a documented field training program for new dispatchers. While current dispatchers complete all training required by the State of Massachusetts, there is a need to document the on the job training received by new dispatchers, as well as in-service training taken by current dispatchers. There currently are no adequate written directives for the dispatch function. Emergency communications is a very difficult and multi-faceted function requiring knowledge, practice, review, and proper documentation. Written directives need to be in place to ensure proper protocols are being followed for all emergency services and are consistent from dispatcher to dispatcher. As funds become available, consideration should be given to the purchase of ergonomic furniture for the dispatch consoles, as well as researching the methods and costs of eliminating known dead spots in town where the police radio signal will not reach.

It is the desire of the Town of Berlin that the Berlin Police Department functions under national best practices. Municipal Resources utilizes the standards of the Commission for the Accreditation of Law Enforcement Agencies, Inc. (CALEA) as the source of best practices for the profession. Accreditation can be obtained from CALEA by proving that a department's policies, protocols, and actual practices meet all of the required standards. The Massachusetts Police Accreditation Commission also offers an accreditation process. The Massachusetts program follows the majority of CALEA standards, but eliminates or modifies some standards which have kept a number of Massachusetts police departments from attaining national accreditation. MRI strongly urges the Town and the Police Department to begin the process of state accreditation in order to ensure all the Department's policies and practices are following national best practices. The Department can join the process for a small fee and begin to utilize the Commission's expertise to help it reach each of the required standards. The current police manual for the Department needs to be updated. It only makes sense to have each policy meet the required standards during the re-writing process. The police manual also needs to include current job descriptions for each position within the Department. Currently, the lack of a solid and up-to-date policy manual is a significant risk for the Department and the Town and this situation should be corrected as soon as possible.

The Berlin Police Department does not currently have the staff to run two police officers per shift around the clock. In our discussion of staffing above, MRI determined that this should be the minimum staffing at this time. This was also the conclusion of the Fiscal Impact Analysis associated with the Riverbridge Project which was written in 2009. The addition of two police officers to the Department would allow for this level of staffing. We also determine there was a lack of supervision. While certainly the Chief may act as the supervisor for the day shift, a sergeant should be deployed on each of the nighttime shifts. There currently only being one

sergeant on the department, MRI would recommend the upgrading of one police officer to sergeant. Each sergeant would be responsible for his shift regardless of whether he/she was working that shift or not. Additionally, the two sergeants can have a number of mid-level administrative duties assigned to them relieving the time constraints on the Chief. This would allow the Chief to concentrate on policy development and accreditation. Both of these projects are written document laden and MRI suggests the addition of a part-time administrative assistant to aid in this process. A number of clerical duties are being done by the sergeant and the Chief should be moved to this position freeing up time to be re-positioned to supervisory and administrative tasks.

The Chief is currently involved in the evidence function and functions as the training officer. Both of these functions should be delegated to a lower rank. MRI is proposing the addition of one police officer. For the sake of separating this position from the additional recommended patrol officers, we will label the position as a detective. This position could be designated as the evidence officer, take over court liaison duties, and potentially be assigned as the Department training officer. This position would assist with any serious crime investigations that may require further out-of-town travel or lengthy interviews, thus keeping patrol officers available in Town. The detective would also be charged as being the outreach officer for the department to categories of residents such as the business community, the senior community, and the school community.

At this juncture, the Berlin Police Department consists of one chief, one sergeant, and six patrol officers. MRI recommends that as soon as possible the Department be staffed by one chief, two sergeants, seven patrol officers, one detective, and one part-time administrative assistant.

The MRI police team interviewed the police chiefs of the communities surrounding Berlin. All had good things to say about the Berlin Police Department. Some chiefs were interested in looking at regional dispatching while others were not. No chiefs expressed that their communities were at all interested in a regional police department. Many mentioned their involvement with the Central Massachusetts Law Enforcement Council (CEMLEC) and its importance to police departments in the area for working on regional issues. Berlin has signed a number of mutual aid agreements with area departments, CEMLEC, and the Worcester Police Department. Some of these agreements have not been reviewed and re-signed for over ten years, and others go back to the mid nineteen seventies. MRI suggests that all such agreements be reviewed and those which convey duplicated powers be eliminated. Agreements that are desired to be continued should be re-drafted and re-signed by the current police chief. The Assabet Public Safety District legislation was reviewed by MRI. Both Chief Galvin and Marlborough Chief Leonard felt the operationalization of the state statute was working well and no changes were needed to satisfy the needs of policing at the Solomon Pond Mall. The one regional issue that most chiefs agreed upon was the need for a regional lockup facility. MRI suggests that Chief Galvin and the Berlin Board of Selectmen rally behind this concept and organize with other area communities to advocate for this concept to move forward.

The booking and holding of prisoners is a risk-filled proposition. There is potential for injury to the officer, injury to the prisoner, and on occasion suicide attempts. This is why so many police chiefs would prefer to book and hold prisoners in a facility designed for that purpose and properly staffed with correction officers specifically trained in the care and custody of prisoners. The MRI police team noted that one cell sink faucet in the Berlin Police Station could enable a suicide attempt. The Sally Port should be kept clear of any items which could be potentially used as weapons. In addition, as in so many other areas, new policies need to be put in place covering the booking process and detention of prisoners in the cellblock.

The maintenance of criminal evidence is a police function that is often neglected because of the time necessary to properly receive, store, and document each movement of the evidence through to final disposition. Chief Galvin noticed the condition of the evidence room early on during his tenure and initiated a thorough organizing, cleaning, and inventorying of the Department's evidence room. That effort is currently ongoing and needs to be completed as soon as possible. CALEA dedicates a chapter of standards to the maintaining of evidence and these standards should be included in Department policy and implemented. Specific items to be included would be adding a second level of security for drugs, cash, jewelry, and firearms, completing inventories and audits as required, and initiating a system for the return or destruction of evidence no longer needed for court proceedings.

MRI believes that it is important to maximize the utilization of the Chief of Police. MRI feels that the role that the Chief currently plays in the evidence function should be delegated. We also feel that the role of training officer should be delegated to an officer of lower rank. While the Chief must maintain due diligence in the supervision of these two important functions, this can be realized through an inspection process and the regular receipt of updates from delegated officers. Work in this area needs to be completed to determine outstanding training needs, establishing a training plan, and a training calendar. Training records should be consolidated and computerized.

The Berlin Police Department does use some appropriate technology, but there is room for improvement. The records management system and the dispatching module need to be upgraded to obtain the full value that could be obtained through these functions. MRI recommends that the web site of the Department be more fully utilized to communicate information and forms needed by residents. The website, and other social media technology, needs to become more interactive and current. The voluntary program to gather email addresses and cell phone numbers of residents to receive Department updates should move forward. The Department should investigate, and recommend to the Town for purchase, equipment which would increase its options for overcoming resistance to arrest by suspects without resorting to the use of deadly force. The Department should have multiple, less lethal, systems at its disposal and incorporated into its use of force policy.

At this time, the Berlin Police Department does not have any written directives regarding the financial management of the Department. Municipal Resources strongly advises that such policies be written and implemented. Topics to be covered in a financial management policy would include purchasing, transfers of income to Town Hall, payroll, and the handling of grants and donations. MRI would specifically suggest the implementation of a purchase order system and the tracking of the reasons for utilizing overtime for planning and budgeting purposes.

The CTC, Inc., report discussed above recommends moving the Berlin dispatch operation from Berlin to the Nashoba Valley Regional Dispatch District (NVRDD). MRI would like to point out that its study of the Berlin dispatch operation resulted in a number of recommendations. These observations include a lack of written directives, the need to implement a formal field training program for new dispatchers, the need ergonomic furniture, the demonstrated need for new dispatch and records management software, and the difficulty with one dispatcher giving emergency medical instructions while dispatching police, fire, and rescue units. Most, if not all, of these issues have a potential solution associated with a move to the NVRDD as recommended.

It has been a pleasure for the Municipal Resources police team to conduct this analysis for the Town of Berlin. Our thanks go out to Chief Thomas Galvin and his staff at the Berlin Police Department for their full participation in this process.

CHAPTER 15

COMPILATION OF RECOMMENDATIONS

CHAPTER 2 - FACILITY

- 2.10 The Town of Berlin should consider reviewing the security of the foyer to the Town Hall/Public Safety Building. MRI would strongly recommend re-constructing the foyer/communications room area to allow for the inner set of foyer doors to be controlled by a buzzer from the dispatcher during non-business hours of the day. The communications room should be extended to the foyer and a service window added between the communications room and the then secured outer foyer.
- 2.11 The security of the police contents of the storage room in the Town Hall basement should be reviewed. Either the security of the room and the cages should be improved or important/confidential documents should be removed.
- 2.12 The process of upgrading the HVAC systems in the municipal complex should move forward. Hopefully, the heating, cooling, and ventilation issues mentioned by police personnel will be addressed.
- 2.13 Should the Town decide to move public safety communications to an off-site location, a security alarm should be considered for the entire complex. This move would create large blocks of time when there was no one in the building. This upgrade is suggested for the overall security of the facility, as well as police specific needs, such as the protection of the evidence room and the armory.
- 2.14 The Police Department reports significant issues with the current status of the Town's computer system and oversight. This situation translates to a lack of efficiency in addition to frustration felt by municipal employees. The Town should undertake a review of the system to identify what steps may be taken to improve this very important municipal function.
- 2.15 The Town and the Police Department should work toward installing a card access control system for the entire complex. This move would be especially beneficial for the Police Department.
- 2.16 The Town, the Facilities Manager, and the Police Department should engage in a conversation regarding how to best enhance the quality of the maintenance at the

Public Safety Building. The outcome of this review may determine that new tools, cleaners, or procedures should be implemented.

- 2.17 MRI would suggest that a checklist be developed for the custodian. The checklist would contain a section for tasks that need to be accomplished, in each section of the building, on a daily, weekly, monthly, and quarterly basis.
- 2.18 The custodian should be formerly trained in proper techniques for dealing with blood borne pathogens.

CHAPTER 3 -FLEET AND EQUIPMENT

- 3.1 The Chief's request for a second unmarked cruiser should be reviewed. There are benefits to having an unmarked vehicle dedicated to out-of-town travel. Possibly the vehicle the Chief is currently operating could be used for this purpose, rather than being given to the Fire Department when replaced.
- 3.2 The current practice of assigning just two officers to operate a cruiser is a good practice and should continue as it reduces maintenance costs and stretches longevity of the vehicle.
- 3.3 The town, the department, and the union should be commended for coming to agreement regarding the cleaning of department vehicles. Having the officers clean their own assigned cruiser on duty increases the pride associated with operating a well-kept vehicle and eliminates the friction and expenses found in other departments over this issue.
- 3.4 The department should make an effort to standardize equipment in all marked cruisers. For example, currently only one cruiser has a video camera.
- 3.5 The department should institute a cruiser checklist to be completed at the start of each tour. The checklist would contain information on the condition of the cruiser, as well as the presence of equipment assigned to the vehicle. The checklist could be a computer generated document or hard copy. Completed checklists would be forwarded to the Sergeant for review.
- 3.6 The Berlin Police Department should consider including small accident investigation and crime investigation kits in each marked cruiser. Officers should have access to the various tools necessary to properly process a crime or accident scene.

- 3.7 The department has a documented history of mechanical issues with its present firearm. A review and selection of a replacement weapon needs to progress with the speed required for such an important matter.
- 3.8 The issuances of Tasers should be reviewed by the Chief and the town. These less than lethal electronic devices can be an important tool in the protection of officers and suspects as it allows for an additional form of restraint prior to resorting to a firearm.
- 3.9 Chief Galvin's concept of standardizing all uniform and issued equipment parts should be completed. All pieces of the uniform and other allowed equipment should be identified by brand and model and included in a written directive on the topic of wearing of the uniform.
- 3.10 The department should replace bullet resistant vests that exceed the manufacturer's recommended wear life and should establish a replacement schedule for the future. All information regarding the wearing, care, cleaning, and replacement of vests should be contained in a department policy.
- 3.11 MRI would encourage the community to engage in a conversation regarding police officers carrying Narcan to counter the effects of opioid overdoses and determine the suitability of deployment for the Town of Berlin.

CHAPTER 4 - RECORDS SYSTEM

- 4.1 There is a significant and immediate need for clerical staff to handle the administrative paperwork and clerical duties of the department. The Sergeant should not be dealing with hands-on maintenance of the Records System on a regular basis.
- 4.2 The department needs to develop written directives outlining the Records Management System and establish procedures for the collection, dissemination, purging, and security of all department records. The written directives should outline the requirements for record retention as defined by Massachusetts law. The department should follow the guidelines of the Commission for the Accreditation of Law Enforcement Agencies (CALEA) when developing policies for the Berlin Police Department.
- 4.3 The Records Management System should contain the ability to quickly and accurately accommodate requests for statistical reports. The current system is unable to produce needed reports when desired.
- 4.4 The department should review the security of the storage area in Town Hall where older hard copy documents are stored and make appropriate modifications.

- 4.5 The department should develop a system for the documented review of the previous shifts activity. A summary of incidents from the prior 12 hours could be printed and maintained in a binder. Officers would be required to sign the document acknowledging review.
- 4.6 The department should develop a system for capturing incident and traffic crash factors for analysis. These tasks should be assigned to a specific individual and performed at regular intervals. The quarterly analysis can form the basic patrol deployment modifications. Information derived can be used for the development of an annual report.
- 4.7 The current practice of officers going into the station to complete report narratives is inefficient. The Records Management System must be able to communicate with the laptops in the cruisers to allow officers to complete and transmit narrative reports to the server from the field. Officers should be able to query department records from the field.

CHAPTER 5 - COMMUNICATIONS

- 5.1 Re-design the lobby entrance to the facility so that the doors can be locked after hours, preventing free access to the Town Hall area. Install a “ring down” phone on the outside of the building entrance so that the public can speak directly to the dispatcher/counter person after hours. Install a doorbell and electronic lock release button inside the dispatch center for after-hours public access.
- 5.2 Develop a formal Field Training Program for new dispatchers with documentation for completed modules. Establish a selection process and training requirement for trainers.
- 5.3 Develop a written directives system for the Dispatch Center. Include call taking procedures, dispatch plans, and Tactical Dispatch Plans. Specific procedures for response to officer radio alarms should be developed with training provided to the officers and dispatchers. Assure that dispatchers have access to Emergency Management and All Hazard Plans. Procedures for the monitoring of detainees should be included.
- 5.4 Develop a plan for continuity of operations to be used in the event that the Dispatcher Center becomes unusable due to fire or other event.

- 5.6 Consider equipping all police vehicles with a cell phone to be used as an alternative means of communications. The availability of cell phones also provides a system to keep sensitive information off the airways.
- 5.7 Consider installing new console furniture that is designed to be ergonomically correct and has the function of raising or lowering to desired heights. Consider purchasing chairs specifically designed for dispatch functions.
- 5.8 If dispatch functions are moved to a regional center, develop a staffing model for a front counter person to be on-duty five days per week, for approximately twelve hours per day, to handle walk-in business and administrative functions. This individual could also assist the fire and police chiefs with clerical and administrative duties.
- 5.9 If funding allows, purchase a software program that allows officer access to the Department Records Management System server through the laptops in the cruisers.
- 5.10 When funding allows, install another repeater site, or on board repeaters in the cruisers, to address the two remaining “dead spots” in radio coverage.

CHAPTER 6 - WRITTEN DIRECTIVES

- 6.1 The Town of Berlin should set a long-term goal of Law Enforcement Accreditation through CALEA or The Massachusetts Police Accreditation Commission.
- 6.2 Administrative support must be added to the department staff to assist the Chief with the accreditation process.
- 6.3 The manual provided by Lexipol, LLC, should be used as a base for a new department manual. The process of tailoring this manual to the identity of the department should begin immediately. The provisions of the Town Personnel Policies, and terms of the Collective Bargaining Agreement should be referenced or incorporated, where applicable. After the manual has been re-structured, initial training should be provided to all members. Annual review of critical high liability procedures should be incorporated into the department training schedule so that members remain current.
- 6.4 The manual should be made available in electronic form so that officers may have access to this document on the laptops in the cruisers.
- 6.5 Current job descriptions should be developed for all classifications of personnel within the department. These descriptions should identify the essential job functions required of a person holding this position, as well as a summary of the tasks to be performed.

Job descriptions should be the baseline for future recruitment and selection activities for the Department.

CHAPTER 7 - CALLS FOR SERVICE

- 7.1 Accurate reporting of statistics is dependent on the information put into the Records Management System. Report review and approval by a supervisor should include a determination that the proper code has been assigned to individual incidents.
- 7.2 Response times are an important method to measure police performance. Documenting building and house checks, and release of the Memorial School key, do not require a received, dispatch, arrival, and clear time. Without these notations, the response time report shows many calls as being responded to in less than one minute. A method should be developed to track this type of activity without impacting actual response time averages.
- 7.3 The Communications Supervisor is the sole person responsible for the development and submission of NIBRS/UCR reports. The Department should train at least one other person in the requirements and procedures of these submissions.
- 7.4 The main purpose of maintaining accurate call, crime, incident, and accident statistics is to continuously modify Department response to meet community expectations. Crime and incident analysis should be a routine ongoing activity that is included in a specific job description. Analysis reports should be shared with all members either at meetings or posting on bulletin boards.
- 7.5 The type of retail business coming to the community will cause increases in traffic volume, traffic crashes, thefts, and shoplifting incidents. The Department will need to monitor these locations very closely, and adjust as necessary. Seasonal increases in activity are especially possible during the period between Thanksgiving and Christmas.
- 7.6 The Department may wish to consider the current ratio between citations and warnings issued as a way of reducing traffic crashes that result in personal injury, property damage, and responses by Police, Fire, and Rescue services. The Department recorded 554 verbal warnings, while issuing 986 citations in 2014. At the very least, a written warning as opposed to a verbal warning should be considered. Studies indicate a documented vehicle stop has a much greater impact on the operator and on reducing vehicular crashes in a community.

CHAPTER EIGHT - POLICE OPERATIONS

- 8.1 As funding allows, increase the number of full-time patrol officers from six to seven.
- 8.2 As funding allows, increase the number of sergeants from one to two. The increase of one patrol officer and one sergeant would allow for a supervisor to be responsible for each shift and for two officers to be working every shift.
- 8.3 Develop a schedule that provides for supervision on more shifts per week. This would include adjusting the schedule of the existing sergeant and promoting an officer to sergeant. This schedule would have the Chief supervising the day shift and a sergeant supervising each of the night shifts.
- 8.4 As funding allows, establish a Detective position to handle serious misdemeanor and felony investigations past the initial response by the patrol officer. As described above, this officer would also have responsibility for a number of outreach efforts, as well as taking over the evidence court liaison functions. The MRI police team sees this officer acting as an interface between the Police Department and the school, business, elderly, and other groups within the community.
- 8.5 As funding allows, establish a part-time Administrative Assistant position reporting directly to the Chief. This civilian position would be responsible for paperwork, filing, correspondence, tracking of expenditures, establishing and maintaining a Department equipment inventory, assisting in the preparation of the payroll, and the maintenance of personnel files. Since this person will have access to sensitive information, the position must be considered a confidential employee and not be a member of the Union.
- 8.6 The Town and the Police Department should consider offering two separate hourly rates to part-time officers based upon their graduation from a full-time or part-time police academy. The Department should move toward increased staffing with graduates of a full-time academy and utilization of part-time officers only in conjunction with a full-time academy graduate.
- 8.7 Consider entering into an agreement with an area department to outsource the function of court liaison officer. A second possibility would be for a number of area departments to collectively contract with a local attorney for court prosecutor services.

CHAPTER 9 - MUTUAL AID AND REGIONALIZATION

- 9.1 The Berlin Police Department, in conjunction with the Town of Berlin, should review all outstanding mutual aid agreements for their current relevance. Attention should be paid to which of the near-by communities have also signed the Interagency Agreement and/or the Worcester Agreement. One possible outcome could be that individual agreements with each contiguous community will no longer be necessary.
- 9.2 Should the Town of Berlin decide to maintain signed agreements with individual local communities, an up-to-date format, incorporating the latest legal language, should be adopted and signed by each municipality. Berlin should not be relying, on a daily basis, on a document drafted and signed forty years ago.
- 9.3 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.
- 9.4 When the Berlin Police Department reaches ten full-time sworn officers, it should begin to give consideration to dedicating one officer, on an as need basis, to some unit of CEMLEC. This will show Berlin's appreciation of the Council and its work, and increase networking opportunities with other law enforcement agencies in the area.
- 9.5 Berlin is already studying various opportunities for joining a regional dispatch center. The Berlin Police Department and the Town of Berlin should also study the potential for participating in any utilization of a regional lockup facility and advocate for funding legislation.

CHAPTER 10 - PRISONER PROCESSING, HOLDING, AND EVIDENCE

- 10.1 The Police Department should purchase flex cuffs with storage locations being the trunks of all cruisers, as well as the booking area.
- 10.2 Hand tools, or other implements, should not be readily available in the sally port. Cruiser washing equipment should be secured in a locked closet. The Chief and Sergeant should be vigilant regarding inspecting this area.
- 10.3 Arrestees being booked by one officer present the potential for serious problems. The Department should review this practice and seek solutions by booking and/or holding prisoners elsewhere or alternatively through written directives giving guidance to officers and dispatchers.

- 10.4 The sink faucet in cell #1 should be studied as a possible means of cellblock suicide.
- 10.5 New policies for prisoner booking and holding should be written and implemented following CALEA standards.
- 10.6 A patrol officer should be trained and installed as the Department evidence officer. Sergeant Geis should be the supervisor of this activity and the back up evidence officer. The Chief is responsible for inspections and general oversight of the evidence room and should not be directly involved as an evidence officer.
- 10.7 The Department should institute a second level of security for guns, drugs, cash, and jewelry held in the evidence room. This can be accomplished through the utilization of locked containers such as file cabinets.
- 10.8 A complete inventory should be developed and audited for all items in the evidence room as soon as practicable.
- 10.9 A new policy should be written and implemented regarding the utilization of the evidence room including all CALEA standards such as audits, inventories, and inspections.
- 10.10 The plan to label evidence room shelves and place labeled bins on each shelf should move forward.
- 10.11 All items, presently in the evidence room, which are not evidence, should be properly removed. Proper removal could include guns to the Village Vault, drugs destroyed by the Massachusetts State Police, non-evidentiary items sold by Propertyroom.com, and removal of department supplies stored in the evidence room for safekeeping.

CHAPTER 11 - TRAINING

- 11.1 The separation of training records from other contents in personnel files should continue until completed.
- 11.2 Training records for current employees should be computerized in order to make course scheduling, development of a training plan, and requirement compliance more efficient.
- 11.3 The ancillary duty of training officers for the Department should be moved out of the chief's office. Scheduling and compliance reviews can be completed by an officer of lower rank, with quarterly updates being forwarded to the chief.

- 11.4 Once training records for all employees have been organized, a training needs assessment should take place to determine outstanding needs in compliance with the Department's mission statement, as well as current and future goals.
- 11.5 A training plan and a training calendar would be the natural outgrowth of the above-mentioned review of current training and training needs assessment.
- 11.6 MRI would suggest the implementation of two pay grades for part-time police officers based upon whether the officer is a graduate of a full-time or part-time academy. The department should encourage the employment of officers who are full-time academy graduates.
- 11.7 The Town and the Department are encouraged to implement attendance at supervisory and administrative courses at Roger Williams University's Justice System Training and Research Institute for newly promoted sergeants. The training budget may require adjustment in years when such training is anticipated.
- 11.8 MRI has suggested discussions take place on the introduction of Tasers and Narcan in the Equipment Chapter above. There is a training component to each of these decisions which will also have a potential budgetary impact.
- 11.1 The separation of training records from other contents in personnel files should continue until completed.
- 11.2 Training records for current employees should be computerized in order to make course scheduling, development of a training plan, and requirement compliance more efficient.
- 11.3 The ancillary duty of training officers for the Department should be moved out of the chief's office. Scheduling and compliance reviews can be completed by an officer of lower rank, with quarterly updates being forwarded to the chief.
- 11.4 Once training records for all employees have been organized, a training needs assessment should take place to determine outstanding needs in compliance with the Department's mission statement, as well as current and future goals.
- 11.5 A training plan and a training calendar would be the natural outgrowth of the above-mentioned review of current training and training needs assessment.
- 11.6 MRI would suggest the implementation of two pay grades for part-time police officers based upon whether the officer is a graduate of a full-time or part-time academy. The department should encourage the employment of officers who are full-time academy graduates.

- 11.7 The Town and the Department are encouraged to implement attendance at supervisory and administrative courses at Roger Williams University's Justice System Training and Research Institute for newly promoted sergeants. The training budget may require adjustment in years when such training is anticipated.
- 11.8 MRI has suggested discussions take place on the introduction of Tasers and Narcan in the Equipment Chapter above. There is a training component to each of these decisions which will also have a potential budgetary impact.

CHAPTER 12 - USE OF TECHNOLOGY

- 12.1 The police software system utilized by the Berlin Police Department must include the capacity to allow cruiser laptops to communicate with the data stored at the police station. Officers must be able to complete incident narratives in their cruisers without having to return to the station to write reports. This is a most essential element of records management and communications for police officers. The system chosen should also include the ability to "silently dispatch" through the laptop.
- 12.2 A contract for laptop maintenance should be secured.
- 12.3 The Department should conduct a computer training assessment of all employees. Appropriate training should be arranged to bring all employees to the desired level of proficiency.
- 12.4 The Department should consider scanning completed fingerprint cards and attaching the copies to the appropriate arrest report. This would keep the fingerprints together with the arrestee's photo and arrest report. The original inked fingerprint card would be continued to be maintained as is the current practice.
- 12.5 The initiatives to secure cell phone numbers and email addresses of residents who volunteer to be contacted with important information from their Police Department should move forward without delay.
- 12.6 The Town of Berlin, the Berlin Police Department, and Charter Cable should open a discussion regarding the Police Department having the capacity to directly control emergency banner messages at the bottom of cable television programming in Town.
- 12.7 The Chief of Police should seek input from all Department employees regarding what additional content should be added to the Department's web site. The site offers a

tremendous opportunity to communicate with residents on a large number of topics of interest.

- 12.8 Recent events across the county involving the taking of lives by police officers have indicated that citizens are looking for alternatives to deadly force from police firearms. The Town of Berlin and the Chief of Police should discuss researching and securing some additional less lethal systems to incapacitate suspects who present a threat to responding officers. Beanbag rounds fired from a long gun is but one example.
- 12.9 As Town or grant funding becomes available, the Department should consider the purchase of a speed board. This device, which indicates the speed of oncoming vehicles, has shown to be effective with reducing vehicle speed through education. Radar enforcement can follow the placement of the speed board if necessary.

CHAPTER 13 - FISCAL AND ADMINISTRATIVE MANAGEMENT

- 13.1 The Town should consider the development of a Centralized Purchasing Policy for all departments. The policy should include identification of those purchases that require prior approval of the Board of Selectmen, and those that require securing quotes or a bidding process. This policy could follow the guidelines outlined in Massachusetts Chapter 30B.
- 13.2 The Department should develop a written directive governing the purchase of materials and services for the Department. A written purchase order system should be required with prior approval by a supervisor for purchases over a certain amount. Purchase order forms should be numbered and tracked. The Chief should consider taking training offered by the Massachusetts Office of the Inspector General to become a Certified Public Purchasing Official.
- 13.3 The Department should develop a system to track overtime used and reasons. By tracking overtime certain trends can be identified enabling planning or assignment adjustments to be made.
- 13.4 The Department should develop a written directive outlining the procedures for the acceptance of payment for copies of police reports and permits. The procedure should outline the receipt process and the method for turning the funds over to the Town.
- 13.5 The Department should develop a written directive for the control and use of Asset Forfeiture Funds that come into the Department through state and federal drug investigations.

- 13.6 The Department should develop an inventory plan for equipment. The inventory system should include inspections to determine operational readiness of stored or specialized equipment.
- 13.7 The Department should consider subscribing to a grant alert email service that is law enforcement specific. The Department should also be monitoring State and Federal websites for notices of upcoming grant opportunities.
- 13.8 Many grants require local financial commitments. Funds sufficient to take advantage of desired grants should be anticipated and funded accordingly in the police budget.

CHAPTER 16

THE PROJECT TEAM

PROJECT MANAGER

Alan S. Gould, Vice President and 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, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, 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 two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age. He continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould manages most of the company's public safety projects including operational studies and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed dozens of processes for top management positions throughout New England.

TEAM MEMBERS

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 T. French retired as the Police Chief for Goffstown, New Hampshire, in 2008, where he commanded an Internationally Accredited, community oriented, police department to a community of 17,000. Chief French began his career with the Goffstown Police Department in 1973, working his way up to Chief in 1999. As the Accreditation Manager for the Department, he guided the Department to initial accreditation in 1992; reaccreditation in 1997; and Department Head for reaccreditations in 2000 and 2003. Chief French was an Assessor and Team Leader for the Commission of Accreditation for Law Enforcement Agencies, Inc., for over 20 years. He was a member of the Commission's Standards Review Task Force for the second through fifth editions of the Standards Manual. For the Fourth and Fifth editions, he was Chairperson of the Administration Group. Upon retirement in 2008, Chief French was appointed Accreditation Manager for the Laconia, New Hampshire, Police Department. While in Laconia, he guided the Department to initial Accreditation in 2010 and Reaccreditation in 2013. He has assisted numerous other departments with accreditation including the University of New Hampshire Police Department and the Lee New Hampshire Police Department. Chief French holds a Bachelor of Science in Criminal Justice from Saint Anselm College. He is a member of the International Association of Chiefs of Police; the New Hampshire Association of Chiefs of Police, and is a Past President for Northern New England Police Accreditation Coalition. Active in the community, he is the current Resident Director of Exceptional Citizens' Week at Camp Fatima. The camp provides and overnight camping experience for 172 **children** and adults with significant physical, and/or mental challenges. In this volunteer position, he supervises a staff of over 300 volunteers and participates in fundraising efforts for the program. He has served as a subject advisor to MRI since 2006.