

POLICE OPERATIONS AND DATA REPORT

EXETER, NEW HAMPSHIRE

June 2020



POLICE OPERATIONS

CPSM[®]

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The International City/County Management Association is a 103-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website (www.icma.org), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted more 325 such studies in 42 states and provinces and 224 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Exeter Police Department (EPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study included identifying appropriate staffing of the department given the workload and crime levels; the effectiveness of the organizational structure; and efficiency of division/unit processes.

We analyzed the department's workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, and the development of alternatives and recommendations.

Recommendations provided throughout the report are offered to enhance the operation of the Exeter Police Department. Recommendations are based upon the information provided to the consultants via document requests and interviews. The recommendations provided are intended to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and the services that are delivered are cost-effective, all while maintaining a high level of police services.

In general, CPSM concludes that the EPD should enhance its internal framework for ongoing performance assessment and make subtle changes to its organizational chart. The department is presently unable to adequately demonstrate the effectiveness of all its operations (for example, the Investigative Division). This deficiency can certainly be remedied. The recommendations offered in this report should be viewed as opportunities for the department to improve the efficiency and effectiveness of its operations and to provide a higher level of responsiveness to the Exeter community. The EPD is certainly a fine department, but we believe that it can get better.

Major Recommendations

Following are the major recommendations being offered by CPSM and which are listed in the order in which they appear in the report. Additional recommendations that are not in the following list are offered throughout the report. (For reference, a complete list of all recommendations is provided as an addendum to the report.)

Patrol

(1) Supplement the Patrol Division by assigning one additional officer. This could be accomplished by either making a new hire or reassigning one detective to the Patrol Division. (See p. 15.)

Strategic Planning/Performance Management

(2) The supervisors' meetings that have been held should continue and be scheduled on a monthly basis. All personnel at or above the rank of sergeant must be required to attend and actively participate in all supervisors' meetings. All the department's operational and support units should be represented at all supervisors' meetings. (See p. 16.)

(3) The department should begin to work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and

attainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. As the EPD moves forward, and since continued calls for transparency and accountability by American police departments (see, for example, *Final Report of the President's Task Force on 21st Century Policing*) will only become more insistent in coming years, it is recommended that the department begin the process of formulating such a plan now. (See p. 16.)

(4) The department currently lacks sufficient administrative and analytical support to maximize efforts and to fully leverage the resulting data that is produced by tracking goals. With additional administrative and analytical support (such as the hiring of a full-time crime analyst) the department's leadership can be provided regularly with a view of the entire organizational landscape; that is, regularly obtain an accurate view of subtle changes in the internal and external work environments and actively engage in "systems thinking" as the ordinary course of business. We believe that the hiring of a full-time crime analyst will yield considerable benefits and greatly enhance operations. (See p. 16.)

(5) The monthly supervisors' meetings should be more structured and somewhat more substantive. These meetings should frequently reference the multiyear department strategic plan (when developed), as well as individual unit goals, as a means of checking overall progress toward these stated goals. An agenda should be published in advance of all supervisors' meetings. A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting. (See p. 16.)

(7) Minutes should be recorded and maintained for the purpose of accountability (i.e., appropriate follow-up at subsequent meetings). Minutes should be distributed to all participants via the department's email system. (See p. 17.)

(9) It is recommended that the department review the performance information that is currently being compiled and referred to during supervisors' meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a single usable performance measurement system or template [a data dashboard]. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. (See p. 17.)

(29) The Chief must continue to meet individually with the Town Manager on a monthly basis to discuss the ongoing management of the department. These meetings would be in addition to regularly-scheduled department heads meetings. These meetings should be more structured and more substantive. The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the Town Manager. This could certainly be the crime analyst. The exact list of performance indicators discussed at these enhanced monthly meetings between the Chief and the Town Manager should be determined by them. The important thing is that: 1) regular (i.e., monthly) one-on-one meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to town officials, and 3) that performance discussions follow a uniform/standardized template or format. (See p. 20.)

(30) The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the town's human resource director, and the town attorney's office. These meetings should take place semi-annually and should be used as an opportunity to review the department's past safety, use-of-force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil

liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale. (See p. 20.)

(31) The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. (See p. 20.)

(32) Unit goals and individual performance targets and goals for members of the service should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan. Ideally, the department's strategic plan would be directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel. (See p. 20.)

(33) The number of false alarm responses, identified chronic locations, and citations issued for false alarms should all be actively monitored and reported upon at monthly supervisors' meetings and to the Town Manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify the causes of the false alarms. (See p. 21.)

(35) Senior staff should look to the accreditation guidelines of the Commission on Accreditation for Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and designing its new performance measurement system. The department should also consider applying for CALEA accreditation. (See p. 21.)

Traffic Enforcement

(37) The department should designate, train, and support one uniformed or non-sworn member of the department to serve as full-time or part-time traffic analyst. This function can be performed by an individual serving the department as crime analyst (and would relieve the sergeant from his current traffic-related duties). The traffic analyst/crime analyst should be trained in and familiar with the DDACTS (data-driven approaches to crime and traffic safety) program. DDACTS is a law enforcement operational model that integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other partner resources. It utilizes geo-mapping to identify areas through temporal spatial analysis and identify locations with high incidences of both crime and crashes, then guides deployment and analysis. (See p. 21.)

Community Outreach / Community Policing / Public Relations

(38) The department should work with the town to create and publish a multiyear public information strategy that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The strategic plan would coordinate both the department's public information and community policing efforts. (See p. 26.)

(39) CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. An effective public information program is an important part of any department's community outreach efforts. (See p. 26.)

(40) The department should continue to have one designated public information officer (PIO) who would serve on the public information strategy group and work closely with the town's communications/ marketing team. CPSM recommends that the Deputy Chief serve as the department's public information officer. The department's public information strategy should

include clear goals and objectives including, but not limited to, the effective continued use of social media. (See p. 26.)

(44) CPSM recommends that the Chief continue his efforts to establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law. (See p. 26.)

(45) CPSM recommends that the department work with the town to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). This could be part of a wider town-wide initiative, or a separate police survey conducted on the EPD's behalf. Such a survey should be conducted every three to five years. (See p. 27.)

School Resource Officer

(48) Nationwide, patrol rifles have become standard issue for SROs. While assigned to the high school, the SRO should be equipped with a patrol rifle, provided that it is properly and fully secured at all times. Rather than securing it within her patrol vehicle, we recommend that the rifle be stored within her office in a fully secured firearms safe/locker that is secured to the floor. (See p. 29.)

Investigations

(49) The EPD should immediately perform an analysis by drawing information from the RMS and from case files and other department records to determine exactly how large of a caseload each of the detectives is presently handling. Historical data should also be analyzed. In the future, this information must be actively monitored in real time and reports should be submitted to command staff on a monthly basis in order to enable the department to determine whether the Investigative Division is currently understaffed, right-sized, or overstaffed. If, indeed, EPD command staff determine that caseloads are relatively low, it might be possible to transfer one of the detectives back to the Patrol Division in order to backfill patrol operations. This would be a wise and efficient use of resources. (See p. 32.)

(50) The Investigative Division should discontinue its efforts to convene monthly intel meetings separate and apart from monthly supervisors' meetings. Instead, it should work with the department's leadership to combine in-depth discussion and analysis about recent criminal activity, patterns, and wanted persons into the ongoing monthly supervisors' meetings. Detailed discussions about recent crimes and ongoing investigative efforts should be incorporated into the structure of the supervisors' meetings. Patrol supervisors must be present and actively participate. The Investigative Division should be encouraged to hold additional meetings among themselves, as necessary. (See p. 32.)

Crime Analysis

(51) The department should designate, train, and support one uniformed or non-sworn member of the department to serve as crime analyst. That individual would be charged with the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and "hot persons." The crime analyst should be directed to develop "actionable" analysis; that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would

prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. Despite the relatively low rate of reported violent crime in Exeter, it is likely that the town warrants a permanent, full-time or part-time position. It has been the experience of the consultants that most police departments the size of the EPD have a designated (either uniformed or non-sworn) crime analyst. (See p. 34.)

(52) The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated crime analyst dedicate at least ten hours per week to the analysis of crime data. (See p. 34.)

(53) The crime analyst must become an active participant in all supervisors' meetings and a partner in all planned investigative and tactical operations. It is imperative that the crime analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides. The EPD must articulate the specific duties and responsibilities of both the crime analyst and the traffic analyst. The crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the International Association of Directors of Law Enforcement Standards and Training (IADLEST), the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for effective, free support in developing and maintaining his/her analytical skills. (See p. 35.)

Property and Evidence

(54) The department should obtain all necessary court orders and schedule a firearms destruction date at least once per year. (See p. 38.)

(55) Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as property and evidence technician/custodian. This individual must be actively engaged in professional organizations/associations of property and evidence management professionals, as well as undertake a continuing course of professional development and training. (See p. 38.)

(56) From a liability standpoint, it is imperative that the department develop and adhere to a strict schedule of destruction for unneeded items of narcotics and firearms. It is recommended that the internal affairs / professional standards supervisor oversee the purging of these items. (See p. 38.)

(57) The EPD should continue its monthly spot audits of property and should also have a schedule of regular property audits. A comprehensive all-items audit should be performed every few years. Ideally, in addition to an EPD supervisor, this audit would be conducted with a supervisor or property and evidence custodian/professional from another law enforcement agency (such as the Portsmouth Police Department or the New Hampshire State Police). (See p. 38.)

Recruitment and Selection

(58) The department should designate a hiring and recruitment supervisor. With no changes to the current staffing model, this role could be performed by the lieutenant. (See p. 40.)

(59) The FTO sergeant should participate in all oral board interviews of police candidates. (See p. 40.)

(60) The department should continue its efforts to recruit a diverse body of applicants for the position of police officer. (See p. 40.)

Training

(61) The orientation provided to trainees by the records clerks should be enhanced. It is likely that operational efficiency will be improved if nonsworn records clerks have greater access to officers early in their careers. (See p. 45.)

(62) During the PowerDMS "phase-in" period, an effort should be made to enhance the amount and quality of user training being provided to probationary officers. (See p. 45.)

(63) The training materials related to the sergeant's field training program need to be reviewed and updated as soon as possible. It is recommended that the department's newly designated professional standards supervisor perform this function. (See p. 45.)

(64) The duties and responsibilities associated with the position of training lieutenant should be enhanced. The lieutenant should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The lieutenant sergeant should review all use of force reports, firearms discharge reports, department vehicle accident reports, and line of duty injury reports to identify training or retraining opportunities. (See p. 45.)

(65) The training lieutenant should continue to attend and actively participate in all monthly supervisors' meetings. The primary purpose of this participation is to identify training opportunities and to report on current training efforts. (See p. 45.)

(66) The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's training lieutenant would be responsible for developing, reviewing, and revising the training plan as necessary. (See p. 45.)

(67) The department should create a training committee. This would be a body of sworn and nonsworn employees of various ranks, chaired by the department's training lieutenant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (See p. 45.)

(69) The training lieutenant and the training committee should be charged with performing and presenting a retention study for both police officers and dispatchers. (See p. 46.)

(70) The department should continue to encourage and actively support members of the department to apply to the FBI National Academy. Lt. Bolduc has been on the waiting list for the Academy for several years. (See p. 46.)

Professional Standards

(71) Create a professional standards supervisor position, staffed by a supervisor at or above the rank of sergeant (perhaps a newly appointed lieutenant), who would be a direct report to the Chief and responsible for: 1) the development, review, and implementation of all department policies and procedures (i.e., all general orders); 2) coordinating the process for seeking and maintaining CALEA accreditation; and 3) performing the traditional internal affairs function, which would include a system of periodic audits and inspections. (See p. 47.)

(72) In addition to performing internal investigations, the department's newly-designated PSO should oversee the hiring and training functions. (See p. 47.)

(73) The form that is currently being used for performing annual performance reviews for members of the department should continue to be reviewed and revised, as necessary. (See p. 49.)

(74) The department's newly appointed PSO should be directed to review the department's manual of policies and procedures on an annual basis and to recommend changes as necessary. (See p. 49.)

(75) While reviewing its general orders, the department should develop and/or enhance detailed position descriptions, listing all duties, responsibilities, and expectations for every assignment within the department. Detailed job descriptions of this type are a necessity in terms of providing clarity and direction, and fostering personal accountability from all uniformed and nonsworn personnel. These descriptions must directly link to personnel evaluation forms. (See p. 49.)

Communications

(76) The minimum staffing level of one dispatcher per shift is the appropriate minimum staffing level. (See p. 52.)

(77) The police field training curriculum should be revised to include a training block (e.g., four hours) whereby probationary police officers not only receive instruction about dispatch operations but are afforded the opportunity to actually take calls for service from the public and perform the dispatch function and all related administrative tasks. (See p. 52.)

(78) The communications supervisor should continue to undergo professional development and training appropriate for a first-line communications supervisor (such as participation in regional or statewide associations of communications supervisors). (See p. 53.)

Information Technology

(79) Immediately make all necessary corrections, reconfigurations, upgrades, and/or repairs to the department's server and RMS and CAD systems. (See p. 60.)

(80) Remove the electronic equipment from the first floor "conference room" or, in the alternative, remove the water-based fire suppression system and install a clean-agent fire suppression system in this room. (See p. 60.)

(81) The department should create a technology task force. This would be a group of sworn and non-sworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs (hardware and software) as well as any steps needed to ensure that the department remains current with regard to technological advancements. (See p. 60.)

(82) The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring and purchasing new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should be charged with field/beta testing, evaluating, and reporting on any new technologies adopted or tested. (See p. 60.)

(83) The IT information systems specialist who is employed by the town and assigned to the department should serve on the department's technology task force. As well, the department's dispatch supervisor and Deputy Chief should serve on this body; the Deputy Chief should chair this task force. (See p. 60.)

(84) The task force should develop a formal replacement plan for all of the department's IT equipment and software. (See p. 60.)

(85) The task force and the IT information systems specialist should work to ensure that products such as PowerDMS are fully utilized by the department. Additional employee training should be suggested, as necessary. (See p. 60.)

(86) The EPD must ensure that the IT specialist is properly certified to access and/or repair all of the department's data systems. Absent such certification, updates and repairs should be outsourced. (See p. 60.)

Animal Control

(87) It is recommended that the activities of the ACO continue to be tracked and that specific annual and monthly performance goals be established. (See p. 61.)

(88) The EPD must record all instances of mutual assistance rendered to other communities and either bill those communities directly, or determine a mutually agreeable form of compensation for the EPD. (See p. 61.)

(89) In the event that there are an insufficient number of animal calls arising within Exeter to keep the ACO fully engaged, the EPD should consider assigning additional duties, such as is done now with parking enforcement. (See p. 61.)

Facilities

(90) Regardless of whether the town ultimately decides to construct a new police headquarters facility, immediate measures should be taken to properly secure the front window in the lobby and the door / window area in the rear of police headquarters. (See p. 63.)

SECTION 2. DEPARTMENT PROFILE

ORGANIZATIONAL STRUCTURE

At the time of the CPSM site visit, the department was staffed as follows:

- 1 Chief.
- 1 Deputy Chief.
- 1 Lieutenant.
- 4 patrol sergeants.
- 1 detective sergeant.
- 4 detectives.
- 12 police officers (includes one who is assigned as school resource officer; she will backfill patrol positions when school is not in session).
- 1 fully certified part-time police officer (who serves as the DARE officer at the Lincoln Street elementary school; this officer also works part-time for the Sheriff's Office).
- 5 civilian dispatchers (one part-time).
- 1 dispatch supervisor.
- 1 civilian office manager.
- 1 civilian records clerk.
- 1 attorney/prosecutor.
- 1 civilian prosecutor's assistant.
- 1 part-time civilian office clerk (Note: the department was in the process of hiring for this position at the time of the site visit).
- 1 animal control officer (being hired at the time of the site visit).

The Chief reports directly to the Town Manager and has served as chief for just under a year.

Observations and recommendations regarding changes or realignment of specific units will be offered throughout this report.

There is a collective bargaining agreement in place through 2021 for police officers, detectives, and sergeants.

STRATEGIC PLANNING / PERFORMANCE MANAGEMENT

At the time of the CPSM site visit, the department did not have a multiyear strategic plan in place. Nevertheless, the EPD is currently operating under an overarching management strategy that has been communicated by command staff and certainly approaches and accomplishes its work in a strategic manner. What is lacking is a formal, written plan or document to guide and evaluate these efforts. However, the command staff have expressed a strong interest in developing a written strategic plan and a considerable amount of work has been done to prepare the department for engaging in this type of formal strategic planning process.

It is clear that the command staff of the EPD understand and embrace a 'proactive' and strategic orientation towards their work. Indeed, both the Chief and the Deputy Chief have attended an executive-level training workshop in strategic planning offered by the Justice System Training and Research Institute (JSTRI), at Roger Williams University in Rhode Island. This is key. A strategic approach to work, and a belief in data as a strategic asset, are the characteristics that define effective police departments and distinguishes excellent departments from their peers. CPSM has encountered scores of departments the size of the EPD that do not understand or embrace the concept of strategically planning and measuring their operations. Many times, these are excellent departments that simply require more forward-thinking leadership.

The EPD, by comparison, obviously understands and embraces a proactive stance towards its work. One member of the department noted, "we have moved from a one-brain mentality to a real team approach." The department is currently engaged in the process of reordering and refining many of its internal processes in order to enhance operational efficiency. The current lack of a formal written strategic plan is therefore not a deficiency. The department is engaged in a methodical program of planned change that will take time, but will certainly reap substantial benefits in terms of building capacity, developing personnel, and yielding increased organizational efficiency. These are the vitally important initial steps that must be taken prior to actually drafting a multiyear department strategic plan.

Based upon their numerous extended interviews with both uniformed and nonsworn members of the department, as well as extensive data and document review, the CPSM consultants conclude that there is ample evidence of a clear culture shift within the EPD. Clearly, the department has adopted a more proactive stance towards its work. New strategies and specific performance targets have been identified.

The department does not publish annual reports. Rather, the department contributes to the Annual Town and School Report. A three-page section of the 2018 report contains department statistics regarding reported crimes, liquor law violations, motor vehicle accidents, motor vehicle stops, arrests, summonses, warnings, etc., including year-to-year comparisons. There is also a two-page section that includes a narrative description of the department's efforts regarding community programs and events.

The department is not accredited at the state or national level.

A number of reasonable and obtainable performance objectives have now been established, such as "reduction of the number of traffic accidents" and "drive down the number of retail thefts." These efforts must be actively measured and reported upon.

For several years, the department has held "supervisors' meetings" that are attended by all personnel at or above the rank of sergeant and nonsworn supervisors, such as the dispatch supervisor. Detectives, the school resource officer (SRO), and the community policing detective do not typically attend these meetings. These supervisors' meetings have been held "one or two

times per year." Several members of the department characterized these meetings as "useful." Minutes have not been taken at these meetings.

In addition, quarterly "sergeants' meetings" have been held. This is an opportunity for sergeants to meet together as sergeants.

The Town Manager meets with department heads at "directors' meetings," which are held every month. Each of the town's department heads is directed to raise two to three relevant points for discussion at each meeting. The manager obtains information from each department head, which is combined into the monthly Town Manager's report to the Council.

The Chief submits a department activity report to the Town Manager each month. CPSM reviewed these reports and found them to contain information concerning personnel issues, special events and projects, drug overdoses and drug-related deaths, criminal offenses, and traffic enforcement statistics for the Patrol Division, Investigative Division highlights, and summary statistics. There are narrative descriptions provided in the highlights section. While this information is indeed useful, it does not provide a level of detail that would enable the Town Manager to make meaningful comparisons of the department's activity. In other words, when comparing the EPD to itself, it is important to have more historical data so that meaningful analysis can be made.

The monthly activity reports that are currently used and submitted to the Town Manager are sufficient for these department head meetings. However, a new template should be developed jointly between the Chief and Town Manager so that more meaningful and in-depth discussions may occur concerning the performance of the EPD, each of its units, and its personnel. We recommend that a separate monthly meeting take place between the Chief and the Town Manager and that a separate template of performance data be used as the basis of discussion. Recommendations concerning the content of this "data dashboard" follow.

The EPD utilizes a general orders review committee to perform the review and revision of the department's rules and procedures. Several members of the department are charged with performing an annual review of portions of the department's general orders. The review and revision of general orders should be considered a critically important task in terms of maintaining operational efficiency and reducing liability. It is generally recommended that one supervisor be tasked with performing this review. It is generally recommended that the person serving as professional standards supervisor perform this review.

The department is in the process of purchasing and implementing a proprietary software package known as Power DMS to manage its general orders/rules and regulations and related training. The consultants are quite familiar with this product and have found that it has provided added value in a number of similarly-sized American police departments. This product not only assists with the management and promulgation of policies, it can be used to provide and document training. As new procedures are promulgated by the department, officers can acknowledge receipt of them electronically; the system can also send officers a specific testing unit so that they can demonstrate a required level of comprehension of the new policy. While we offer no specific recommendation regarding products, we note that similarly-size police departments that we have studied have expressed satisfaction with this product.

Patrol supervisors track the activity of patrol officers. By querying the department's CAD and RMS, supervisors are able to track an officer's arrest, summons, and report-writing activity. Patrol sergeants will post summary data for officers assigned to patrol squads.

False Alarms

False or unnecessary premises alarms are generally understood to be a threat to public safety, as they unnecessarily put a strain on patrol staffing. This is indeed a problem in most American police departments. Every effort should be made to actively track and reduce these types of calls for service.

The Town of Exeter has a false alarm ordinance that calls for fines/service charge assessments for false alarms. The ordinance states that three or more false alarms that initiate a police response within any 12-month period is considered excessive and constitutes a public nuisance. The ordinance includes a fine of \$100 for the owner of any premises initiating more than three false alarm calls in a calendar year. Further, the ordinance calls for any premises that generates more than nine false alarm calls within a year to be charged \$200 per occurrence. The dispatch supervisor is responsible for billing for false alarms pursuant to the town ordinance.

Department records indicate that, historically, there have been some chronic locations in the community that have resulted in significant fines for false alarms. Members of the department reported that, to their knowledge, no premises within the town has ever been “cut off” from a police response due to excessive false alarms. In other words, the EPD will always dispatch a patrol unit to an alarm call, regardless of whether the premises have been identified as a chronic false alarm location.

The town should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to ascertain the reasons behind the false alarms. The town and department should develop a broad reduction program (including public outreach and education) and make greater use of the data it already has concerning false alarms. This program should be aggressively enforced, with owners receiving citations and paying a graduated scale of fines for chronic false alarms. While town officials will likely choose to continue police response for all properties, the total number of false alarm responses can be substantially reduced by educating owners and imposing significant fines for chronic locations.

The reduction of false alarms should become a performance metric for the EPD that is actively tracked (via monthly management meetings) and reported (via the department’s new annual reports).

CPSM concludes that this is an appropriate ordinance that should do much to reduce the overall number of false alarms arising within the community, provided that the ordinance is actively enforced.

Mutual Aid

The EPD has a number of formal mutual aid agreements with neighboring police departments. The local Sheriff’s Office is primarily responsible for prisoner transport and civil process. Although the Sheriff’s Office does not primarily perform traditional enforcement activities, it does back up EPD units on calls when available.

SECTION 3. PATROL

The following is a brief general assessment of patrol staffing in the EPD. A more detailed analysis of call volume and workload will follow.

The current “minimum staffing” level for patrol operations is two patrol units. CPSM concurs that two patrol officers should be considered the absolute minimum staffing for any shift. The scheduling of only one officer poses significant liability and safety issues and should never be considered as a viable staffing option.

The size of the Exeter community, in terms of geography and population, justifies a two-officer minimum regardless of actual call volume.

The EPD's normal staffing level is two patrol units plus one patrol supervisor (sergeant). CPSM concludes that this is the preferred staffing level for most shifts. As noted by our data analysis, more than three patrol units were typically assigned to each shift during the period of study.

A review of department records indicates that, periodically, there will be no supervisor assigned for a particular shift (or a portion thereof). CPSM views this as a liability concern. It is common for junior officers to be assigned to the overnight shift. It is essential that a supervising or senior officer be assigned at all times, particularly during this period when the headquarters is closed and there are no other supervisors on duty. In many departments the size of the EPD, a corporal or “master police officer” is assigned and serves as supervisor. This is appropriate, but there are no such ranks or designations in the EPD. As such, it is important to schedule a sergeant on each and every shift.

If necessary, the assigned patrol sergeant can be assigned to a patrol sector. Therefore, if only two patrol units are available for a particular shift, it should be one police officer and one sergeant. Again, we do not recommend that two police officers work without supervision.

CPSM believes that this level of minimum staffing is sufficient to provide an adequate level of patrol presence and supervision for the Exeter community, based upon past levels of calls for police service. During certain hours, additional officers can be assigned for directed enforcement and community policing efforts.

The current patrol schedule was thoroughly analyzed. It has apparently been in place for many years. Relative to other departments the size of the EPD, the patrol schedule for the EPD is rather unique.

The current collective bargaining agreement describes the various shifts that patrol officers may work (article VII, sec. 7.1). There are six distinct shifts for patrol officers. They are generally classified as being either a day, evening, or midnight shift. Starting and end times vary so as to provide maximum coverage. The EPD's efforts to develop dynamic staffing is commendable. Unfortunately, it results in a rather complicated work schedule.

Department records indicate that the EPD has regularly experienced difficulty in maintaining minimum staffing levels due to the current number of full-time police officers assigned to the patrol division. The department has been expending a relatively high amount of overtime costs (approximately \$65,000 to \$70,000 annually) just to maintain minimum staffing levels for all shifts. In other words, whenever a patrol officer calls in sick, a replacement officer must be identified on an overtime basis to backfill that position. Sergeants backfill supervisory positions on an overtime basis as well.

Historically, the department has not offered “comp time” in lieu of overtime to its officers. Rather, the department traditionally has paid the officers additional salary at a higher rate. Use of comp time is common in similarly sized police departments across the United States. Additionally, recent studies have indicated that younger officers (i.e., Millennials and post-Millennials) generally prefer comp time to additional pay. Going forward, the EPD should offer its officers comp time. However, this is an issue that will need to be collectively bargained.

CPSM compared the current patrol schedule with other models that are currently in use in similarly sized American police departments; this includes the Pitman schedule, which utilizes four squads of officers and two 12-hour shifts to provide 24/7 patrol coverage. Our purpose was to determine whether implementation of an alternate staffing model would result in more efficient and cost-effective staffing. In other words, would a different schedule enable the department to provide the same patrol coverage with fewer officers?

CPSM considered several alternate models but found that, due to the size of the EPD and present service demands (as reflected in our data analysis), the present staffing schedule is appropriate. The schedule is comprised of three squads on 8-hour shifts, with a cover shift working 10-hour shifts Monday to Saturday. Cognizant of current service demands, the department has further adjusted this schedule to provide additional coverage during peak times. CPSM believes that the present schedule is an example of “dynamic staffing” that likely maximizes the department’s patrol resources as fully as possible.

No alterations to the current patrol schedule are therefore recommended.

Overall, however, CPSM would characterize the current staffing of the EPD as “lean.” There appears to be no overstaffing whatsoever in the Patrol Division. Indeed, if a police officer were to unexpectedly retire or resign, the department would be hard-pressed to replace that position quickly. Detectives have backfilled patrol positions when necessary.

An EPD sergeant did leave in order to take a job with the New Hampshire State Police and the EPD struggled to provide coverage.

Describing the current situation, one member of the department stated, “all it takes is a retirement or an injury to one of our sergeants and we will be back to shifts with no supervisor assigned.”

The training of a probationary police officer takes more than a year, therefore the department must accurately project when the need for replacement of a patrol officer will arise. This is not always possible in American policing. Police officers and patrol sergeants will frequently leave their jobs prior to retirement in order to obtain another position with another department. A recent study by the Police Executive Research Forum noted that “some officers are leaving to go to another department that offers a couple thousand dollars more per year . . . This puts agencies with limited budgets at a disadvantage.” (*The Workforce Crisis, And What Police Agencies Are Doing About It*, PERF, September 2019, p. 30.)

The unexpected loss of a police officer would therefore cause the EPD to expand a great deal of resources (in terms of overtime costs) in covering a vacancy until a new recruit could be trained and ultimately assigned.

As per the current collective bargaining agreement, police officers bid on particular shift schedules by seniority.

Patrol officers meet with their supervisors at the beginning of each shift (i.e., roll calls) and are provided information regarding events that occurred on the previous shift and current

enforcement priorities. Written directives regarding traffic enforcement in target areas are relayed to officers both verbally and electronically via email.

The department does not have any canine officers. K9 services are available from the N.H. State Police, as needed.

The town has a fairly large commuter population. The EPD provides additional patrols to the train station area when necessary.

Recommendation:

Supplement the Patrol Division by assigning one additional officer. This could be accomplished by either making a new hire or reassigning one detective to the Patrol Division.
(Recommendation No. 1.)

Extra Duty Program

Officers are able to perform "extra duty details" on their days off. The extra duty program is coordinated by the lieutenant. Private parties and commercial entities can contract with the town for the provision of police services. When a request for an extra duty assignment comes into the department, a text message is sent to all police officers and which directs any interested officer to contact the lieutenant. Once one or more officers respond, the lieutenant will consult a spreadsheet with records of past details. It is the EPD's policy to "spread these opportunities around" as much as possible. In other words, if two officers respond to a request for a particular detail, the officer with fewer accumulated extra duty hours will be given the assignment. In this way, the department can monitor officers' off-duty work history to ensure that no particular officer regularly performs an inappropriate number of extra duty details from month-to-month.

CPSM was told that it is relatively common for an extra duty detail to go unfilled. In those instances, uniformed police officers from adjoining communities will be contacted. Any police officers from other agencies who are performing extra duty details within the confines of Exeter are directed to contact dispatch at the commencement of each shift. This is a necessary safety precaution. All such officers are equipped with radios that can communicate directly to EPD dispatch.

The consultants reviewed the department's policies and practices for administering extra duty details and found that they meet or exceed those of similarly sized American police departments.

The town charges a flat rate for extra duty officers (i.e., whether a police officer is assigned, or a sergeant, etc.). A separate administrative fee is charged if a police cruiser is to be utilized. This fee is forwarded to the town's general fund. The fees that are collected in connection with the extra duty program are not forward directly to the EPD's budget, but are earmarked for police equipment. In the past this fund has been used for the purchase of a new police cruiser.

The town's MUNIS system is used to monitor and bill out extra duty details. This is a town-wide budget and payroll system. MUNIS is also used to record other fees collected by the EPD, such as dog license fees.

There are a number of internet-based management software packages currently available that could also be considered for managing the offering and tracking of extra duty details. These programs actively track these assignments and limit the total amount of overtime hours accumulated by each officer. We note that the lieutenant is currently responsible for coordinating the extra duty program. We suggest that this function could easily be transferred to a nonsworn member of the department.

Web-based or Deferred Response

The department should consider adding a feature to its website which the public could use to report certain incidents. Communities around the country have had success with this additional feature for citizens to report minor offenses. Adding a web-based police reporting platform could enable citizens to make reports for harassing phone calls, lost property, minor thefts or vandalism, and identity theft. This method of reporting is an excellent use of available technology. However, industry experience suggests that citizens still prefer the response of a “live” officer to lodge their complaints. Web-based reporting is not a panacea for reducing non-emergency responses, but nonetheless, is an excellent tool to consider.

In addition to the web-based reporting, the EPD could consider staffing a telephone response program to handle certain types of calls. This telephone response or differential response function could be an efficient way for the public report past crimes and make routine inquiries to the EPD; this would eliminate the need to send a sworn officer. Non-emergency calls, such as past crimes, minor property damage, and harassment (all of which could also be handled on the web-based system), can be dealt with in the manner. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a staff member becomes available to respond to the call. Police dispatchers can record reports for certain categories of non-emergency incidents over the telephone. This process could divert non-emergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendations:

- The supervisors' meetings that have been held should continue and be scheduled on a monthly basis. All personnel at or above the rank of sergeant must be required to attend and actively participate in all supervisors' meetings. All the department's operational and support units should be represented at all supervisors' meetings. (Recommendation No. 2.)
- The department should begin to work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and attainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. As the EPD moves forward, and since continued calls for transparency and accountability by American police departments (see, for example, *Final Report of the President's Task Force on 21st Century Policing*) will only become more insistent in coming years, it is recommended that the department begin the process of formulating such a plan now. (Recommendation No. 3.)
- The department currently lacks sufficient administrative and analytical support to maximize efforts and to fully leverage the resulting data that is produced by tracking goals. With additional administrative and analytical support (such as the hiring of a full-time crime analyst) the department's leadership can be provided regularly with a view of the entire organizational landscape; that is, regularly obtain an accurate view of subtle changes in the internal and external work environments and actively engage in “systems thinking” as the ordinary course of business. We believe that the hiring of a full-time crime analyst will yield considerable benefits and greatly enhance operations. (Recommendation No. 4.)
- The monthly supervisors' meetings should be more structured and somewhat more substantive. These meetings should frequently reference the multiyear department strategic plan (when developed), as well as individual unit goals, as a means of checking overall progress toward these stated goals. An agenda should be published in advance of all supervisors' meetings. A review of patrol operations, detective investigations and case

updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting. (Recommendation No. 5.)

- All police departments of the EPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department hold senior command staff meetings (i.e., meetings between the Chief, Deputy Chief, and lieutenant) as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced management meetings (for sergeants and above). (Recommendation No. 6.)
- Minutes should be recorded and maintained for the purpose of accountability (i.e., appropriate follow-up at subsequent meetings). Minutes should be distributed to all participants via the department's email system. (Recommendation No. 7.)
- As each serious crime is discussed, field supervisors and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary. (Recommendation No. 8.)
- It is recommended that the department review the performance information that is currently being compiled and referred to during supervisors' meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a single usable performance measurement system or template [a data dashboard]. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. (Recommendation No. 9.)
- The monthly reports that are currently being prepared can form the basis of a data dashboard system that can record and track any or all the following performance indicators: (Recommendation No. 10.)
 - The total number of training hours performed, and the type and total number of personnel trained.
 - The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
 - The geographic location (i.e., zone) and time of all arrests.
 - The geographic location and time of citations issued.
 - The type and number of civilian and internal complaints (and dispositions).
 - The type, number, location, and time of civilian vehicle accidents.
 - The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.
 - The type, number, location, and nature of all firearm discharges.
 - The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
 - The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved, and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. This means that it is

imperative that officers record all such investigative encounters in the department's RMS. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the *Final Report of the President's Task Force on 21st Century Policing*.

- Response times to calls for service should be actively monitored. The department must develop the ability to actively monitor response to priority one calls. (Recommendation No. 11.)
- It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard. (Recommendation No. 12.)
- An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime. (Recommendation No. 13.)
- It is likely that a variety of administrative issues will be raised during supervisors' meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into supervisors' meetings any relevant administrative issues as they arise. (Recommendation No. 14.)
- The specific performance measures to be tracked and reported at supervisors' meetings and/or included in the data dashboard are entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Additionally, Exeter is a unique community. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed. (Recommendation No. 15.)
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing and resource levels. (Recommendation No. 16.)
- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings. (Recommendation No. 17.)

- Any substantive changes to the current performance management framework or meeting schedule must be communicated to, understood by, and acted upon by all members of the department. (Recommendation No. 18.)
- The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences. (Recommendation No. 19.)
- Open discussions of this type challenge managers and enhance organizational learning opportunities. Supervisors' meetings should be used to reflect upon the following questions: What is happening (in the community)?; How do we know this?; What should be done?; Are our efforts having any effect?; and, How can we tell? (Recommendation No. 20.)
- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a town-wide reduction in the number of domestic violence incidents" or "a 20 percent reduction in motor vehicle accidents with personal injuries." (Recommendation No. 21.)
- It must be mentioned again that training must be represented and must actively participate at all supervisors' meetings. The training officer must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify needed training, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions. (Recommendation No. 22.)
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, supervisors' meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings. Wide participation should be encouraged as the department continues its program of planned change. (Recommendation No. 23.)
- Supervisors' meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Supervisors' meetings have great potential for encouraging brainstorming and innovative problem solving. (Recommendation No. 24.)
- The department's crime analyst should be present at all supervisors' meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether desired results were obtained. Results would then be shared openly during staff meetings. (Recommendation No. 25.)
- Regardless of whether the supervisors' meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data.

Clearly, the department must enhance both the quality and quantity of information that it routinely provides to the Town Manager. (Recommendation No. 26.)

- A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for the purpose of managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to town officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for purposes of public reporting. Town officials must be engaged in the process of selecting performance categories that are most useful. Once this decision is made, a template or "dashboard" could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information. (Recommendation No. 27.)
- It is therefore recommended that the department utilize a standard template to convey pertinent performance information to town officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the Chief and Town Manager agree to include. (Recommendation No. 28.)
- The Chief must continue to meet individually with the Town Manager on a monthly basis to discuss the ongoing management of the department. These meetings would be in addition to regularly-scheduled department heads meetings. These meetings should be more structured and more substantive. The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the Town Manager. This could certainly be the crime analyst. The exact list of performance indicators discussed at these enhanced monthly meetings between the Chief and the Town Manager should be determined by them. The important thing is that: 1) regular (i.e., monthly) one-on-one meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to town officials, and 3) that performance discussions follow a uniform/standardized template or format. (Recommendation No. 29.)
- The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the town's human resource director, and the town attorney's office. These meetings should take place semi-annually and should be used as an opportunity to review the department's past safety, use of force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale. (Recommendation No. 30.)
- The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. (Recommendation No. 31.)
- Unit goals and individual performance targets and goals for members of the service should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan. Ideally, the department's strategic plan would be

directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel. (Recommendation No. 32.)

- The number of false alarm responses, identified chronic locations, and citations issued for false alarms should all be actively monitored and reported upon at monthly supervisors' meetings and to the Town Manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify the causes of the false alarms. (Recommendation No. 33.)
- False alarm reduction should be considered a priority and a major goal of the EPD and should be included in its multiyear strategic plan (e.g., reduce the total number of false alarm responses during 2020 by 10 percent). These efforts must be coordinated with an effective community outreach and information campaign to convey the importance of false alarm reduction. (Recommendation No. 34.)
- Senior staff should look to the accreditation guidelines of the Commission on Accreditation for Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and designing its new performance measurement system. The department should also consider applying for CALEA accreditation. (Recommendation No. 35.)
- Patrol officers and their supervisors should be discouraged from unnecessarily returning to police headquarters during patrol shifts. Every effort should be made to maximize the time spent on patrol, and therefore officers must be directed to perform routine administrative tasks from the field or during their scheduled meal breaks. (Recommendation No. 36.)

TRAFFIC ENFORCEMENT

All patrol officers in the EPD are charged with performing traffic enforcement. There is no separate traffic enforcement unit. This is appropriate, as it is likely not necessary to designate a separate unit to perform this function. One patrol sergeant is assigned to review vehicle accident reports. By doing so, he is able to identify patterns and chronic locations. Based upon our analysis of the department's CAD data, it is clear that the EPD expends a considerable amount of time and resources performing traffic enforcement and addressing traffic-related matters.

Ensuring the free flow of vehicular and pedestrian traffic within Exeter is obviously a current priority for the EPD. Directed enforcement activities are intended to enhance public safety in the downtown area, in and around the schools, at the transportation center, etc. The EPD has been performing a great deal of work in this regard. It is important to have these efforts comprehensively monitored and analyzed and to have resulting data transmitted to necessary parties (that is, to officers performing all shifts within the Patrol Division). A designated traffic analyst would do much in this regard. Once organization-wide performance targets are set, such as "reducing the number of vehicle accidents with injuries by 20 percent," the traffic analyst would be charged with using CAD and the RMS data to determine such things as where accidents are occurring, when they are occurring, what type of drivers and vehicles are involved, and most importantly, why they are occurring.

Recommendation:

- The department should designate, train, and support one uniformed or nonsworn member of the department to serve as full-time or part-time traffic analyst. This function can be performed by an individual serving the department as crime analyst (and would relieve the sergeant from his current traffic-related duties). The traffic analyst/crime analyst should be

trained in and familiar with the DDACTS (data-driven approaches to crime and traffic safety) program. DDACTS is a law enforcement operational model that integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other partner resources. It utilizes geo-mapping to identify areas through temporal spatial analysis and identify locations with high incidences of both crime and crashes, then guides deployment and analysis. (Recommendation No. 37.)

SERT

The EPD does not have its own SWAT unit or emergency response team. It participates in and avails itself of the services of a regional unit that provides support for 12 departments / jurisdictions, and which is known as the Seacoast Emergency Response Team (SERT). The EPD Deputy Chief is an executive officer of SERT. He is trained in crisis negotiations. The lieutenant and two other EPD officers are members of SERT and are certified in various specialties (such as the sniper unit). If the EPD makes a request for SERT response, that request must be made by a member of the EPD's command staff (Lieutenant, Deputy Chief, or Chief).

The training requirements for SERT officers is extensive. National Tactical Officers Association (NTOA) standards dictate that these officers receive a considerable amount of monthly training over and above what is required of the average police officer. The New Hampshire Tactical Officers association (NHTOA) meets every month and operates the state's SWAT school. In light of recent tragedies at public events, SERT members participate in advanced planning and will provide security for large-scale public events upon a particular community's request.

The EPD has been diligent in ensuring that its SERT officers receive all required training. SERT has run scenario-based, full-day (8 hours) team training exercises in and around Exeter. The SERT team includes a psychologist who serves as a negotiations consultant. SERT's entire team of negotiators undergo training as negotiators. Team members who are certified as snipers are provided additional training as snipers. Heavy equipment such as the Lenco armored Bearcat vehicle is kept in Portsmouth, New Hampshire.

SERT has a system in place to minimize the number of unnecessary call-outs. When a request for assistance is made by a local police department, a protocol of threat assessment is conducted by senior SERT members. Initial calls for response are directed to the SERT team commander (a captain assigned to the Portsmouth Police Department). Upper-level authorization is required in order to authorize a tactical response. Team members who are then activated are directed to respond to a rallying point to await directions. CPSM commends the leadership of SERT for devising such a thoughtful and measured response protocol. The consultants have observed many police departments across the U.S. that routinely participate in unnecessary call-outs for tactical units. SERT will generally only respond if "dynamic entry" is required for incidents such as suicidal barricaded persons or apprehension of wanted violent felons. In 2018, SERT had 18 call-outs. This is a relatively modest number considering the regional jurisdiction of this team.

We note that the EPD participates in the One Mind Campaign of the International Association of Chiefs of Police. The program's purpose is "improving police response to persons affected by mental illness." The department also has an ongoing collaboration with Seacoast Mental Health. These collaborative efforts are extremely necessary.

The Deputy Chief is a certified instructor of advanced law enforcement rapid response training (ALERRT) and active shooter training. As mentioned elsewhere in this report, the EPD has an excellent record of participating in joint emergency training exercises with the fire department and emergency medical services.

The EPD is currently attempting to identify all “higher threat targets” (such as a particular business, school, or group residence) within the community in order to preplan for emergencies. This is an excellent example of forward thinking on the part of the department. Preplanning such as this is a necessity in all communities. These efforts should be included in the department’s future strategic planning efforts. The EPD keeps on hand the blueprints for each of the various schools located in Exeter.

COMMUNITY OUTREACH

Community Policing

The department does not have a formally articulated, department-wide community policing plan, nor does it have a formal community outreach plan.

A detective is assigned as community policing / problem-oriented policing officer. As stated elsewhere in this report, this detective is responsible for performing problem-oriented tasks and for responding to nuisance/disorder complaints, such as arranging for the installation of an outdated sign at a particular intersection.

The process for appointment to this position entails an assessment center. Applicants are asked to participate in role-play exercises in order to determine their suitability for this position. Final determination concerning appointment rests with the Chief.

The EPD has traditionally had a robust community outreach program and the department appears to enjoy many strong positive ties with diverse segments of the community. For example, among other things, this detective is primarily responsible for addressing or participating in quality-of-life enforcement; investigation of elderly abuse and exploitation complaints; operation of the Crimestoppers program; adjudicating disputes between neighbors “before they get worse;” placement of the speed enforcement trailer; installation of child safety seats; participation in the Coffee with a Cop program; National Night Out; organizing the department’s baseball cards program; providing fraud talks throughout the community; participation in the Council on Aging; driver’s education talks; and the bike rodeo. Events such as the recent National Night Out (August 2019) have been very well-received by the public. It is important that the EPD maintain and build upon these programs and relationships.

The EPD has sponsored a police Explorer program and is currently considering establishment of a Citizens Police Academy.

Community watch groups have been developed over the years. These efforts should continue.

As stated elsewhere in this report, the EPD has embraced the concept of “community policing.” Recent research strongly suggests that effective community policing strategies require an overarching strategic planning framework or platform in order to be effective. As Gill, et al., (2016) note, “Community policing requires change at more than just the ground level. A ‘true’ implementation of community policing requires full organizational commitment and changes to leadership, structures, information sharing, and decision-making” (p. 5). In other words, effective community policing requires a departmental strategic plan (p. 6) and monthly supervisors’ meetings. If these recommended changes are made, we believe that the EPD will be able to advance its various community policing initiatives even further.

Public Relations

CPSM reviewed the department's website and found it to be functional, informative, and relatively user-friendly relative to those of similarly sized police agencies. The website serves as an effective interface and source of information with the public.

The website offers the department's mission and value statements, a message from the Chief, a local updates page (which appears to be out of date and to contain little valuable current information for the community), a community policing events page (which lists information concerning National Night Out, etc.), and a variety of crime prevention and safety information, as well as links to other services and useful information. Information concerning the procedures for filing a complaint against a member of the department are also posted. Press releases issued by the department are also available through the website, including several related to a robbery suspect.

Several messages and updates concerning community events appeared to be rather dated. For example, a notification concerning the bike rodeo which was held in May 2019 still appeared on the department's website in mid-October. In order to be useful to the public, the department should try to regularly post, update, and remove notifications. The department's community policing detective should be primarily responsible for updating these notifications and for enhancing the site with other useful information concerning identity theft, elder abuse, mail theft, etc. The website could be enhanced through these efforts.

A directory on the department's website contains contact information (i.e., email address) for all sworn members of the department.

The area of public information is indeed a critical one for law enforcement. The access and use of instant means of communication is rapidly evolving the ways in which police departments communicate with the public. The public expects information rapidly, but departments are often not able to meet that expectation. Social media (Facebook, Twitter, etc.) are rapidly outpacing the ability of the police to provide information. Police departments around the country are now leveraging social media to their advantage. Information concerning school lockdowns, weather events, road closures, etc. can be provided proactively to the public before the department becomes inundated with requests for information and updates.

The department's website has limited interactive functionality. Citizens cannot file a minor police report electronically. This is a useful function that has proven to be an effective means of reducing many departments' total calls for service. As stated elsewhere in this report, the department should consider designing such a function for certain non-emergency calls; for example, the past simple theft of a bicycle from an open residential garage. Many police departments across the country have significantly reduced the number of CFS by limiting their responses to only those instances where a uniformed officer is needed. The EPD has historically dispatched a patrol unit to each and every call for service where a citizen requests a police response. That is commendable, but many times results in a wasteful expenditure of resources (by engaging one of the department's patrol units on what could otherwise be handled as a simple request for information). Simply stated, it is not up to the citizen to determine whether a police response is necessary. That determination should be made by the EPD. However, the residents of Exeter obviously have particularly high expectations concerning the quality of police services that they receive.

In the past, the department has been able to dispatch units to these 'unnecessary' calls and has, in fact, frequently done so. While the community policing detective does address these matters and, in fact, performs a considerable amount of work in this regard, he is frequently off-duty when such a call is received. In many instances, the caller will request or insist upon an

immediate uniformed response. Indeed, we were informed by multiple sources both within and outside the department that such "full service" has traditionally been the hallmark of the EPD. However, going forward, it is quite possible that the community can reap substantial cost savings if the department screens CFS more closely and utilizes other methods (such as the department's website) to reduce the need for having a patrol unit respond. (See also, *Managing Calls to the Police with 911/311 Systems*, United States Department of Justice, Office of Community Oriented Policing Services, Feb. 2005.)

The costs and benefits associated with moving towards a web-based reporting system (for minor offenses and complaints) and a system of deferred response must be accurately communicated to the public. The department should make this issue a key component of its public communication strategy and should report on its efforts in this regard.

The department has maintained a Facebook page and a Twitter account for several years. The consultants were advised that the EPD is "now moving towards using them more frequently." We were also advised about a new mass notification system that the EPD and the town plan to utilize. This system, known as RAVE, will enable the EPD to notify the public about ongoing police activity or large-scale public events taking place in town. An interesting feature of the RAVE system is the fact that members of the public can choose to "opt in" for one particular event. There is apparently no need to subscribe to a constant flow of notifications and PSAs from this system. This will likely enhance the total number of subscriptions. Members of the EPD command staff are cognizant of the fact that a variety of different social media platforms should be utilized. The dispatch supervisor has been designated as the person responsible for implementing the RAVE system.

Despite its many laudable efforts to engage and openly communicate with the community, the department does not have a formal written public information / social media strategy.

The Final Report of the President's Task Force on 21st Century Policing (2015) suggests that social media be used to help police departments to "fully engage and educate communities about their expectations for transparency, accountability and privacy," (p. 31) and to "gauge community sentiment regarding agency policies and practices" (p. 32). The Task Force found that the vast majority of American police departments have a Facebook account (82 percent), but not all leverage the platform to its fullest potential.

Social media has now become an essential feature of an effective public information program. It serves to inform and engage the public. CPSM strongly recommends that the department work with town officials and communications professionals to thoughtfully develop and implement its own social media outreach program (utilizing Facebook, Twitter, etc.), a program that would be guided by a broader town-wide public information and community outreach strategy.

A social media policy essentially uses available social media outlets to develop ongoing and two-way communication with the public about emerging events. This would benefit the EPD in the areas of public relations, crime prevention, and criminal investigation. Not only would this be useful in disseminating information about crime prevention and public events, but it would also be useful in receiving and developing information regarding criminal intelligence and public opinion. One member of the department needs to lead and be responsible for a broader communication strategy.

Again, the EPD continually utilizes media to communicate with community stakeholders. It would benefit the department, however, to develop and undertake a formal, comprehensive public information strategy. Additional resources are available to the EPD as it moves forward in this regard.

For example, the national Social Media the Internet and Law Enforcement (SMILE) conference is meant to help police departments use social media as a means of improving law enforcement and engaging the community. The fundamental concept of this organization is to develop social media as a tool to improve policing and prepare departments to avoid the negative consequences associated with social media. The EPD must develop a specific social media policy that is embedded in the context of crime analysis, criminal intelligence, community outreach, and crime prevention.

The department does not have a volunteer or auxiliary police program.

Recommendations:

- The department should work with the town to create and publish a multiyear public information strategy that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The strategic plan would coordinate both the department's public information and community policing efforts. (Recommendation No. 38.)
- CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. An effective public information program is an important part of any department's community outreach efforts. (Recommendation No. 39.)
- The department should continue to have one designated public information officer (PIO) who would serve on the public information strategy group and work closely with the town's communications/ marketing team. CPSM recommends that the Deputy Chief serve as the department's public information officer. The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. (Recommendation No. 40.)
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. These efforts should be evaluated (such as tracking the number of responses to departmental postings on social media or the number of 'hits' on important pages of the department's website). (Recommendation No. 41.)
- The EPD should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support. (Recommendation No. 42.)
- To communicate the overall strategic plan and to solicit feedback from personnel, the Chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department. (Recommendation No. 43.)
- CPSM recommends that the Chief continue his efforts to establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by demonstrating

to community leaders that the department engages in procedural justice and fairness under the law. (Recommendation No. 44.)

- CPSM recommends that the department work with the town to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). This could be part of a wider town-wide initiative, or a separate police survey conducted on the EPD's behalf. Such a survey should be conducted every three to five years. (Recommendation No. 45.)
- CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings. (Recommendation No. 46.)
- The department and the town should actively monitor the results of the community survey that is administered by the department/town. If this survey is administered regularly, it could serve as a valuable "feedback device" for the EPD when gauging the relative degree of effectiveness of its various crime-fighting, traffic enforcement, and disorder control strategies. (Recommendation No. 47.)

SCHOOL RESOURCE OFFICER

In light of many recent incidents of mass violence occurring within our nation's schools, school resource officers now perform a very difficult and challenging job and typify what is referred to as the "guardian/warrior" role.

The EPD currently has one officer assigned as an SRO. This officer is assigned to the high school and reports directly to the Deputy Chief. The school district reimburses the department /town for 100 percent of the officer's salary and equipment. There are approximately 1,700 students enrolled at the high school, plus approximately 250 staff and administrators. The SRO files weekly reports via email to the lieutenant and the Deputy Chief. The duties and responsibilities for this position are clearly articulated.

Exeter does not have its own middle school (i.e., located wholly within the boundaries of the town). An SRO from the Stratham Police Department is assigned to the middle school that borders Exeter (but is physically located within Stratham).

There are no SROs assigned to the two elementary schools located within Exeter. There are other schools located in town, including a charter school (Great Bay), Phillips Exeter Academy, and the Seacoast School of Technology. Due to the size of its campus and its enrollment, Phillips Exeter Academy has a relatively large campus safety department and operates its own 24-hour dispatch center. EPD officers have an excellent relationship with, and have engaged in joint training exercises with, personnel from the campus safety department.

The EPD has a clear strategy for its school resource officer. The activities of the SRO seem to be very well integrated into the other operations of the EPD.

From a security standpoint, the SRO office at the high school is ideally situated, secure, and very well designed. It is located just off the main entrance. The walls are constructed of appropriate materials and the glass windows, which are bullet resistant, provide excellent visibility and security. Indeed, the entire high school provides an enhanced level of security for students, faculty, staff, and visitors.

The SRO performs a variety of order maintenance functions in and around the high school and also delivers instruction to students. For example, the ALICE “active survival training” (i.e., what to do in any type of emergency) course has been delivered in the school. This training has been delivered by the SRO to approximately 500 staff members and others in the high school auditorium. Teachers who were in attendance were directed to provide and reinforce this training to their students. The high school has conducted a barricade drill and an evacuation drill. We were informed that “the school district is very proactive” in this regard.

On several occasions, the SRO has been invited to serve as guest lecturer in a government class for juniors on ‘street law.’ This class is designed to provide students with basic information concerning their civil rights, constitutional law, etc. A significant part of this lesson apparently relates to the requirements of a “youth operator” driver’s license. This is obviously very useful and relevant information for 11th graders. This lesson is apparently delivered two times per year (that is, once each semester).

The school system utilizes an evidence-based (i.e., not qualitative) assessment protocol for evaluating students who potentially propose a safety threat to themselves and others. This protocol is part of a program sponsored by the National Behavioral Intervention Team Association (NaBITA). The program includes a risk rubric, known as the D-scale, which characterizes students as either: developing, distressed, deteriorating, or decompensating. Summary risk levels are classified as being either mild, moderate, elevated, or critical. Programs such as these are critically important for maintaining safety and security among school populations. The EPD is to be commended for its proactive steps in cooperating with school district officials to minimize safety risks.

The SRO is equipped with her service weapon and less than lethal equipment. While stationed at the high school, she is not equipped with a patrol rifle.

The EPD has a formal process for selecting officers to serve as SROs. Applicants must attend and successfully pass the SRO training course, which includes a variety of specialized training topics such as adolescent suicide prevention.

The SRO frequently communicates and interacts with students, faculty, administrators, and parents. The SRO also frequently interacts with patrol officers and detectives and every effort is made to coordinate their activities. Formal and informal meetings are regularly held in order to “track particular issues” and to discuss “what’s going on” in Exeter’s schools.

It should be noted that the SRO appears to be quite diligent in maintaining open communications with students. Rarely have the consultants encountered an SRO who has apparently internalized the mission of his/her assignment so strongly and embraced his/her role so firmly. The SRO attends student graduations, sporting events, and open houses and appears to have become part of the fabric of the high school community. The EPD is to be commended for the manner in which it selects, trains, supervises, and supports its SRO.

EPD officers will perform extra details at high school football games (typically two officers per game; for the homecoming game, there will be four officers assigned).

We were informed through multiple sources that the SRO maintains “good communication with patrol officers and detectives.” This is indeed essential. We were advised of several instances where patrol officers would communicate concerns to the SRO in order to provide information or a request for outreach to a particular student. Communication of this type is key to any successful school resource officer program.

While a comprehensive physical security study / audit of the high school (which was built in 2006) was beyond the scope of the present engagement, the CPSM consultant did conduct a

rather comprehensive walk-through analysis of the main building and grounds, accompanied by the SRO. Exterior doors were found to be locked and alarmed. These doors contained an interesting feature that is only observed in new, more secure school buildings. These doors are equipped with a silent alarm that immediately registers at the monitoring station but does not initiate an audible alarm for the first 30 seconds (approx.). If the door remains open longer than that, an audible alarm will sound. This feature was created due to the frequency of students holding doors open for other students. Again, any time one of these doors is open an electronic signal is sent immediately to the monitoring station. This feature was tested during the consultant's walk through and there was an immediate and appropriate response made to the alarm on the part of school staff.

CPSM was advised of certain intermittent police radio transmission problems that have been encountered at the high school. We did not, however, personally observe the occurrence of this problem. There are apparently particular "dead spots" where either the SRO or a patrol officer may still be able to receive transmissions, but may not be able to transmit. We were told that weather contributes to this problem. Communication problems such as these pose a significant public safety and liability risk for the town, the department, and its employees. Every effort should be made to correct this problem immediately.

Interior hallway doors located throughout the building can be automatically closed during the school lockdown.

Perhaps the most impressive security feature at the high school is the abundance of security cameras. We were informed that there are approximately 150 cameras situated strategically throughout the campus, both inside and on the exterior. These video cameras are of a sufficiently high quality that they provide a high degree of clarity and acuity. They also have pan, tilt, and zoom features that allow operators to monitor persons and places with great precision. These cameras provide a live feed of contemporaneous events to operators within the school district and within the high school building. Thus, the SRO has the ability to monitor events in and around the building from her office.

Live feeds from these cameras are also displayed in the communications center of the EPD. Dispatchers can monitor each of these cameras and immediately communicate instructions to the SRO, to responding police officers and first responders, and to 911 callers during an emergency. This is an excellent feature that provides an enhanced level of security for the high school community.

District-wide school safety meetings are held approximately twice a year. The SRO attends and actively participates in these meetings. The school safety coordinator for the district is a former EPD chief of police. The high school is, unfortunately, situated near a facility owned by a firearms manufacturer. In the ordinary course of business, this facility will host firearms training on its premises. We were informed that "you can sometimes hear live fire going on over there" from the high school parking lot. This is obviously problematic in terms of maintaining school safety and order, as ALICE training requires individuals who hear gunshots to take certain protective measures. Nevertheless, this situation has not resulted in any negative consequences thus far.

Recommendation:

- Nationwide, patrol rifles have become standard issue for SROs. While assigned to the high school, the SRO should be equipped with a patrol rifle, provided that it is properly and fully secured at all times. Rather than securing it within her patrol vehicle, we recommend that the rifle be stored within her office in a fully secured firearms safe/locker that is secured to the floor. (Recommendation No. 48.)

SECTION 4. INVESTIGATIONS

The EPD's Investigative Division is supervised by the lieutenant and staffed by one detective sergeant and four detectives. The department's detectives perform all types of criminal investigations. If additional resources are required, such as in connection with a criminal homicide, the state police can provide support.

One detective is designated as the department's "narcotics detective." This individual is a member of the Rockingham County drug task force. As such, he assists the task force in major cases and investigations, and receives intelligence as part of the task force's ongoing operations. In addition to the duties associated with this position, this detective maintains a caseload of non-narcotics-related investigations and routinely serves "on call." Most EPD detectives, including the detective sergeant, are scheduled to work Monday through Friday from 7:30 a.m. until 3:30 p.m. We were advised that "if something is going on at night, we will change our hours [to address it]."

One detective is assigned as the "juvenile detective." This investigator is a member of a statewide internet crimes against children task force. He has been involved in child pornography cases. The juvenile detective also works closely with the school resource officer (SRO) and routinely serves "on call."

There is a "community policing/problem-oriented policing detective." His sole responsibility is to address traditional community policing concerns (such as disputes among neighbors, or nuisance complaints) and to perform community outreach and crime prevention duties (such as the delivery of elderly fraud lectures at senior centers and coordinating the department's efforts in connection with National Night Out). CPSM notes that while these duties and responsibilities are indeed critically important to the EPD, they are traditionally performed by individuals assigned to a patrol division, rather than an investigative division.

One detective is designated as a general investigation detective.

Some assignments to the Investigative Division are permanent, while others are rotating, temporary (two to four) positions. Investigator positions are posted. Applicants are not required to take a written examination. Rather they are directed to write a letter of interest that is to contain an account of one's arrest activity and personal record, as well as all pertinent training classes taken. They then participate in an interview process with the deputy chief, lieutenant, and detective sergeant.

One detective has recently been certified in Cellebrite data recovery; therefore, he has the ability to download information and images from cell phones.

EPD investigators do not participate in any regional violent crime, or property crime, task forces.

Detectives continually meet with one another; therefore, they do not hold structured meetings. The consultants were advised that the detectives perform analysis and share information with the Patrol Division concerning persons of interest or whenever crime trends or patterns are noted. The detective sergeant and detectives have shared such information with patrol officers and their supervisors at roll calls.

As mentioned elsewhere in this report, regional detectives' meetings are periodically held. Detectives from the State of Maine and FBI agents have also attended these meetings in the past. When these meetings are held elsewhere, one detective from the EPD will attend, take notes, and share this information with the rest of the EPD, including patrol. These meetings

typically last between one and two hours. There is also a mass email system, whereby detectives from various agencies throughout the region can communicate with one another. We were advised that this “functions like a fusion center.”

While the detective sergeant does closely monitor all investigations conducted by this unit, he does not use a database or electronic data management system (such as a module in the RMS) to analyze and compare real-time performance data for the unit. Rather, the sergeant tracks workflow on a board and accesses the RMS to prepare monthly activity reports for individual detectives and for the entire unit. The monthly activity reports were reviewed and found to contain little useful performance information. The unit was therefore unable to describe average clearance rates by unit or per detective, or the total number of computer forensic investigations that were conducted, the total number of cell phone data downloads that were performed, the total amount of stolen property that was recovered, the number of witnesses interviewed, the number of preservation letters that were prepared (in order to preserve a Facebook account), etc.

We were advised that detectives “will sometimes be involved in a case even though they don't open a case for it” and are therefore “sometimes not linked to a case.” There was also no documentation concerning the amount of time or resources expended by detectives assisting one another or patrol officers on particular cases, the total amount of “court time” expended by detectives and by the unit, the total number of surveillances set up, or the total number of crime scenes processed by detectives. This is data that should be regularly monitored in order to allow the EPD to make a determination as to how many detectives should be assigned to the Investigative Division.

A review of the August 2019 activity reports for the division suggests that no detective had more than seven “active” cases and that the average open caseload for this period was far less than that.

One detective is assigned to maintain the department sex offender registry. This includes residence checks, visits to police headquarters, and random visits. Photographs are taken of each individual on the registry at least once each year. These records were reviewed and found to be in proper order.

Basic statistics such as average clearance rate for the unit and per detective were not available. Similarly, it was not possible to easily determine how many felony arrests had been made by the unit, how many warrants had been executed, or how many illegal firearms the department had seized. This information is certainly available, but it wasn't being actively tracked. This should be viewed as a significant operational limitation for the division, as it is impossible to determine how productive each investigator is due to a lack of ongoing performance assessment.

The dearth of performance data for this unit makes it virtually impossible to accurately measure the quantity and quality of work being performed, as a means of analyzing the adequacy of current staffing levels. This is unfortunate. Absent such data, however, CPSM generally presumes that that an investigation unit is overstaffed, and can absorb the reassignment of personnel (in this instance, one detective to backfill a patrol officer position). We recommend that the command staff seriously consider this recommendation and insist that the Investigative Division immediately begin to document and produce data to accurately reflect the quantity and quality of all work performed by this unit.

Some secretarial support is available to the unit, although no personnel are permanently assigned to this unit.

Recommendations:

- The EPD should immediately perform an analysis by drawing information from the RMS and from case files and other department records to determine exactly how large of a caseload each of the detectives is presently handling. Historical data should also be analyzed. In the future, this information must be actively monitored in real time and reports should be submitted to command staff on a monthly basis in order to enable the department to determine whether the Investigative Division is currently understaffed, right-sized, or overstaffed. If indeed, EPD command staff determine that caseloads are relatively low, it should be possible to transfer one of the detectives back to the Patrol Division in order to backfill patrol operations. This would be a wise and efficient use of resources. (Recommendation No. 49.)
- The Investigative Division should discontinue its efforts to convene monthly intel meetings separate and apart from monthly supervisors' meetings. Instead, it should work with the department's leadership to combine in-depth discussion and analysis about recent criminal activity, patterns, and wanted persons into the ongoing monthly supervisors' meetings. Detailed discussions about recent crimes and ongoing investigative efforts should be incorporated into the structure of the supervisors' meetings. Patrol supervisors must be present and actively participate. The Investigative Division should be encouraged to hold additional meetings among themselves, as necessary. (Recommendation No. 50.)

As it is impossible to accurately measure the actual level of work performed by this unit, it is not possible to make a definitive recommendation regarding appropriate staffing at this time. Nevertheless, even with the absence of comprehensive performance data, it is reasonable to question the appropriateness of the current size of this unit relative to the size of the department, the size of the community, and the actual amount of reported crime within the community.

CRIME ANALYSIS

At the time of the CPSM site visit, no sworn or nonsworn member of the department was performing the crime analysis function on either a full-time or part-time basis. This varies from best practices in American policing.

The designation of an individual to perform evidence-based analysis of crime and traffic data enhances understanding of local crime / disorder and vehicle accident hot spots and leads to suggestions for effective investigative and enforcement responses.

CPSM feels quite strongly that a department the size of the EPD, and a community such as Exeter, requires a full-time crime and traffic analyst. If that is not possible at present, a part-time hire would suffice in the short term. What is necessary is that this individual devote his/her time exclusively to this very important function. Much like the property and evidence function, crime analysis is not something to be casually undertaken. Crime analysts today are an essential component of any public safety program, and crime analysts across the county are linking up via professional development activities and open access feeds to share real-time data at unprecedented levels. Some might think that the relatively low level of violent crime in Exeter suggests that there is no need for a full-time analyst position. This is untrue. Public safety entails far more than suppressing violent street crime. Many similarly-sized police departments employ crime analysts who also perform traffic analysis. Exeter should not fall behind in this regard.

This is not to say that crime analysis is not presently being performed within the EPD. On the contrary, a considerable amount of crime data and criminal intelligence analysis is presently being performed (as described below). The point here is that no one individual has been

permanently assigned to focus solely on this function. This should be considered a significant operational limitation that unnecessarily restricts the overall effectiveness of the EPD's various crime-fighting, disorder control, and community policing initiatives.

As mentioned elsewhere in this report, shift briefings (i.e., roll calls) take place at the commencement of each shift whereby patrol supervisors provide informal training and informational updates to patrol officers. These briefings are both substantive and highly effective.

Detectives routinely attend roll call briefings at the commencement of shifts. We were told that "one or two detectives typically attend each roll call." A great deal of substantive information is conveyed during these briefings.

The Chief, the Deputy Chief, and the lieutenant currently perform a considerable amount of analysis. Patrol supervisors are also responsible for detecting trends and patterns. Information concerning directed patrols is forwarded to patrol supervisors. While this analysis can be termed "comprehensive," it certainly is not systematic. This analysis has nevertheless been effective as it has led to directed patrols that have, in several instances, led directly to arrests. Patrol officers are also directed to record locations in the community where hypodermic needles are found. This indicates a forward-thinking approach to crime analysis.

EPD officers who are directed to perform "door checks" during their shifts have generally been quite vigilant at documenting these activities through dispatch (i.e., on the CAD system). Officers are required to leave their patrol vehicles and physically check these locations on foot. This is an excellent practice that should be continued.

County-wide "detectives' meetings" are held each month. The location for these meetings varies, as police departments take turns hosting them. The EPD hosts these meetings approximately two times per year. Since the EPD does not have an appropriate training room, these detectives' meetings take place in the training room located at the fire department's headquarters. From a security standpoint, intel meetings such as these should generally not be convened in a nonpolice facility.

A considerable amount of information is shared among investigators from the various police departments. For example, a daily information brief issued by the New Hampshire Information and Analysis Center (NHIAC), September 6, 2019, included information concerning recent larcenies, the passing of counterfeit currency, a suspect wanted in connection with a sex crime, and a suspect wanted by the FBI violent crime apprehension program (VICAP). Information such as this is frequently shared with patrol officers electronically via the department email or personally through roll call briefings.

Because the EPD utilizes an RMS that is used by other departments throughout the state, EPD officers and detectives have the ability to see whether records and reports have been prepared by those other departments. In essence, EPD officers are able to "look inside" the RMS of these other police departments to determine whether a particular report has been prepared. It should be noted, however, that EPD officers may not open and actually view the contents of these reports. Nevertheless, it is quite helpful to have this capability.

NHIAC has designated an intelligence liaison officer for Rockingham County.

EPD detectives do not meet formally as a unit. The consultants were advised that, in the past, weekly meetings such as this were held on Monday mornings, whereby the detective supervisor and all detectives would discuss ongoing cases and investigations. Meetings such as these are critically important for all detective units as a means of openly sharing information and for evaluating and assessing the quantity and quality of work being performed by detectives.

The department must be able to conduct thorough and more rigorous crime analysis and criminal intelligence gathering to support criminal investigations and crime reduction initiatives in general. The role of a permanently-assigned crime analyst can do much to improve the department's operations.

The duties and responsibilities for a crime analyst position must be clearly articulated and should include a description of all studies, analyses, and reports that must be produced regularly.

The department should also designate one person (perhaps the crime analyst) to regularly perform traffic analysis; that is, to routinely query the department's RMS to analyze crash reports and identify geographic and temporal patterns that could guide enforcement efforts. Recommendations for performing these analyses and strategically guiding the department's traffic enforcement efforts are presented elsewhere in this report.

The department currently does not utilize any commercial platform (such as Lexis/Nexis Community Crime Map) to provide timely and accurate crime data to the community via crime maps. This information can easily be linked to the department's website portal. The provision of timely and accurate crime maps to the community, without revealing sensitive operational details, should be considered a necessity in terms of: 1) developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the *Final Report of the President's Commission on 21st Century Policing* (2016)); as well as 2) reducing overall fear of crime through fostering open communications with all segments of the community.

Once a crime analyst has been appointed, the department should avail itself of free training and online support from such organizations as IADLEST and the Federal Bureau of Justice Assistance (BJA), which offers free workshops and webinars for crime analysts.

Traffic enforcement is performed by patrol personnel. Traffic analysis (that is, identification of patterns, dangerous locations, etc.) is performed by supervisors but, like crime analysis, it is conducted in more of an ad hoc fashion. Since traffic conditions are such a pervasive issue in Exeter, and since traffic enforcement is such an important part of the EPD's overall operations, it is important that one member of the department be assigned to perform traffic analysis at a rather sophisticated level and disseminate this information throughout the department.

Recommendations:

- The department should designate, train, and support one uniformed or nonsworn member of the department to serve as crime analyst. That individual would be charged with the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and "hot persons." The crime analyst should be directed to develop "actionable" analysis, that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. Despite the relatively low rate of reported violent crime in Exeter, it is likely that the town warrants a permanent, full-time or part-time position. It has been the experience of the consultants that most police departments the size of the EPD have a designated (either uniformed or non-sworn) crime analyst. (Recommendation No. 51.)
- The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated crime analyst dedicate at least ten hours per week to the analysis of crime data. (Recommendation No. 52.)

- The crime analyst must become an active participant in all supervisors' meetings and a partner in all planned investigative and tactical operations. It is imperative that the crime analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides. The EPD must articulate the specific duties and responsibilities of both the crime analyst and the traffic analyst. The crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the International Association of Directors of Law Enforcement Standards and Training (IADLEST), the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for effective, free support in developing and maintaining his/her analytical skills. (Recommendation No. 53.)

NARCOTICS

At the time of the CPSM site visit, there was one detective functioning as narcotics detective. As mentioned elsewhere in this report, this detective is a member of a regional task force that is primarily charged with conducting large and medium-sized narcotics investigations in the region. As a member of the task force, this EPD detective has participated in several significant investigations. It was unclear, however, exactly how many investigations were conducted by this detective, how many arrests had been made, what quantity of narcotics had been seized by this particular detective, how many search warrants had been executed and or applied for by this detective, etc. We were advised that this type of particular performance data is not actively tracked by the EPD. We were also advised that the department is currently unable to determine how much of this detective's activities have taken place within the confines of the Town of Exeter. In other words, it is difficult to quantify what if any benefit has been accruing on the part of Exeter with regard to this detective's activities.

In the absence of such data, it is difficult to justify the assignment of one full-time detective to the narcotics function.

PROPERTY AND EVIDENCE MANAGEMENT

It should be noted that the consultants were directed to perform an "as is" assessment of current policies and practices regarding all functions, including that of property and evidence management. Therefore, we did not engage in any detailed review or analysis of any past practices, policies, or events.

At the time of our site visit, the property and evidence management function was being performed by the detective sergeant and another detective. They are supervised in this function by the lieutenant. Both have attended and successfully completed a two-day property room management training class offered by a private vendor.

The property and evidence module of the department's IMC records management system (RMS) is used for managing the receipt, retention, transfer, and disposal of all items. Members of the department reported a high level of satisfaction with the functionality of this module. The current system does not utilize bar coding. The department apparently purchased bar coding equipment several years ago, but is not currently utilizing it. Bar coding of all items is generally recommended. However, the department's current procedures ensure that the tracking of locations and transport/transfer of evidence and property is recorded in the RMS.

The property and evidence that is received by the department is processed and stored within the police headquarters building.

At the time of our visit, the outer door to the property office and property room was secured by a coded lock. The detective sergeant and the detective who perform the property and evidence function are the only two members of the department who possess the code for this door. This door is alarmed. The alarm rings in dispatch. CPSM notes that the quality and construction of this door is adequate, but that the wall area surrounding the room is constructed only of sheet rock. It would, therefore, be relatively easy to break into the property room without forcing open the door. This is not consistent with best practices in property and evidence management.

The headquarters building is not equipped with electronic card access devices (key card readers). Information regarding name, time, and date of entry is therefore not electronically recorded. Two video cameras are installed at either end of the hall leading to the property and evidence office. They provide a live video feed that is monitored at dispatch. There is no camera located in the small hallway directly leading to the property room. Thus, there is no camera coverage for the area immediately in front of the property room door. Nevertheless, the approach to the small hallway leading to the store is covered by two video cameras. In the case of an alarm trip, dispatchers are required to notify a supervisor.

Procedures for the intake, safeguarding, and disposition of property, and maintaining chain of custody for evidence, etc., are set forth in the department's general orders. They were reviewed and found to be appropriate and consistent with those of similarly sized departments.

Security and access control for all areas were found to be appropriate.

There is a small evidence processing area on the main floor of the headquarters building. This "bag and tag" area was inspected and found to be suitable for its intended purposes. The area is monitored by a video camera. Policies and procedures regarding the weighing and packaging of seized narcotics and the double counting of currency were reviewed and found to be appropriate.

Suspected illegal narcotics that come into the possession of the department are tested at the headquarters building by means of a narcotics identification kit (NIK test). Results of these field tests are recorded, items are entered into the department's property and evidence management system, and suspected illegal narcotics are sent to a state police laboratory in Concord. Proper precautions are taken to ensure the chain of custody / evidence.

The property and evidence that come into the custody of EPD officers during the normal course of police operations are placed into locked temporary storage lockers. An evidence log is used to record the time and date of all property deposited. These are not "non-pass through" lockers. Rather, evidence drop lockers (small and large) are used. The property drop lockers were inspected and were found to be properly secured and appropriate for their intended purposes. Lockers can be accessed by officers to deposit evidence 24 hours a day and any day of the week. These lockers can only be opened by the property and evidence detectives to process and store the items. These lockers are emptied each morning. One large locker is available for bulk items.

Police officers who voucher property and evidence will create an electronic record that indicated that property has been deposited in these lockers. A record of receipt and removal is also made in an electronic evidence log. The property and evidence detective creates a record for each item in the property and evidence management program. A property number is assigned and is linked to a specific case number. Once this record is created, all times are

recorded, and a storage location is assigned. During our site visit, the consultants reviewed the electronic records for items and found them to be complete and accurate.

There is a separate, secured room just off the main property room which is used to store firearms, currency, and narcotics. The larger main property room is used for all general items of property and evidence. Additional, off-site secured areas are located at a highway department facility and used for the storage of bulk items, such as bicycles.

This inner "gun room" was physically inspected and found to be secure. The door to this room and the wall area around the door were found to be constructed of appropriate materials.

Biological evidence such as bodily fluids, DNA samples, and sexual assaults kits were stored in a refrigerator. Upon physical inspection, this refrigerator was found to be functioning properly and secured. This is consistent with best practices in evidence management.

Firearms that no longer need to be retained for evidence or safeguarding purposes should be routinely disposed of. Disposal of firearms requires formal dispositions and court orders.

The department reports that a full inventory of the property and evidence unit is presently underway. This is being conducted on an overtime basis by the detective sergeant and the detective who serve as property and evidence managers. At the conclusion of the comprehensive audit, they will prepare a memorandum to the Chief detailing the results of their audit. Additionally, the security code for the main property room door will be changed at that time.

Random spot audits of currency, weapons, narcotics, and jewelry are included in the department's monthly "spot" audits.

At the time of the CPSM site visit, firearms, currency, and narcotics were separated and properly secured. However, the cabinet / locker that is used to store such items should be upgraded to a higher-quality, more secured area (such as a safe or reinforced metal cabinet).

Adequate space is provided for the storage and safeguarding of bulk property items, bicycles, and vehicles.

An appropriate space is available for processing vehicles.

The department has not conducted "spot" audits to ensure that all items of property and evidence are stored properly and accounted for and that all accompanying paperwork and electronic entries are complete and accurate. Spot audits of this type are a standard practice in most American police departments, and they should, generally speaking, be conducted by a supervisor several times each year.

Based upon our review and inspection, we believe that all of the department's procedures and practices for property and evidence intake, storage (packaging, labeling, etc.), transfer, release, and destruction currently conform to or exceed those standards set forth by the International Association for Property and Evidence (IAPE) and best practices employed by similarly sized American police agencies.

Unwanted prescription drugs that are dropped into the secured container located in the lobby of the headquarters building are collected twice each month by the property and evidence managers, properly secured and accounted for, and are regularly disposed of.

The EPD utilizes propertyroom.com to auction off certain high-value items that no longer need to be maintained. Any funds generated in this regard are forwarded to the town's general fund.

Firearms that no longer need to be stored or safeguarded by the EPD have been periodically destroyed and disposed of. In some instances, firearms are disposed of out-of-state by PropertyRoom.com.

The department periodically destroys narcotics that are no longer needed for evidentiary purposes (typically done in the autumn). The property and evidence detectives transport items to a local private facility (waste disposal company) where the materials are incinerated in their presence. Other police departments utilize this facility for the same purpose and a "joint burn" is conducted. Proper precautions are taken to ensure the integrity and security of this process.

Recommendations:

- The department should obtain all necessary court orders and schedule a firearms destruction date at least once per year. (Recommendation No. 54.)
- Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as property and evidence technician/custodian. This individual must be actively engaged in professional organizations/associations of property and evidence management professionals, as well as undertake a continuing course of professional development and training. (Recommendation No. 55.)
- From a liability standpoint, it is imperative that the department develop and adhere to a strict schedule of destruction for unneeded items of narcotics and firearms. It is recommended that the internal affairs / professional standards supervisor oversee the purging of these items. (Recommendation No. 56.)
- The EPD should continue its monthly spot audits of property and should also have a schedule of regular property audits. A comprehensive all-items audit should be performed every few years. Ideally, in addition to an EPD supervisor, this audit would be conducted with a supervisor or property and evidence custodian/professional from another law enforcement agency (such as the Portsmouth Police Department or the New Hampshire State Police). (Recommendation No. 57.)

CRIME SCENE

The department does not operate its own crime scene unit,

The EPD does not have a forensic crime scene unit, nor does it employ full-time evidence technicians. For misdemeanor offenses, patrol officers will take photographs and collect latent prints from the crime scene. Detectives will process crime scenes for felonies. For major cases, such as homicides, the New Hampshire State Crime Laboratory Division may be requested to process the crime scene. The EPD did not have any statistics available as to the number of crime scenes the department processes on a yearly basis.

SECTION 5. PERSONNEL, TRAINING, AND PROFESSIONAL STANDARDS

RECRUITMENT AND SELECTION

For the past several years, the CPSM consultants have observed there to be a nationwide shortage in qualified police applicants. New Hampshire appears to be no exception. We are frequently advised by recruiting officers that “nobody wants to do the job anymore.” Additionally, when a large municipal police department in a region undertakes a hiring initiative, there will be a resulting shortage of viable candidates for all smaller departments in the region. The EPD is therefore facing significant hiring challenges. These challenges are discussed in detail in a recent report by the Police Executive Research Forum (September 2019). Despite these challenges, the EPD has been successful at developing and maintaining institutional contacts and utilizing an array of recruitment advertising techniques in order to identify and attract viable candidates. The department is to be commended for its efforts.

A detailed comparison and analysis of police officer salaries in New Hampshire is beyond the scope of the present report. Nevertheless, CPSM notes that EPD salaries appeared to be relatively low compared to other departments in the region. While EPD salaries are quite consistent with those offered to police officers throughout the state of New Hampshire, the EPD's location in the southern part of the state forces them to compete with larger, out-of-state (i.e., Massachusetts) agencies. Thus, when compared to the salaries offered by larger departments, the EPD's salaries for both police officers and dispatchers are likely to appear to be low. This can severely compromise recruiting efforts. The town should examine this issue more carefully.

The Chief and the Deputy Chief are responsible for recruitment and hiring. Ideally, one person at or above the rank of sergeant would be designated as the EPD's hiring and recruitment officer (perhaps, in addition to other functions, such as department training officer and/or professional standards supervisor). General Order 05-40 authorizes the Chief to “designate other department personnel to coordinate specific components of the recruitment and selection process.”

Like all similarly-sized American police departments, the EPD will need to substantially enhance its recruitment and retention practices. It should develop a hiring and retention plan, with specific goals that should be tracked and reported on via the department's monthly management meetings, new strategic plan, and annual reports.

For example, Indeed, the online employment clearinghouse, currently lists advertisements for police officer jobs in Chester, Hampton Falls, and Salem, N.H. When the EPD advertises, some online forum such as this should be used. PERF has found that traditional sources of police applicants, such as the military or local community colleges, can no longer be relied upon to provide sufficient candidates. That is not to say that the community policing officer should not attend job fairs, such as at the local community college. Those efforts must continue. But new and innovative recruitment techniques must be used. There is currently great competition for viable candidates. The EPD needs to devise a detailed strategy to find a diverse group of qualified candidates, even just to preserve current staffing levels.

Retention has also been a problem for the EPD. The consultants were advised of several situations in recent years where a rather experienced officer chose to leave the EPD. Such events are particularly disruptive for a department the size of the EPD, due to its relatively lean staffing. The problem becomes particularly acute when the individual who leaves is a sergeant.

The EPD's hiring practices are detailed in the General Orders (05-40). A local community college (Great Bay C.C.) administers a written police officer examination for several towns in the region. The college participates somewhat in the recruitment process. As stated in the general order, "at least biannually, in conjunction with the testing cycle established by the Great Bay Testing Alliance, a mailing of recruitment fliers shall be directed to two- and four-year colleges and universities in the New England area that have criminal justice programs" (section VI, Page 2). A number of other recruitment practices are described.

The college will score these exams and produce a list of individuals who have passed. Once the list is promulgated, departments such as the EPD are free to contact applicants to schedule and host oral board interviews, which are conducted by a supervisor and a police officer or detective.

Lateral hires (i.e., individuals with prior work experience as a certified police officer) need not take the police officer examination. All other requirements (such as background investigation and field training) apply. Interestingly, the total number of in-state lateral hires that a department makes is an indication of what local professionals think of the reputation and pay scale of a particular department. Records indicate that the EPD has not made as many lateral hires in recent years.

Once a candidate passes the oral board interview, a conditional offer of employment is made. This is contingent upon successful completion of a background investigation, a polygraph test, a medical examination, a drug screen, and a psychological evaluation. Background investigations, which include in-person interviews of applicants, are conducted by members of the EPD's detective unit.

Recommendations:

- The department should designate a hiring and recruitment supervisor. With no changes to the current staffing model, this role could be performed by the lieutenant. (Recommendation No. 58.)
- The FTO sergeant should participate in all oral board interviews of police candidates. (Recommendation No. 59.)
- The department should continue its efforts to recruit a diverse body of applicants for the position of police officer. (Recommendation No. 60.)

TRAINING

The department's General Orders (60-01) reference a training committee. The orders state that "the training committee shall consist of all members of the department that are in a supervisory position" (page 2).

The lieutenant serves as the department's chief training officer.

Basic Law Enforcement Training (BLET) / Recruit Training

Recruit training is provided by a police academy sponsored by the New Hampshire Police Standards and Training Council, and which is located in Concord. It serves as the sole source of basic training for police officers (as well as other law enforcement and corrections officers) in the state. The Council offers both a full-time and a part-time police academy. The New Hampshire Police Academy is a 16-week residential training curriculum. Candidates must attend and

successfully complete academy training within six months of the date of hire. Class size is typically 40 to 50 recruit officers who attend training Monday through Friday.

Field Training

Upon completion of police academy training in Concord, probationary officers report to the EPD and are assigned to field training. The EPD has a uniform policy and procedure for the administration and assessment of training of all probationary officers. Probationary police officers who are not lateral hires must undergo the full field training program, which consists of 12 weeks of training. This includes four distinct phases (Phase 1, weeks one to four; phase 2, weeks five to seven; phase 3, weeks eight to ten; and phase 4, a two-week shadowing period). The EPD's field training program is patterned after the San Jose model. CPSM is quite familiar with this model and strongly endorses it. All training manuals, training records, and materials were reviewed and found to be comprehensive, clear, and in proper order.

At the time of the CPSM site visit, the EPD had three certified field training officers assigned to the Patrol Division, one certified detective, and an FTO sergeant (who has served in that capacity for 13 years).

Relative to other departments' field training programs, the EPD's field training program is rather rigorous. In the past, the department has actually terminated officers during this period of training. The EPD has also extended training for particular officers, as necessary. The consultants met with and interviewed the field training sergeant and found him to be quite competent and well-informed concerning best practices in field training.

Again, the 12-week training period can be extended until the probationary officer has successfully completed all of the included training areas.

Probationary officers work during both day and night shifts and spend time in all operational areas of the department.

A field training program team, consisting of the probationary officer's FTOs and their respective sergeant is responsible for the overall development and assessment of the probationary officer's performance. Daily progress reports are prepared after each shift, noting all performances and observed deficiencies. The sergeant also completes a weekly progress report and periodically reviews these reports with the supervisors, as necessary, during the training period. FTOs interact frequently with their sergeant. The FTO sergeant performs a weekly review of the activity of each probationary officer undergoing training and sits down with the officer each week to personally review it. The consultants confirmed that the FTO sergeant has at least one face-to-face meeting with each probationary officer each week.

Training is broken into distinct phases. For example, during the first work week, the probationary officer serves simply as a passenger in the FTO's patrol vehicle, taking no official action unless directed. The purpose of this phase of training is to provide an orientation and to familiarize the probationary officer with the Exeter community and the general operational procedures of the department. During the next several work weeks, the probationary officer will be assigned as many of the enumerated "tasks" (contained in the field training guide) as possible. These written tasks (e.g., computer use and maintenance, radio use and maintenance, response tactics to calls for service, etc.) were reviewed and found to be clearly written, comprehensive, and appropriate for their intended use.

Probationary officers observe and/or train in all operational areas of the department, including criminal investigations, animal control, community policing, and dispatch. During the field training program, the probationary officer will rotate to another FTO on a different work shift.

Every effort is made to ensure that the probationary officer is continually observed and assessed by multiple certified trainers.

During the final week of training, the role of the FTO is simply assessment and evaluation, as the probationary officer is directed to assume full control and authority of all actions and responses. A final review of the probationary officer's performance during the entire field training program, in terms of acquired knowledge and demonstrated skills such as vehicle operation, knowledge of law and department rules and procedures, tactics, community relations, etc., is conducted by the field training program team and the FTO sergeant. A recommendation is then made as to whether the probationary officer should be released from the field training program, having fully and successfully demonstrated all required tasks, have his/her field training period extended, or be dismissed from employment.

Evaluation forms and progress reports were found to be well-structured and appropriate for their intended use. An evaluation guide is provided to establish standards and performance expectations.

The department assigns probationary officers to a minimum of two different FTOs during their training.

The department's field training manual, which is provided to all probationary police officers, was reviewed and found to be clearly written, comprehensive, well-indexed, and appropriate for its intended purpose.

The department's field training materials and related policies and practices concerning field training generally meet or exceed the quality of those of similarly sized American police agencies.

In-service Training

The State of New Hampshire mandates that all police officers "shall complete at least eight hours annually of refresher (in-service) training, exclusive of firearms, first aid, or defensive tactics" (RSA 188-F:26, III, pol 403.01). The state also mandates four hours of annual instruction in the use of force. Thus, all police officers in the state are required to undergo 12 hours of nonfirearms-related in-service training each year.

The state requires that police officers qualify with their firearms at least one time per year.

The consultants reviewed the training records of the department and conclude that the EPD provides far more than the 12-hour minimum of training to its officers each year.

General Order 60-01 states that the staff commander is responsible for all in-service training (III (a), p.1).

The New Hampshire Police Standards and Training Council offers an array of in-service training classes for police officers in the state. These courses are offered to certify police officers free of charge. CPSM notes that, relative to other states, the offerings of the New Hampshire Police Standards and Training Council are somewhat limited. Many other states offer a much wider array of relevant free courses to certified police officers. For that reason, EPD officers are frequently sent to attend in-service training classes offered and sponsored by other police departments in the region. Similarly, several of the in-service classes that have been sponsored by the EPD have been opened to police officers from other agencies. This type of open exchange of training opportunities for regional police departments is a necessary part of police continuing education that should be encouraged.

The EPD has made every effort to provide quality in-service training to its officers, particularly in the area of high-liability, low-frequency activities such as tactical firearms and use of force training. As one member of the department noted, "We do the best with what we have." Tactical training is "reality-based." Rather than merely measuring marksmanship ability, EPD trainers expect their officers to demonstrate proper judgment and decision-making under stress. Stress inoculation during such training is critically important. The EPD should continue its efforts in this regard.

CPSM reviewed the EPD's in-service training topics for the past several years and found them to be appropriate. On average, EPD officers receive far more than the state-mandated average for in-service training. The department's 2019 training budget (approximately \$13,000) is relatively modest, considering the quantity and quality of training that has been provided. This amount should be increased as the department plans for the future.

Due to its rather unique patrol staffing schedule, the EPD needs to provide training to certain officers on an overtime basis. EPD supervisors actively track overtime expenditures related to in-service training. The consultants were advised that it costs the department approximately \$2,500 in overtime costs to perform a four-hour in-service training class for the entire department. This is a relatively modest sum, considering the importance of many of these in-service training topics. From a risk management standpoint, this is certainly an appropriate use of resources.

We recommend that the department continue to seek opportunities to provide immersive firearms simulator training to its officers, by seeking opportunities to utilize equipment owned and operated by other law enforcement agencies in the region.

Officers are also encouraged to identify online or off-site training programs that would enhance their skills and knowledge base. Requests for training are submitted to the officer's immediate supervisor. Once approved, the request is forwarded to the training unit. The lieutenant assigned to the training unit will then contact the school and enroll the officer (this is a function that could certainly be performed by an administrative assistant). Officers will attend this type of training on duty or overtime.

A considerable amount of online in-service training is available to EPD officers. PowerDMS will enable the department to deliver additional online training. Implementation of a system such as this is a very large undertaking. From a technical standpoint, implementation is rather straightforward for a department with a superior IT infrastructure, such as the EPD. What the consultants have observed elsewhere is that the majority of implementation expenditures relate to training and development of personnel concerning the system's use. The key is to utilize this product and all of its available modules and functions fully and properly.

The department does not have a formal multiyear training plan with articulated training goals and assessment measures. Rather, it utilizes an annual training calendar or schedule. The consultants reviewed the 2017 and 2018 training calendars and found them to include training modules mostly related to mandatory recertifications in such areas as rifle and handgun qualification, CPR, etc. The calendar contained several other useful and timely topics that were delivered online or off-site.

The consultants reviewed the department's procedures for requesting, approving, and recording in-service training and found them to be appropriate. Any training request that entails out-of-state training and related travel costs requires approval by the Town Manager's office. Historically, no such request has ever been denied. The department is currently engaged in implementing a new electronic system whereby training requests will be submitted online on a fillable PDF form and reviewed and approved electronically.

A review of the department's training records indicates that EPD officers seek out and obtain a considerable amount of free training.

The administrative module of the department's RMS contains comprehensive personal training records for all member of the department. Course descriptions and certificates are placed in individual files.

Active Shooter Training

We note that the EPD has done an excellent job of providing "active shooter" training to all of its officers. Three separate sessions were held to ensure the participation of the entire department. The training that was been conducted is quite sophisticated, as it includes "warm zone" evacuation training. This entails moving victims to a secured area within a "hot zone" during an emergency and which provides an enhanced level of security and a higher level of care for victims. Training includes instruction in emergency casualty care, tourniquet use, and wound packing. Such training is considered state-of-the-art in connection with these mass casualty situations. Teenage volunteers served as role players for exercises at the high school.

Interestingly, the EPD conducts this training in a very logical and methodical manner. Lessons began with formal classroom instruction. This is followed by instruction in the various tactics that will be utilized during the field exercise. Once this preliminary training is completed, officers will then go out to a designated location within the community (such as a school or a large business) and conduct the actual exercise. Instruction and on-the spot corrections are made by observers/controllers during the exercise if necessary. Tactical debriefs are conducted afterwards.

"Active shooter" training exercises have been held at area schools and businesses. These are joint exercises with the fire department and emergency medical services (EMS). The EPD apparently has an excellent working relationship with these agencies. The department has not conducted such exercises in a school that was in session (that is, filled with students). It should be noted that CPSM's site visit team recently performed a study in a community that underwent a large-scale mass shooting. Community members there are now asking whether it is wise to exclude teachers and students from these, unfortunately, necessary exercises. CPSM makes no particular recommendation regarding the EPD but notes that some communities are now carefully crafting such exercises, or a version thereof, for scheduling during a regular school day. EPD patrol officers are equipped with tourniquets, bleeding control supplies, and AEDs.

In terms of all training, due to general staffing challenges, the department might very well experience somewhat of a challenge with regard to delivery of training concerning the use of PowerDMS. The overall quality and quantity of training would be enhanced if additional time is made available for end-user training.

Supervisor Training / Executive Development

The New Hampshire Police Academy offers a "basic supervisor's course." The academy does not offer upper-level executive development courses.

The EPD has an explicit "field training program" for newly-promoted sergeants. The consultants reviewed the materials and forms used in connection with this program and found that they meet necessary guidelines for such programs. We note that these training materials have not been reviewed or updated for several years. Probationary sergeants are evaluated in all operational areas of the patrol function, similar to the training of probationary police officers, with emphasis upon the role of the supervisor.

The department utilizes online and classroom training offered by the Law Enforcement Executive Development Association (FBI-LEEDA). Upon promotion to the rank of sergeant, an individual will be sent to a first-line supervisor training course (Supervisor Leadership Institute). Newly promoted supervisors will be sent to this course "as quickly as possible after promotion." Individuals who are or will be promoted beyond the rank of sergeant will also attend additional courses, including the Command Leadership Institute and the Executive Leadership Institute. The goal is to have command staff personnel attend all three of these courses (known as "the trilogy").

LEEDA also offers an internal affairs course and a media public relations course.

No current members of the EPD are graduates of the FBI National Academy.

Recommendations:

- The orientation provided to trainees by the records clerks should be enhanced. It is likely that operational efficiency will be improved if nonsworn records clerks have greater access to officers early in their careers. (Recommendation No. 61.)
- During the PowerDMS "phase-in" period, an effort should be made to enhance the amount and quality of user training being provided to probationary officers. (Recommendation No. 62.)
- The training materials related to the sergeant's field training program need to be reviewed and updated as soon as possible. It is recommended that the department's newly designated professional standards supervisor perform this function. (Recommendation No. 63.)
- The duties and responsibilities associated with the position of training lieutenant should be enhanced. The lieutenant should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The lieutenant sergeant should review all use of force reports, firearms discharge reports, department vehicle accident reports, and line of duty injury reports to identify training or retraining opportunities. (Recommendation No. 64.)
- The training lieutenant should continue to attend and actively participate in all monthly supervisors' meetings. The primary purpose of this participation is to identify training opportunities and to report on current training efforts. (Recommendation No. 65.)
- The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's training lieutenant would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (Recommendation No. 66.)
- The department should create a training committee. This would be a body of sworn and non-sworn employees of various ranks, chaired by the department's training lieutenant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (Recommendation No. 67.)
- The training committee should assist the training lieutenant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised as necessary. (Recommendation No. 68.)

- The training lieutenant and the training committee should be charged with performing and presenting a retention study for both police officers and dispatchers. (Recommendation No. 69.)
- The department should continue to encourage and actively support members of the department to apply to the FBI National Academy. Lt. Bolduc has been on the waiting list for the Academy for several years. (Recommendation No. 70.)

PROFESSIONAL STANDARDS

Internal Affairs

At the time of the CPSM site visit, no member of the department was formally designated as internal affairs officer.

The department's website contains an "Inquiries" page that describes the process for filing a civilian complaint against a member of the department. It explains that all complaints, including anonymous ones, will be investigated. It lists the four possible outcomes / findings of such an investigation: 1) sustained; 2) not sustained; 3) unfounded; or 4) exonerated. This page explains that citizens who file a written complaint will receive written acknowledgment of receipt of such complaint by the deputy chief or his designee.

The information contained on this web page is clear, comprehensive, and accurate; it accurately describes the department's internal policies and procedures for handling and investigating such a complaint (G.O. 25-01). The department will receive and respond to complaints submitted by telephone, email, or by personal communication. If a member of the department is approached by a citizen wishing to make such a complaint, that employee receiving the complaint must contact a supervisor at or above the rank of sergeant. Complaints may only be recorded by individuals at or above the rank of sergeant.

The EPD citizen complaint initial review form was reviewed and found to be appropriate for its intended use.

G.O. 25-01 provides that, if the Chief of Police believes that criminal prosecution is a possibility due to a complaint, then "strong consideration shall be given to referring the investigation to an independent law enforcement agency if the internal investigation reveals sufficient facts to warrant criminal charges" (p. 3). We note that many other American police departments require referral to an outside agency in such situations.

There is no program for periodically surveying citizens who have interacted with the department in order to determine their overall level of satisfaction with service delivery.

If the recommendations contained in this report are acted upon, it is likely that the EPD would be well-positioned to apply and seek accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). CPSM believes that such accreditation is extremely useful and beneficial. The EPD has already undertaken and completed part of the work necessary for accreditation; however, more work needs to be done. If the internal affairs function were to be expanded into a more comprehensive and proactive professional standards unit, it would enable the department to assign a sergeant to serve as professional standards supervisor who would perform the internal affairs function as well as that of accreditation manager. While the Deputy Chief should certainly oversee this process, he should not personally serve as accreditation manager.

The consultants reviewed the various forms utilized to record use of force, employee misconduct, and employee complaint/performance–counseling and found them to be generally appropriate for their intended purposes. Use of force reports are reviewed by patrol supervisors and command staff. They are actively tracked month to month and year to year.

The EPD does not utilize the field investigations module of the RMS. There is no separate form or record made to record investigative stops (i.e., Terry stops, or field investigations). Rather, these police-citizen encounters are documented as events on an offense report.

The department does not utilize a separate early warning system to screen for misconduct. Nevertheless, supervisors actively review all sick leave requests, use of force reports, civilian complaints, etc. in order to immediately identify any instances of nonfeasance or malfeasance of duty. This is certainly a laudable practice; however, as the analysis is not automated, it relies upon supervisors who are otherwise engaged in other administrative activities. Ideally, this process would be automated.

The consultants are aware of several proprietary software programs that actively manage data and serve as an automated early warning system. The consultants are quite familiar with these products and have observed their use in many departments, even several the size of the EPD. Those departments using such products generally report a high level of satisfaction with this type of program as it is an effective and cost efficient means of proactively searching a department's data and information systems in order to identify all vehicle pursuits, use of force, sick leave abuse, etc. as an early warning system of police misconduct. At the time of our visit, the department did not have such tracking software. Therefore, EPD supervisors were generally unable to immediately determine how many uses of force or how many civilian or supervisor complaints a particular officer had received. Supervisors would have to cull through the data are on their own once they suspected a potential problem. This is essentially a reactive process, not a proactive one. Due to the relatively lean current staffing of the EPD, as well as the general vigilance of supervisors, it is likely that supervisors would detect any problematic behavior relatively quickly. Nevertheless, it is recommended that the department explore these tracking system products for possible future use.

Proactive Quality Assurance Measures

While the department has responded to allegations of misconduct as they occur, this approach is largely reactive. The department should consider a shift in functionality to include a more proactive approach to internal affairs. Random audits and inspections of units, equipment, incident/offense reports, attendance records, training records, and other documentation should be implemented by the professional standards supervisor for quality assurance, safety, and compliance with policies.

Recommendations:

- Create a professional standards supervisor position, staffed by a supervisor at or above the rank of sergeant (perhaps a newly appointed lieutenant), who would be a direct report to the Chief and responsible for: 1) the development, review, and implementation of all department policies and procedures (i.e., all general orders); 2) coordinating the process for seeking and maintaining CALEA accreditation; and 3) performing the traditional internal affairs function, which would include a system of periodic audits and inspections. (Recommendation No. 71.)
- In addition to performing internal investigations, the department's newly-designated PSO should oversee the hiring and training functions. (Recommendation No. 72.)

Professional Standards / Auditing and Inspections

Annual performance evaluations are a necessity for any American police department. Failure to regularly assess the performance of police personnel represents a significant liability threat. Additionally, a well-structured system of annual performance evaluations serves an important training function and aids administrators in determining current and future staffing needs. As stated recently by the Police Executive Research Forum:

Thorough monitoring of staffing levels, with details about the experience, skills, and expertise of each employee, is an important tool for forecasting and meeting future needs. This information is important in helping departments adjust recruitment and retention strategies as necessary to ensure the agency remains fully staffed. [The Workforce Crisis, and What Police Agencies are Doing About It. Police Executive Research Forum, September 2019, page 13.]

Historically, annual performance evaluations are performed for all personnel. Due to the uniqueness of the patrol schedule utilized by the EPD, patrol supervisors have frequently been asked to prepare evaluations for officers who they have not had an opportunity to personally observe and supervise. For example, the SRO would be evaluated by whoever the day shift sergeant is regardless of the amount of personal contact between the two. Such a practice should be discouraged. The department is aware of this, and has recently taken steps to correct the problem.

The department is now considering more frequent personnel evaluations that would take place quarterly at the end of every schedule rotation. In this way, patrol supervisors who have actually worked with particular officers for that three-month period will be able to provide input into that officer's annual evaluation, whether or not they will have an opportunity to supervise them again. The department is considering quarterly "feedback sessions" in addition to the annual performance evaluation conference. The department is also in the process of altering the evaluation forms that are used. In light of the department's rather unique patrol schedule, CPSM agrees that this is likely to be a more effective means of evaluating patrol personnel (as well as the SRO). At the very least, the department should experiment with this method and continue to make any necessary changes.

The consultants reviewed the forms that are used for annual performance evaluations and found that they are suitable for their intended use. There are separate forms used for police officers and supervisors. The supervisors' evaluation form addresses such supervisory elements as time management, planning, delegation, decision-making, initiative, personnel management, budgetary control, command presence, communication, etc.

The department's general orders have not been regularly and comprehensively reviewed. Rather, review and revisions have traditionally been made in an ad hoc manner.

However, high-liability, low-frequency policies, such as those regarding use of force and high-speed pursuits, have regularly been reviewed and updated. Other policies might not have been reviewed in recent years. Members of the department indicated that it was "possible" that the general orders might contain either outdated or inconsistent policies and procedures. For example, the general orders contain multiple references of duties and responsibilities of the captain, although that rank no longer exists within the EPD. It is possible also that some new policies, such as crowd management, might need to be included.

The department has apparently decided to purchase and utilize PowerDMS. CPSM is familiar with this product and, although CPSM offers no specific product endorsements, we have

observed its use with great effectiveness in similarly sized American police departments. PowerDMS has not yet been implemented in the EPD.

The EPD was previously accredited by the State of New Hampshire. However, since 2010, the state has not offered certification for police departments.

The EPD is not accredited by CALEA. The department is currently exploring its options in this regard.

The EPD issued a general order concerning "fair and impartial policing" on July 1, 2019 (G.0.30-31). Its stated purpose is "to prevent biased policing and other discriminatory practices" (sec. I, p. 1). The consultants reviewed this order and found that the policies and procedures contained therein are appropriate and consistent with those of other American police departments.

Promotions / Special Assignments

A more structured process for promotion and special assignments has been developed and implemented. For example, the process for promotion to the rank of sergeant entails a written examination (developed by the IACP) and an oral interview conducted by supervisory personnel from neighboring police departments. Guidelines and procedures related to the promotion process are clearly stated.

The consultants conclude that this process is appropriate and meets or exceeds the quality of processes utilized by similarly sized American police departments.

Recommendations:

- The form that is currently being used for performing annual performance reviews for members of the department should continue to be reviewed and revised, as necessary. (Recommendation No. 73.)
- The department's newly appointed PSO should be directed to review the department's manual of policies and procedures on an annual basis and to recommend changes as necessary. (Recommendation No. 74.)
- While reviewing its general orders, the department should develop and/or enhance detailed position descriptions, listing all duties, responsibilities, and expectations for every assignment within the department. Detailed job descriptions of this type are a necessity in terms of providing clarity and direction, and fostering personal accountability from all uniformed and nonsworn personnel. These descriptions must directly link to personnel evaluation forms. (Recommendation No. 75.)

SECTION 6. COMMUNICATIONS / DISPATCH

The department's Communications Division is housed in the headquarters building and is staffed by one dispatch supervisor and five dispatchers. Minimum staffing for any shift is one dispatcher. The schedule for this unit provides for only one scheduled dispatcher per shift. In the event that a dispatcher calls in sick, another dispatcher will fill in. The part-time dispatcher fills in as necessary.

The dispatch supervisor also fills in as a dispatcher when needed. We were advised that, in the event that a dispatcher cannot complete his/her particular shift, there are two firefighters and several EPD police officers who could perform the dispatch function.

The department performs the dispatch function for all incoming 911 calls originating within the Town of Exeter, dispatching for all police, fire, and emergency medical services in the town. Exeter ALS service maintains one fully functional ambulance on patrol at all times. These units are dispatched out of the local hospital.

The dispatch supervisor is also responsible for maintaining the department's false alarm reduction program. This entails drawing data from the CAD, updating records, billing, and notifying premises owners as necessary.

The dispatch supervisor is a member of the New Hampshire Dispatch Supervisors Association and regularly attends the organization's annual meeting.

Positions for dispatcher are posted via the town's website and on Indeed.com. EPD dispatchers attend outside dispatcher courses sponsored by private vendors (APCO - basic telecommunications course). Applicants for the dispatcher position must pass a written examination, a drug screen, and a full background investigation. Applicants must also successfully complete an oral interview with the dispatch supervisor, the department's Deputy Chief, and the Deputy Chief of the fire department. Upon arriving at the EPD, dispatchers undergo a formal "field" training program. A senior dispatcher (who is a member of the Exeter fire department) is designated as the communications training officer. He is apparently the town's only certified trainer. The EPD will typically train one or two newly hired dispatchers at a time.

The consultants reviewed the training program, the training manual and training protocols, and materials used in connection with this program and found that they meet and/or exceed the quality and standards of those utilized by similarly sized American police departments. This training program, which is loosely based upon the San Jose model of training, is quite substantive and particularly well structured. It emphasizes the fact that the essential function of a dispatcher is to first, take information, then to dispatch information, and then finally to document that information. At present, the training period lasts for eight weeks, and consists of four distinct 40-hour phases. Rather than merely utilizing classroom instruction, the training program consists primarily of "on-the-job" training. Probationary dispatchers begin to perform dispatch for the fire department in the third week of training. In week four, they will start to utilize the NCIC system by running plates, running people, and performing warrant checks. The EPD is planning to expand this training to ten weeks in the near future. The program is still being refined and supplemented.

The dispatch area is equipped with two fully-equipped consoles that can perform all dispatch and communication functions. These positions were physically inspected and found to be appropriate for their intended use.

Dispatchers are accustomed to responding to walk-in inquiries by citizens after normal hours.

Based upon numerous in-depth interviews with members of the department and members of the wider community, it is apparent that the community of Exeter is quite satisfied with having its own dispatch operations for police services. While a detailed cost-benefit analysis of operating a stand-alone communications/dispatch operation versus contracting out to another agency or a regional 911 center is beyond the scope of the present study, suffice it to say that the present situation affords a level of comfort and familiarity that is difficult to quantify. This is particularly true in light of the fact that the EPD has traditionally been viewed as a “full service” department. Clearly, EPD dispatchers are considered part of the fabric of the community and are widely utilized and relied upon by members of the public.

Rockingham County operates a regional dispatch center that performs the dispatch function for several police departments in the area. Even if there were any thought of transferring the EPD's dispatch function to the county, it is likely that the Rockingham County dispatch center would not be able to accommodate the Exeter community.

The EPD's police dispatchers perform a wide array of administrative functions in addition to call taking and communicating with officers in the field. For example, as with most small to mid-size departments that perform their own dispatch, Exeter dispatchers must input data and make queries into various databases (such as NCIC) in connection with criminal history checks, perform license checks, obtain driver history reports, enter trespass notices into the RMS and maintain a binder with hardcopy of such notices, maintain a registry for citizens with Alzheimer's disease and special needs, run background and cross-agency checks for pistol permit applicants, maintain information concerning town building usage permits, transmit BOLOs to EPD personnel, forward missing persons complaints and 'silver alerts' (for the elderly), stolen vehicle reports, weapons checks, warrant checks and verifications, etc.

Dispatchers must also perform lobby duties when the front window is closed. A member of the communications section also maintains the department's social media sites.

Dispatch is also responsible for performing NCIC validations for entries over five years.

All telephone calls that are made to town offices after normal business hours (after approximately 4:15 p.m.) are routed to the communications center. Therefore, any citizen wishing to speak with the tax collector's office, for example, or to complain about their trash not being collected, will be routed to the EPD's 911 Communications Center. Obviously, this is not the most efficient use of resources.

Non-emergency calls of this type are typically made to a community's 311 system, which processes after-hours calls and provides access to non-emergency municipal services. While the Town of Exeter is likely too small to warrant such a system, it would be beneficial to tabulate the number of non-emergency / nonpolice-related calls that are directed to the EPD on a monthly basis. Some other option for handling these calls, such as an enhanced voicemail / information system, might relieve EPD dispatchers from addressing the incoming inquiries and complaints that aren't related to police business. A community outreach and education program emphasizing that 911 should be reserved for emergencies is recommended.

One senior dispatcher (the dispatcher assigned to the fire department) is assigned as the terminal agency coordinator (TAC) for the NCIC system. As such, he is responsible for providing and restricting access to this secure data system. The EPD is audited every three years in order to determine that access is properly monitored. Also, the dispatch supervisor is responsible for performing NCIC system “validations.” This entails responding to a list of NCIC entries that are forwarded by the state (a validation list) in determining whether the information contained therein is accurate. For example, the list will include items of stolen property and names of missing persons. Dispatchers must query the EPD's data systems to determine whether a stolen

item has been recovered or the missing person has been found. Police departments the size of the EPD that contract out the dispatch function nevertheless still need to identify personnel to perform these types of administrative functions.

Based upon our interviews and a review of department records, it appears that the EPD has experienced a retention problem in terms of retaining qualified dispatchers. Several full- or part-time dispatchers have resigned over the past several years. While the department did not perform a detailed analysis of this problem, informal exit interviews suggest that there are a range of reasons for leaving, and not just one primary factor.

During the field training period for EPD police officers, probationary officers are assigned to the communications section to observe dispatch operations during one shift for approximately four hours. They do not, however, take calls or actually perform dispatch themselves.

CPSM has observed several departments the size of the EPD that mandate that newly hired police officers not merely observe but function as dispatchers for a brief period of time. Such a practice helps officers develop knowledge and understanding of the dispatch function, aids them in developing a deeper understanding of all related administrative tasks and procedures, and builds rapport between patrol officers and dispatchers.

As mentioned elsewhere in this report, the video cameras installed at the local high school are of a superior quality. They are high-definition cameras with pan, tilt, and zoom capability. In the event of an emergency at the high school, the EPD's protocol is to dispatch a police officer to the high school to take up a position in the superintendent's office, where all cameras can be monitored. In this way, an additional EPD officer can coordinate the efforts of the SRO and other officers who are otherwise engaged. The consultants were informed that these cameras are of such a high quality that they were recently used in connection with an investigation of a "drag race" on the road that abuts the high school. Cameras provide excellent surveillance of all persons in and around the campus.

During our site visit, the consultants engaged in a conversation with communications section personnel concerning the use of college interns. EPD personnel suggested that a robust college internship program could assist the EPD (at least temporarily) in terms of dispatcher staffing, and possibly prove to be a viable pipeline for viable candidates for the dispatcher position. In other words, the EPD could benefit in two distinct ways.

We note that virtually every undergraduate criminal justice program now requires a three-credit internship class. Additionally, paid undergraduate internships are a rarity. If the EPD were to offer a nominal hourly salary and provide an opportunity for undergraduates to obtain three college credits while working with the EPD's dispatch section, it would likely get a particularly strong response from students. We believe that this is a viable option that needs to be explored more fully.

Recommendations:

- The minimum staffing level of one dispatcher per shift is the appropriate minimum staffing level. (Recommendation No. 76.)
- The police field training curriculum should be revised to include a training block (e.g., four hours) whereby probationary police officers not only receive instruction about dispatch operations but are afforded the opportunity to actually take calls for service from the public and perform the dispatch function and all related administrative tasks. (Recommendation No. 77.)

- The communications supervisor should continue to undergo professional development and training appropriate for a first-line communications supervisor (such as participation in regional or statewide associations of communications supervisors). (Recommendation No. 78.)

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SECTION 7. RECORDS

At the time of our site visit, the EPD had one full-time records clerk and one part-time records clerk. In addition to performing a variety of administrative tasks (described below), records clerks serve as a primary contact point between the EPD and the public.

As stated previously, members of the department reported satisfaction with the capabilities of the RMS, despite chronic technical difficulties. The same RMS is currently used by many departments in the state.

The State of New Hampshire promulgates a statutory municipal records retention protocol for all official records and documents. For example, Title III Ch. 33-A provides that personnel files must be retained for 50 years from the date of retirement or termination; police accident files involving arrests must be retained for six years; police arrest reports must be maintained permanently; police calls for service reports must be retained for five years; police criminal closed cases must be kept for the statute of limitations period plus five years; etc. The EPD follows this record retention policy closely. The EPD has made a concerted effort in recent years to “go entirely paperless.” These are still a number of hard-copy reports and court documents that are being utilized. Nevertheless, the department has made considerable progress towards this goal.

It is common for certain paperwork, such as vehicle accident reports, to be returned to the EPD by the state for purposes of correction or completion. These reports are addressed by the records clerk.

Police reports must be error-free in order to be entered into the national incident-based reporting system (NIBRS). The department's RMS submits this information electronically. However, uniform crime report codes were changed in June 2018, which caused a variety of “validation errors” that required corrections by the EPD. Monthly validation reports typically cannot be submitted by the department until all reports are validated. This entails a considerable amount of work. The department's office manager is chiefly responsible for performing this function.

The following is a partial list of duties and responsibilities that the records clerk(s) are currently responsible for: Responding to records requests (for closed reports); processing background checks and paperwork for pistol permits; forwarding hard-copy citations and complaints to the local prosecutor or to the state; making bank deposits for all monies collected; filing records; performing background checks on Exeter residents for military and housing purposes; creating the weekly police log for the local newspaper; processing paperwork in connection with parking tickets; paperwork concerning dog license applications; inputting arrest reports into the RMS; responding to vehicle accident report records requests from drivers and insurance companies (redacting documents as necessary); customer service at the front window; and answering all incoming telephone calls to the headquarters. The records clerks will also assist dispatch by filling in during emergencies.

Body-worn cameras (BWCs) are being widely used across the United States. It is inevitable that all police departments within New Hampshire will be utilizing body-worn cameras within the next several years. The department should ensure that it takes an active part in all discussions that occur at the state level concerning this technology.

When the EPD ultimately does implement this technology, it is important that videos produced by body cameras not be maintained on a department server. Rather, the department should utilize a cloud-based storage service. Services of this type have generally proven to be more economical and efficient than self-storage by police departments, particularly due to the host

of legal obligations that accompany any entity serving as the custodian of the records/evidence. The consultants generally recommend outsourcing this function.

Currently, there is no permanent/standing technology committee that would perform pilot studies of new technologies and equipment (such as body-worn cameras). The department does not have a standard protocol for the “roll-out” of new technologies and equipment or for conducting these studies.

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SECTION 8. OTHER AREAS

INFORMATION TECHNOLOGY (IT)

It is clear to CPSM that the EPD has made only minimal investment into its IT systems and equipment over the years.

The department has its own server, as well as an additional backup server. These are located in a secure server room just off of the patrol sergeants' office on the main floor of the headquarters building. We note that a city server is also located in this room, and question whether there might be a more appropriate location for this equipment. The room is also used for storage of old IT equipment previously utilized by the EPD and other town departments. This old equipment should likely be removed. There is also radio equipment for both the police and fire departments and a video camera system that appears to have outlived its normal useful life. Dispatch operators no longer have the ability to control these cameras. Apparently, that functionality has been lost over time. During our inspection, we noted that the clarity of the picture from several of these cameras was quite poor. These are not high-definition cameras. There is also apparently old telephone equipment and wiring that is no longer in use. These items should likely be removed in order to make space for other equipment.

During our site visit, the consultants noted evidence of a water leak in the drop ceiling in the server room. While it did not appear to be an active leak, we note that any water infiltration at all into this room poses a significant threat to the equipment therein. Water damage should be considered a considerable threat; therefore, every effort should be made to determine the source of this leak and to ensure that the room is properly protected.

Additionally, we note that the room appears to lack any obvious fire suppression system. Again, fire damage to the equipment in this room poses a very real threat, as the cost for repair and/or replacement of the items in this room would be considerable. The department and the town should immediately assess whether a Halon-type fire suppression system is required in this equipment room and, if so, install one as soon as possible.

This server room was physically inspected and found to be appropriate for its intended use. The room was temperature controlled and both temperature and humidity were found to be appropriate at the time of inspection.

The room that has been transformed into a conference / interview room just off the main lobby of the headquarters building still contains a considerable amount of functioning equipment. While a comprehensive survey of all equipment was not conducted, it appears that the room contains a considerable amount of telephone equipment. The consultants were advised that, in the event that the telephone system goes down, some member of the department (most likely a dispatcher) would have to manually reset some of this telephone equipment. This would entail entering this room and reaching up to a utility box that is positioned approximately at a height of 11 feet on one of the walls. It is likely that a more efficient and practical means of locating this equipment is available to the EPD. This room has a water sprinkler fire suppression system. We note that discharge of a water-based or dry chemical fire extinguisher system can actually cause more damage to sensitive electrical or electronic equipment than the fire itself. We recommend that the department immediately install an appropriate clean-agent fire suppression system in this room, or move the equipment from it.

The computer-aided dispatch (CAD) and records management (RMS) systems are IMC products. These are fully-integrated, turn-key data systems utilized by Exeter's police and fire

departments. The IMC CAD and RMS systems are also used by many other police departments in the State of New Hampshire, as well as in Massachusetts. This enables considerable cross-agency integration and functionality. The department has entered into an MOU with other police departments regarding interagency file access.

These systems were described by EPD end users as “capable” and as having “good functionality.” They have the capability to generate a wide array of reports and analyses.

The RMS performs all necessary functions for the department. Modules within the RMS are used to record incident reports (report writing), vehicle accident reports, traffic citations and warnings, booking and arrests, parking tickets, pistol permit registry, warrants and complaints, maintain a master name index, to manage budget and training records, and to manage property and evidence. The state is currently moving towards a new e-summons system to eliminate the need for hard-copy paper tickets and the use of mail. This system is expected to be fully operational by 2024. In the interim, the EPD will need to continue forwarding hard-copy summonses and accident reports to Concord via U.S. mail.

The RMS can also generate summary reports. We were informed that the RMS and CAD systems are relatively easy to query.

The RMS is currently not being used to manage internal affairs, audits and inspections, or field training. Field training forms and examinations are printed out as Word documents from the department’s mainframe computer system. Ideally, the EPD would be able to coordinate and combine all Word and Excel databases currently used into its RMS system.

The RMS has an investigative module with limited functionality, and which is used for narcotics investigations. A crime analysis module is also available. This module has great potential, as it has a mapping function that can generate useful crime maps and graphics. This module is not presently being used to its full potential. As stated elsewhere in this report, the lack of a designated crime analyst limits the EPD’s overall level of effectiveness. While crime information is generated and shared within the department, it is done so rather informally by means of emails and personal communications. The EPD can easily be far more effective in this regard if a crime analyst were to be designated.

Members of the department generally reported a high level of satisfaction with the capabilities and functionality of the CAD and RMS systems. However, in terms of day-to-day operations, the department has been plagued by a continuing series of system failures.

Specifically, the RMS and CAD systems apparently tend to “lock up and crash,” thus requiring a complete reboot. One member of the department stated, “the server goes down a lot and frequently is slow.” MDTs in police vehicles have also experienced problems. Another member of the department stated, “it’s rare that everything is working smoothly.” Frequently, dispatch and administrative personnel are able to correct these problems by rebooting the equipment. However, on some occasions, either the CAD or RMS system has “completely frozen up,” requiring the response of the town’s IT manager. These equipment failures have occurred so frequently that, since July 16, 2019, the department has begun maintaining an equipment and failure log. Since that date, a total of 17 equipment failures have been documented. Additionally, there was a service interruption which denied computers on the second floor of the headquarters building access to the internet for more than a day.

As the EPD utilizes a common RMS and CAD system that is used by many police departments throughout the state, there are cross-agency connections that enable the EPD to communicate freely with other agencies. When these interagency communications have been interrupted, EPD personnel have been advised by troubleshooters and technical experts at these other

agencies that, for example, “the problem is not with Portsmouth, the problem originates in Exeter.” Thus, EPD personnel are currently convinced that there are several back-end IT problems within their system that are causing these chronic IT service interruptions and failures. One member of the department referred to these as “a number of really big issues, since June [2019] we’ve had 20 incidents, they are not just little hiccups.” These problems obviously need to be addressed immediately.

The department requested a commercial IT service company to assess the current status of the department’s IT systems and to identify deficiencies and areas for improvement. Among other things, this vendor recommended that the department: replace all Windows 7 systems; replace the current firewall; reconnect PD mobile units using SSL VPNs; redirect all user desktops and documents to the server to ensure data is backed up and recoverable in the case of hardware failure; and configure off-site backups for the PD server.

CPSM offers no opinion as to the appropriateness of the scope or content of this service proposal, other than to note that it is likely that a significant amount of IT upgrades are necessary at this time. The department should immediately develop a plan to determine what steps must be taken to address current IT system deficiencies.

The issue with the firewall appears to be a continuing problem. It should be noted that a determination has been made that the firewall is functioning. The problem appears to be one of operability, as the configuration of the firewall apparently leads to many of the technical and user problems that have previously been documented.

Patrol officers prepare their reports in the field via mobile data terminals (MDTs) in their patrol vehicles. Officers can perform license checks and NCIC queries from their vehicles. Five patrol vehicles are equipped with MDTs (four line cruisers and one patrol supervisor’s vehicle, a Ford Expedition). Four of these units are touch-screen Rhino Tab patrol PCs and one is an older Tough Book. The three detectives’ vehicles and the SRO’s vehicle are not equipped with MDTs. Patrol vehicles have full connectivity and officers can perform NCIC searches in the field (e.g., performing vehicle and license checks, checks for alarms and warrants, etc.). Officers utilize a report-writing program to prepare their reports. Once a report is prepared, it is electronically forwarded to the officer’s patrol supervisor for review.

Patrol supervisors are able to perform “status checks” of patrol units as well as the patrol vehicles of other departments utilizing the mobile system.

Patrol officers are not equipped with body-worn cameras. Patrol vehicles are not equipped with either dash-mounted / forward-facing or interior video cameras.

We were advised that the department has engaged in internal discussions concerning the use of these technologies in the past, and has engaged in discussions at the state and county levels specifically about body-worn camera systems. It has apparently been determined that it is best, for the time being, to wait for further guidance from the state with regard to the selection of equipment, policies for their use, appropriate means of storage and retrieval, etc.

These technologies have become far more commonplace in American policing and their use is now generally understood to be a best practice in American policing. It is therefore recommended that the EPD continue to actively monitor statewide and regional developments regarding the introduction of these technologies. CPSM believes that it is inevitable that the EPD and all other police departments in the State of New Hampshire will be using these technologies within the next several years.

In addition to the initial expense of purchasing body cameras, most American police departments typically encounter significant costs related to data storage and requests for

information from prosecutors, members of the public, the press, etc. Many departments have been able to manage such costs by outsourcing the storage function with a private company (such as evidence.com). [Note: CPSM does not specifically endorse any particular vendor or product.] Data is automatically uploaded to these vendors (not the department's server) and is stored off site via a cloud-based storage system, provided that it is not required as evidence or needed for internal investigative purposes. The department should thoughtfully begin to consider these options now in order to ensure that its ultimate decision is an informed and appropriate one.

Currently, there is no permanent/standing technology committee that would perform pilot studies of new technologies and equipment (such as body-worn cameras). The department does not have a standard protocol for the "roll-out" of new technologies and equipment or for conducting these studies.

The department does not employ its own information technology (IT) coordinator. A town IT tech/specialist is available to the department. The department also has service contracts with private companies for equipment service (such as radios, etc.).

The department will likely need to plan for a dedicated IT information systems specialist. This will be a necessity in the near future, particularly when body-worn cameras and other new technologies are incorporated. The pace of IT advances in the field of policing now requires that a modern police agency, even those the size of the EPD, have full access to an IT professional, rather than sharing this service with other departments.

No patrol units are equipped with license plate readers (LPRs). The radar guns used for traffic enforcement are relatively old. The department has experienced problems keeping these units operational.

The video surveillance cameras that are positioned both inside and around the perimeter of the headquarters building are of limited use. Cameras and monitors appear to have outlived their normal useful life.

Physical inspection of the headquarters building identified a video blind spot in the booking room on the main floor of the police department. This is a high trafficked area that is specifically designed to accommodate officers with prisoners. The lack of modern and effective video surveillance in this area therefore represents a significant liability and safety issue for the department and the town.

The interrogation room that is utilized by detectives is equipped with video and audio recording equipment. This equipment is, however, quite old (coaxial transmission cables). Recordings of interviews are made on DVD (and even VHS), which increases the risks of signal leakage and frequency interference, generally resulting in a lesser quality recording than those made on digital equipment. Perhaps more importantly, the flow of an interrogation is broken up by the need for changing out a DVD. This could compromise an interrogation or, at the very least, lead to legal challenges regarding custody and chain of evidence. This is yet another indication of a general lack on the part of the department to regularly modernize and upgrade IT equipment.

The department recently purchased and implemented AFIS-Live scan, an electronic fingerprint technology. Up until quite recently, the department was still taking and using hand-rolled ink fingerprints.

Police vehicles are equipped with mobile data terminals (MDTs) that enable officers to access information and generate reports in the field. Rather than returning to police headquarters for report preparation, a patrol officer may prepare a report in the field via the MDT.

It is a common practice for patrol officers and supervisors to return to the headquarters building during their shifts in order to prepare certain reports, to make phone call notifications, etc. This is standard practice for most departments the size of the EPD. Officers have apparently been quite diligent about notifying dispatch about these situations. Efficient use of modern MDTs in patrol units can reduce the frequency of such interruptions.

Once prepared, the electronic report is forwarded to that officer's sergeant for review and approval. The sergeant may either approve the report or return it to the officer for correction/completion. Once a field report is approved by the sergeant, it is forwarded to the records clerk's inbox. The records clerk reviews the report for completeness and accuracy.

Recommendations:

- Immediately make all necessary corrections, reconfigurations, upgrades, and/or repairs to the department's server and RMS and CAD systems. (Recommendation No. 79.)
- Remove the electronic equipment from the first floor "conference room" or, in the alternative, remove the water-based fire suppression system and install a clean-agent fire suppression system in this room. (Recommendation No. 80.)
- The department should create a technology task force. This would be a group of sworn and non-sworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs (hardware and software) as well as any steps needed to ensure that the department remains current with regard to technological advancements. (Recommendation No. 81.)
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring and purchasing new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should be charged with field/beta testing, evaluating, and reporting on any new technologies adopted or tested. (Recommendation No. 82.)
- The IT information systems specialist who is employed by the town and assigned to the department should serve on the department's technology task force. As well the department's dispatch supervisor and Deputy Chief should serve on this body; the Deputy Chief should chair this task force. (Recommendation No. 83.)
- The task force should develop a formal replacement plan for all of the department's IT equipment and software. (Recommendation No. 84.)
- The task force and the IT information systems specialist should work to ensure that products such as PowerDMS are fully utilized by the department. Additional employee training should be suggested, as necessary. (Recommendation No. 85.)
- The EPD must ensure that the IT specialist is properly certified to access and/or repair all of the department's data systems. Absent such certification, updates and repairs should be outsourced. (Recommendation No. 86.)

ANIMAL CONTROL

The EPD recently hired a nonsworn animal control officer (ACO). This individual will work Monday through Friday, from 7:30 a.m. to 3:30 p.m. This function should be viewed as a necessity in a community such as Exeter. The ACO will assist EPD patrol officers by responding to routine and nonroutine animal calls in the community, thereby enabling patrol units to remain on patrol. The ACO might also be used to assist police in adjoining communities.

Recommendations:

- It is recommended that the activities of the ACO continue to be tracked and that specific annual and monthly performance goals be established. (Recommendation No. 87.)
- The EPD must record all instances of mutual assistance rendered to other communities and either bill those communities directly, or determine a mutually agreeable form of compensation for the EPD. (Recommendation No. 88.)
- In the event that there are an insufficient number of animal calls arising within Exeter to keep the ACO fully engaged, the EPD should consider assigning additional duties, such as is done now with parking enforcement. (Recommendation No. 89.)

FACILITIES / EQUIPMENT

Physical Plant / Resources

Department headquarters is located in a single public safety building that also houses the Exeter Fire Department. The building dates from the 1970s and has likely exceeded its normal useful life. There appears to have been no appreciable capital improvements made to the facility.

The male locker room was inspected and found to be particularly small, considering the number of officers who utilize it. There appeared to be insufficient locker space to properly secure all of the officers' equipment and personal belongings. Several pairs of boots were stored under a bench in the common area of the locker room. It is clear that additional storage space is needed.

The headquarters has four secure, temporary holding cells (three are used for housing adult male and female prisoners, and one is a juvenile holding cell). We note that the EPD rarely, if ever, houses a prisoner for an extended period of time. Once a prisoner has been booked at EPD headquarters, he/she is taken immediately to the local jail for further processing. Prisoners are not routinely housed overnight. The only instance where a prisoner would be placed in a cell for an extended period would be a situation where an intoxicated prisoner could not immediately be released. In such a situation, the arresting officer would be physically present in the headquarters building and would monitor the prisoner. If it were necessary for that officer to respond or to be a back-up on a call for service, the prisoner would remain secure in the cell and dispatchers would monitor the prisoner via live feed video camera. Each cell can hold up to two male or female prisoners. Cells were inspected and found to be clean, secure, and appropriate for their intended use.

Dispatchers are also responsible for handling "walk-in" traffic at the front window after normal business hours. A patrol unit will be called to provide further assistance, as necessary.

All areas of the police headquarters building were found to be properly secured at the time of our site visit. At the time of our site visit, the sally port leading to the fire department was found to be open.

The police headquarters building is shared with the Exeter Fire Department. A common lobby leads to the front door of both departments. The lobby of the headquarters building is open Monday through Friday from 7:30 a.m. until 4:00 p.m., with the exception of a 30-minute period during which the records clerk is on meal break.

After hours, members of the community may enter the lobby in order to speak directly to a dispatcher. Dispatchers are on duty 24 hours a day, seven days a week. A nonsworn records clerk serves as "receptionist" to address "walk-in" inquiries and to perform routine administrative duties during normal business hours. The glass service window in front of the receptionist position is not secured by bullet-resistant glass. Indeed, the materials and construction of this window appeared to be quite old. Rather, the glass has been covered with a shatterproof film. The internal wall and door to the main office area of the headquarters building (off the lobby) were found to be of a lesser quality than those found in most American police departments of similar size. The walls in the area by the front desk appear to be constructed of approximately one-inch thick plywood, which provides little to no protection. The current construction of the front window area should be considered a significant safety and liability concern.

The back door that leads to the police parking area is not constructed in a secure manner. There is a large window adjacent to the back door. This window has a protective film placed on it, but it is not bullet resistant. Additionally, the film is not tinted, thereby enabling passersby to see directly into the police headquarters.

The building's HVAC system appeared to be quite old and likely should be immediately replaced. This will obviously be a considerable expenditure for the town.

The headquarters building also does not appear to be ADA compliant, as there was no apparent means for a disabled person to get to the second floor.

While offices and workspaces were provided to personnel in all operational units, these areas were quite small, relative to those in most modern police headquarters buildings.

The police department does not have its own secure and properly equipped training room. This should be considered to be a significant operational deficiency. Failure to provide an appropriate space for training sends a subtle message to employees that training is not highly valued by the organization.

The initial design and construction of the building made no provision for an area near or off of the main lobby within which EPD personnel could meet and speak with a civilian in private. An effort was made recently to address this, when a mechanical and storage room was designated as a "conference / interview room." Despite the fact that a table and chairs were moved into this room, the area is entirely inappropriate for hosting private conversations between EPD personnel and members of the public.

The headquarters building does not include a squad room for roll calls at the commencement of each shift. Meetings between patrol officers and their supervisors take place in a small office. An adjacent area contains a number of desktop computers and work areas for officers. Detectives are provided limited office, meeting, and workspace in the building.

Patrol officers are generally quite well-equipped in terms of firearms and less-than lethal equipment.

Recommendation:

- Regardless of whether the town ultimately decides to construct a new police headquarters facility, immediate measures should be taken to properly secure the front window in the lobby and the door / window area in the rear of police headquarters. (Recommendation No. 90.)

Observations on a New Police Facility

The consultants were asked to offer an opinion with regard to this important question. We were not provided with any drawings, plans, cost estimates, or detailed account(s) of any particular design or proposal. Rather, we were asked to comment generally upon the wisdom of making such a move and to suggest an appropriate course of action for the town and the department in this regard.

First, the current headquarters facility has clearly outlived its normal, useful life. CPSM has examined few police headquarters buildings that are as old or poorly designed as the EPD's current facility. In those instances in which older buildings have been encountered, ongoing upgrades have been made throughout the years to HVAC systems, electrical and IT systems, etc. This has not been the case in Exeter. Normal upgrades and retrofits have apparently not been made over time. It is likely now that the costs associated with such upgrades, rewiring, code compliance, and renovations would be substantial relative to the costs of designing a new facility with a normal useful life of several decades. The key point here, we believe, is that a new police headquarters is needed and, we believe, inevitable. Incurring substantial renovation costs to merely remain in the building for a few years might correctly be viewed as "throwing good money after bad," as design and construction costs for a new facility would still need to be addressed several years from now.

The best current course of action for the town is likely to invest minimally in only necessary upgrades, while developing an economically feasible plan for a new facility.

Regarding the issue of housing the police and fire departments together, CPSM feels that there is no obvious need or argument in favor of doing so. Communities across the United States are generally situating their new police and fire departments in separate facilities.

Fire department headquarters buildings are generally subjected to strict construction codes and guidelines, whereas a stand-alone police departments would not be.

We see no need for designing a joint public safety building to house both the police and fire departments. Nevertheless, if a compelling cost-savings argument can be made for doing so, we see no reason to forego the possibility. We merely state that this is clearly not a necessity from the EPD's perspective. Indeed, if design and construction of a joint facility would actually entail higher costs (than separate headquarters facilities), it should be avoided.

Vehicles

Patrol vehicles are not permanently assigned to officers and the EPD does not have a vehicle take-home policy for police officers. The Chief and the Deputy Chief are provided with take-home vehicles. The lieutenant has the authority to utilize a take-home vehicle but is not presently doing so.

Proper vehicle maintenance is a necessity in policing. Substandard maintenance of emergency vehicles is a liability issue.

The department's patrol and special service vehicles were inspected and found to be serviceable and generally in good working order. It should be noted that the odometers are broken in some vehicles.

The department's purchasing practices over the years appear to be consistent with those of similarly-sized American police departments; the department acquires approximately two new cars per year. The department utilizes a Ford product (the Interceptor) for patrol cruisers. The department has tried to repurpose vehicles whenever possible. We note that, at the time of our site visit, the SRO was utilizing an older vehicle with rather high mileage.

The department does not perform routine maintenance on its vehicles. Rather, the town's highway department is charged with maintaining the EPD's fleet.

A town-wide system known as TMA has been used to track and schedule police vehicle maintenance. We were informed that the old maintenance tracking software has recently been updated. The system currently sends an email notification to the department (i.e., the Deputy Chief, a supervisor, and/or a particular officer) whenever a vehicle requires oil changes, new tires, replacement lights, etc. These email notifications are sent through the intranet on the town-wide system.

There are a number of quality fleet maintenance software packages available on the market today. While CPSM makes no particular product recommendation in this regard, we suggest that the town explore the possibility of implementing a more comprehensive and efficient means of managing and scheduling police vehicle maintenance.

PROSECUTOR'S ROLE

CPSM notes that it is relatively rare for an American police department the size of the EPD to have an attorney prosecutor paid for by the police department and stationed within the police facility. This is apparently a custom that has developed historically in New Hampshire. It is most certainly not followed in the majority of American states.

We were informed that Exeter pays the Rockingham County Attorney's office for 80 percent of the salary for the prosecutor. The remainder is paid for by the Town of Hampton. The prosecutor works at EPD headquarters during most of the week, but spends Wednesdays on-site in Hampton.

We were informed that the prosecutor's duties and responsibilities revolve chiefly around the preparation of paperwork and the presentation and trial of violations and misdemeanor cases at District Court. This includes attendance at all court hearings, pretrial proceedings, and trials. Felony cases are handled by County Attorney personnel who are assigned at the County Attorney's office and present these cases in Superior Court.

The Exeter prosecutor will prosecute all juvenile cases, even those involving criminal charges. The prosecutor participates in the interviews with minors at the Child Advocacy Center. The prosecutor will attend bimonthly meetings with local school administrators, the SRO, and juvenile probation officers in order to engage in a roundtable discussion about court-involved youth. The prosecutor is provided with access to the department's RMS and all original crime reports. She and her assistant respond to discovery requests from opposing counsel. The prosecutor participates in trial management conferences that take place at court, and meets with victims and performs trial preparation at EPD headquarters. We note that there is no victim's advocate assigned to the EPD. In New Hampshire, there is no court appointed attorney available unless the defendant is charged with an 'A' misdemeanor or higher. In those instances, a public defender or private attorney will represent the defendant.

The prosecutor will review and also approve all arrest and search warrant applications. Note: New Hampshire has a rather unusual statutory limitation with regard to the arrest powers of police officers. If more than 12 hours has elapsed since the time of occurrence of a misdemeanor, such as a shoplifting case or a criminal trespass, the officer must obtain an arrest warrant. This is quite unusual. In most states, any certified police officer who has probable cause that a misdemeanor has been committed, regardless of time of occurrence, can make a lawful and valid arrest without a warrant, as long as the arrest occurs within the statute of limitations. This limitation in the arrest powers of New Hampshire police officers thereby results in a great deal of unnecessary paperwork and delay. This perhaps explains at least in part why a prosecutor is financed by, and physically present in, the EPD.

The prosecutor does not handle license suspension hearings.

The prosecutor reviews all arrests that are made by EPD personnel. The prosecutor also periodically prepares memoranda concerning legal updates whenever laws change (see for example, memo dated December 18, 2018, re: ephedrine and pseudoephedrine possession and aggravated felonious sexual assault (632-A:2(n)), and provides legal training and assistance to officers. This training, however, does not appear to be comprehensive.

It is clear to CPSM that this prosecutor is actively engaged and performs a wide array of necessary functions. We nearly questioned whether or not these activities would be more properly performed by prosecutors physically housed in, and paid for by, the County Attorney's office.

CPSM offers no legal opinion or advice whatsoever in connection with this issue. We merely note that New Hampshire Rev. Statutes Sec.41:10-a (2015) *authorizes* the appointment of a municipal prosecutor. It apparently does not require it.

Based upon our interviews and research, it appears that the purpose of a police department appointing and paying for a prosecutor is to relieve police officers from prosecuting minor (i.e., misdemeanor) cases. A secondary and perhaps more fundamental question is, why must police officers prosecute these cases at all? Why doesn't the County Attorney's Office prosecute them, as they do felony cases?

As noted in *State v. Urban*, 98 N.H. 346 (1953), the history of police prosecutions in New Hampshire is a long one. Historically, while police officers have been authorized to prosecute minor cases (for whatever reason), the central question is, must they? It is clear that County Attorney personnel (i.e., prosecutors) embedded within a police department, and police themselves, are not the only persons who are authorized to prosecute minor cases. We have identified many current instances where local attorneys, who are contracted but not directly employed by either a police department or the County Attorney's Office, are currently prosecuting minor cases for other local police departments. This would certainly argue against the fact that police officers are mandated to prosecute minor misdemeanor cases themselves.

CPSM recognizes that the use of police prosecutors has become a custom in certain police departments, including the EPD. Other local police departments allow their own officers to prosecute them. Still others contract out this function to local attorneys.

We note that this practice varies widely from current practice in the vast majority of U.S. states. Indeed, the consultant who performed the EPD's site visit notes that, of the 35 states in which he has personally conducted police department studies, he has never observed a prosecutor physically housed in, and directly subsidized by, a police department rather than the local court system. Prosecutions of all types are conducted by and subsidized by the local court system, not the police. While one or more other New England states might also currently follow this

practice/custom, the question remains whether this is merely an historical artifact that is somewhat out of touch with modern American policing.

There would be an obvious immediate budgetary savings that would be recognized if the prosecutor were no longer funded directly by the EPD. Nevertheless, if one or more EPD officers were designated to perform this function (in place of the prosecutor), resources would be expended to support that function. Current staffing in the EPD's Patrol Division is currently too lean to allow for that. One solution would be to persuade the County Prosecutor's office to offer this service (i.e., the prosecution of misdemeanor cases) through staff attorneys currently assigned to the County Attorney's office. This is very likely a political and budgetary issue that would need to be addressed at the highest levels. Suffice it to say that most prosecutor's offices throughout the United States prosecute all crimes (both misdemeanors and felonies) with their own resources, rather than asking or requiring local police departments to handle and fund misdemeanor prosecutions.

SECTION 9. DATA ANALYSIS

This data analysis on police patrol operations for the Exeter Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data from the department's computer-aided dispatch (CAD).

CPSM collected data for the one-year period of September 1, 2018, through August 31, 2019. The majority of the first section of the analysis, concluding with Table 9-8, uses call data for this one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2019, or winter, and the second period is from July 7 through August 31, 2019, or summer.

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WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time-stamp information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered a number of issues when analyzing Exeter's dispatch data. We made assumptions and decisions to address these issues.

- 362 events (about 2.3 percent) involved patrol units spending zero time on scene.
- 7 calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.
- The computer-aided dispatch (CAD) system used approximately 120 different event descriptions, which we condensed into 17 categories for our tables and 11 categories for our figures (shown in Chart 9-1). Table 9-20 in the appendix shows how each call description was categorized.

Between September 1, 2018, and August 31, 2019, the communications center recorded approximately 15,800 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 43.4 patrol-related events per day, approximately 2.3 percent of which (1.0 per day) had fewer than 30 seconds spent on the call.

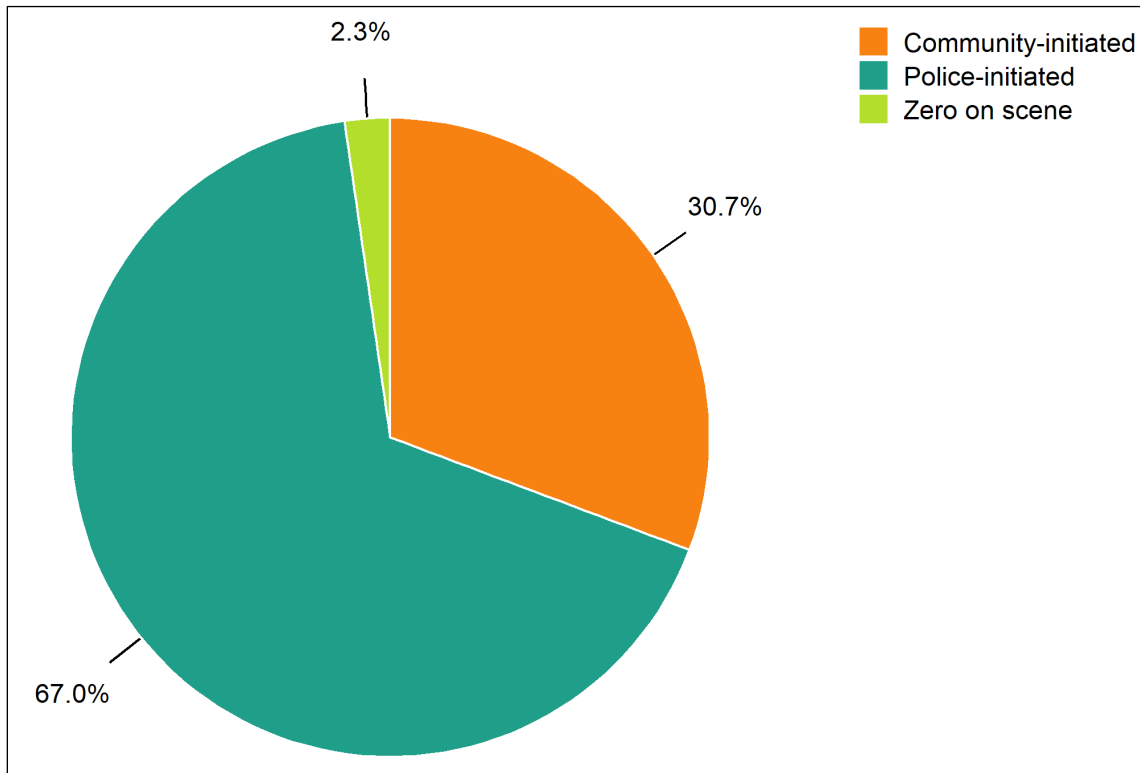
In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 9-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	
Check	Check
Crime-person	Crime
Crime-property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal	General noncriminal
Juvenile	
Miscellaneous	
Investigation	Investigation
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic stop	
Warrant and transport	Warrant

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FIGURE 9-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 15,843 events.

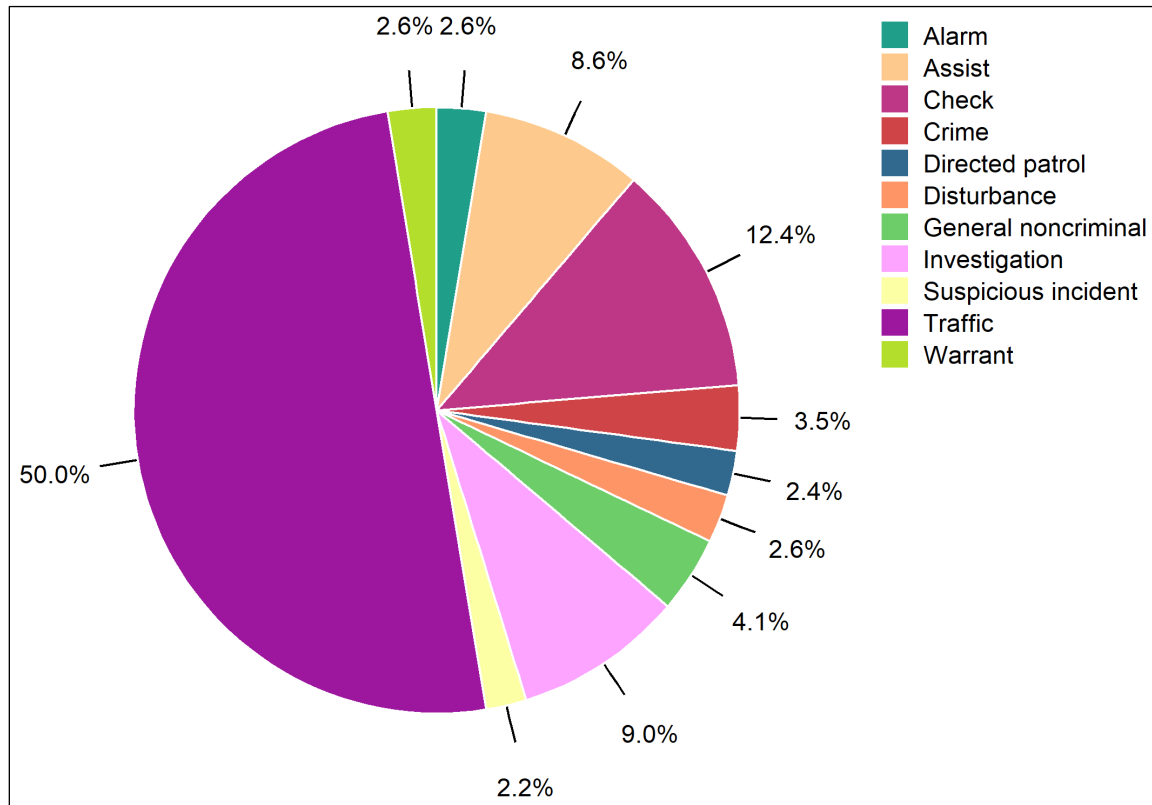
TABLE 9-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	4,868	13.3
Police-initiated	10,613	29.1
Zero on scene	362	1.0
Total	15,843	43.4

Observations:

- 31 percent of all events were community-initiated.
- 67 percent of all events were police-initiated.
- 2 percent of the events had zero time on scene.
- On average, there were 43 events per day, or 1.8 per hour.

FIGURE 9-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-2: Events per Day, by Category

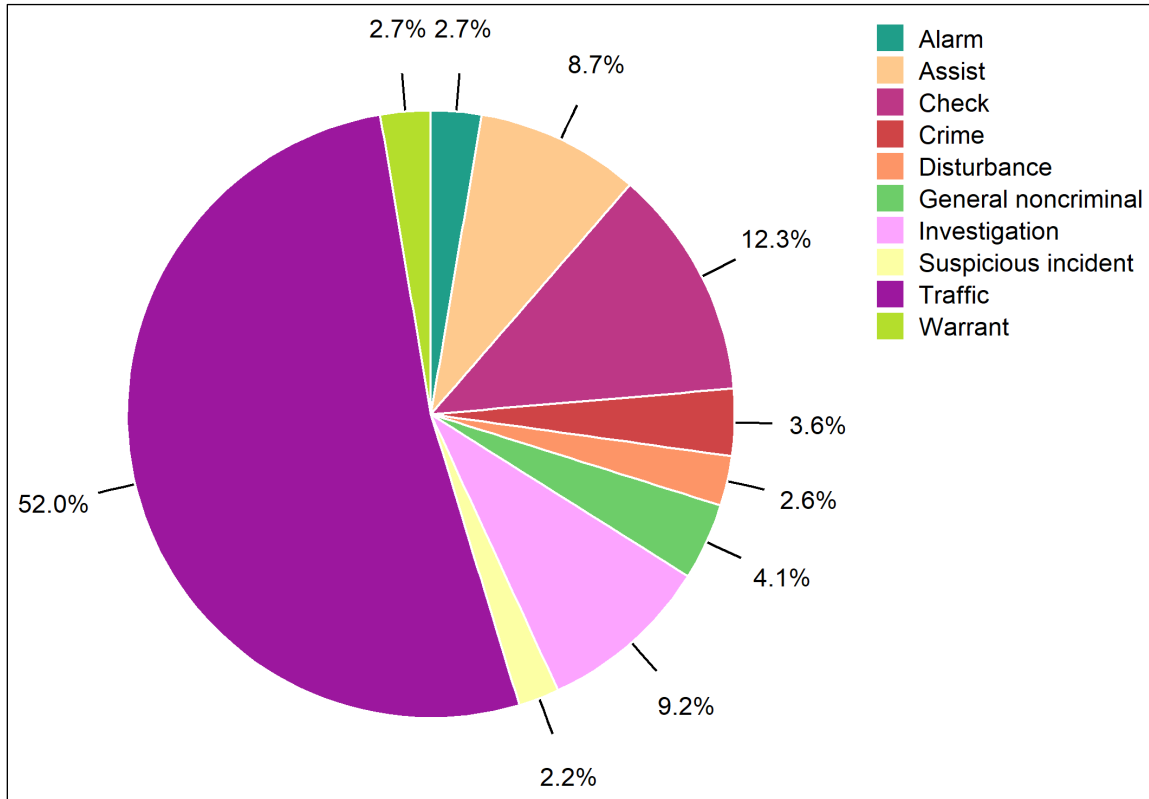
Category	No. of Events	Events per Day
Accident	416	1.1
Alarm	414	1.1
Animal	262	0.7
Assist citizen	331	0.9
Assist other agency	1,038	2.8
Check	1,966	5.4
Crime–person	156	0.4
Crime–property	394	1.1
Directed patrol	378	1.0
Disturbance	409	1.1
Investigation	1,432	3.9
Juvenile	145	0.4
Miscellaneous	240	0.7
Suspicious incident	341	0.9
Traffic enforcement	680	1.9
Traffic stop	6,829	18.7
Warrant and transport	412	1.1
Total	15,843	43.4

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top four categories accounted for 80 percent of events:
 - 50 percent of events were traffic-related.
 - 12 percent of events were checks.
 - 9 percent of events were investigations.
 - 9 percent of events were assists.
- 3 percent of events were crimes.

FIGURE 9-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	412	1.1
Alarm	405	1.1
Animal	243	0.7
Assist citizen	328	0.9
Assist other agency	986	2.7
Check	1,855	5.1
Crime–person	156	0.4
Crime–property	382	1.0
Disturbance	400	1.1
Investigation	1,388	3.8
Juvenile	142	0.4
Miscellaneous	232	0.6
Suspicious incident	328	0.9
Traffic enforcement	625	1.7
Traffic stop	6,826	18.7
Warrant and transport	404	1.1
Total	15,112	41.4

Note: The focus here is on recorded calls rather than recorded events. We removed 362 events with zero time on scene, as well as an additional 369 directed patrol activities.

Observations:

- On average, there were 41.4 calls per day, or 1.7 per hour.
- The top four categories accounted for 82 percent of calls:
 - 52 percent of events were traffic-related.
 - 12 percent of events were checks.
 - 9 percent of events were investigations.
 - 9 percent of events were assists.
- 4 percent of events were crimes.

FIGURE 9-4: Calls per Day, by Initiator and Month

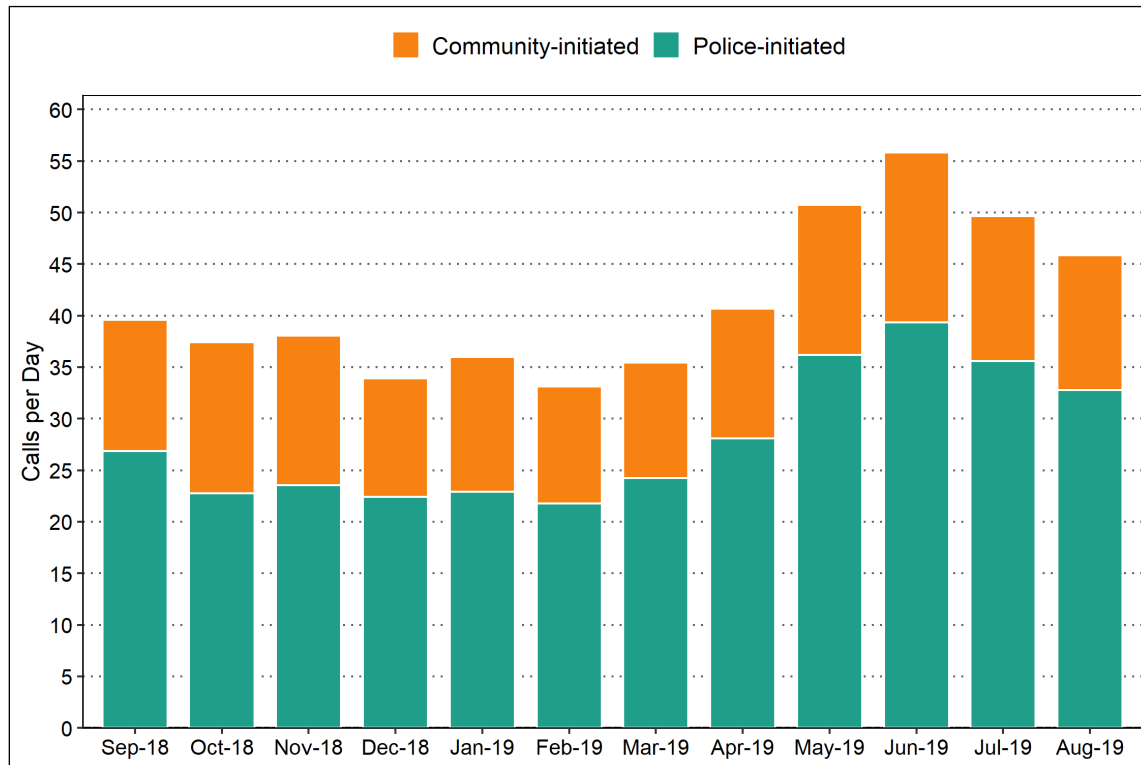


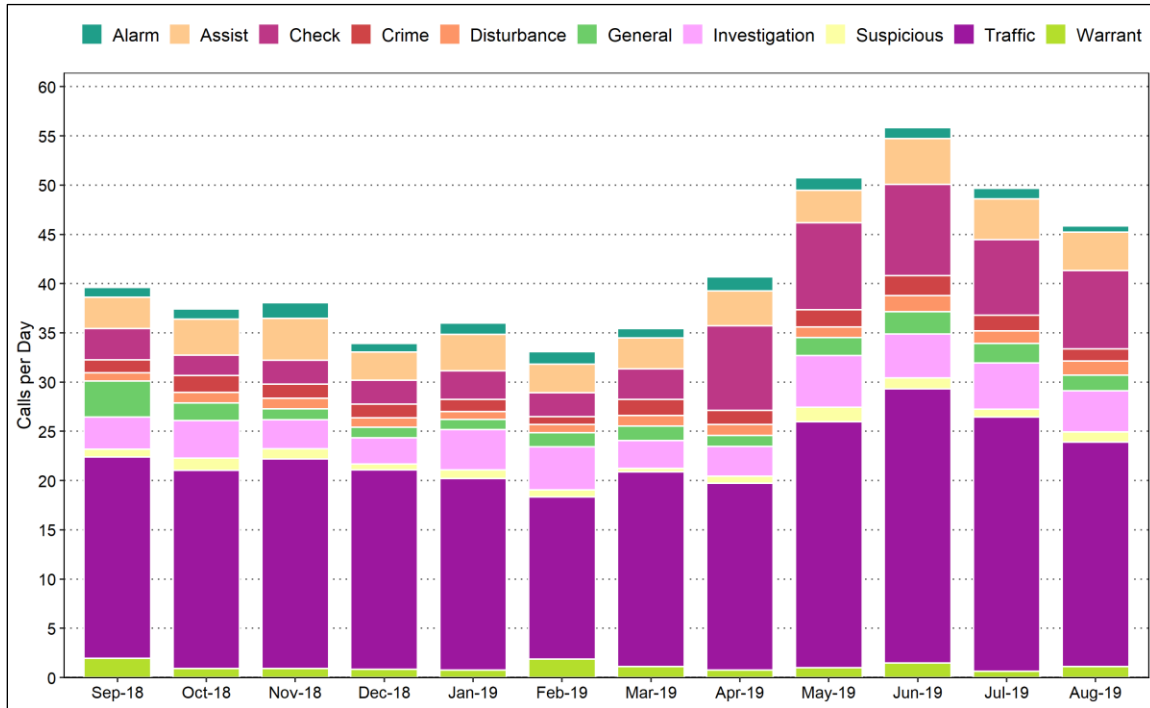
TABLE 9-4: Calls per Day, by Initiator and Months

Initiator	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Community	12.8	14.7	14.5	11.5	13.1	11.4	11.2	12.6	14.5	16.5	14.1	13.1
Police	26.8	22.7	23.5	22.4	22.9	21.8	24.2	28.1	36.2	39.3	35.6	32.8
Total	39.6	37.4	38.1	33.9	36.0	33.1	35.4	40.7	50.7	55.8	49.7	45.8

Observations:

- The number of calls per day was lowest in February.
- The number of calls per day was highest in June.
- The months with the most calls had 69 percent more calls than the months with the fewest calls.
- June had the most community-initiated calls, with 47 percent more than March, which had the fewest.
- June had the most police-initiated calls, with 81 percent more than February, which had the fewest.

FIGURE 9-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-5: Calls per Day, by Category and Month

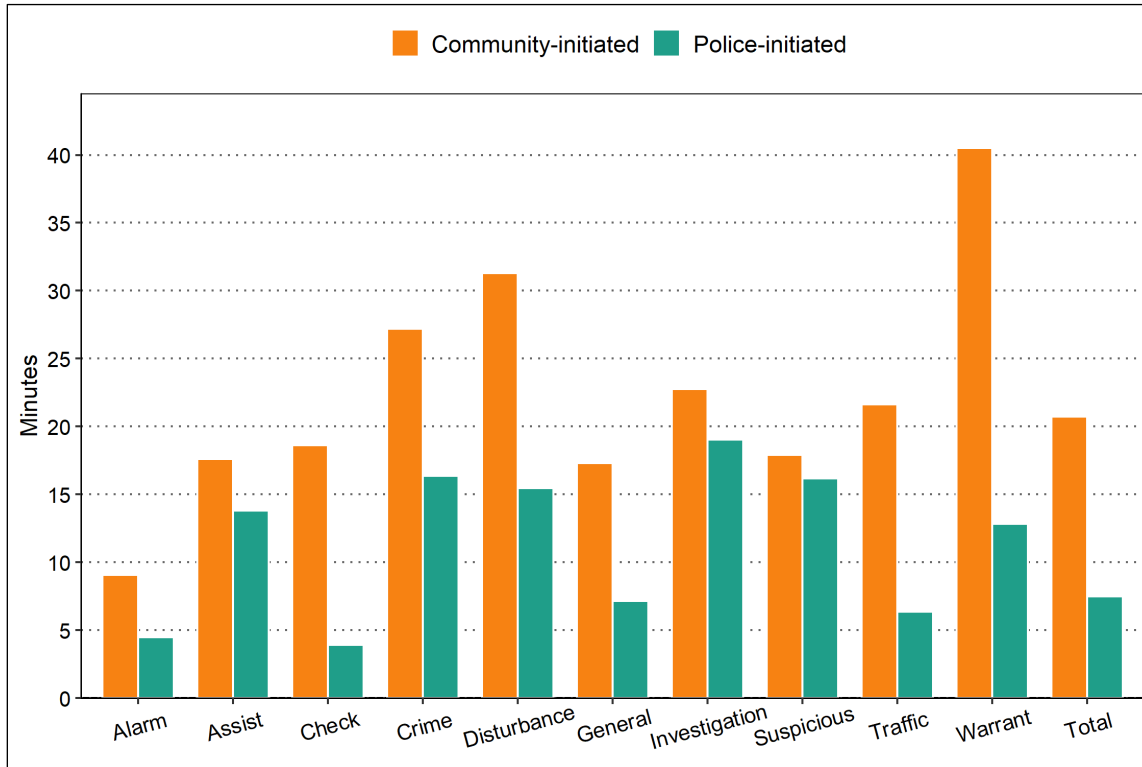
Category	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Accident	0.9	1.3	1.6	1.3	0.8	1.2	1.0	0.8	1.4	1.3	1.0	1.0
Alarm	1.0	1.0	1.6	0.9	1.2	1.3	0.9	1.4	1.3	1.1	1.1	0.6
Animal	0.8	0.8	0.5	0.4	0.4	0.3	0.4	0.4	0.6	1.5	1.0	0.8
Assist citizen	0.9	0.9	0.9	0.6	0.6	0.5	0.5	1.1	1.1	1.5	1.2	0.9
Assist other agency	2.3	2.7	3.3	2.3	3.0	2.4	2.7	2.5	2.2	3.1	2.9	3.0
Check	3.2	2.1	2.4	2.4	2.9	2.4	3.1	8.6	8.8	9.3	7.7	8.0
Crime–person	0.2	0.5	0.5	0.5	0.2	0.4	0.5	0.4	0.7	0.6	0.6	0.1
Crime–property	1.1	1.3	1.0	0.9	1.1	0.5	1.2	1.0	1.1	1.4	0.9	1.1
Disturbance	0.8	1.1	1.1	1.0	0.8	0.8	1.1	1.1	1.1	1.6	1.3	1.4
Investigation	3.3	3.8	2.9	2.7	4.1	4.4	2.8	3.0	5.3	4.5	4.7	4.2
Juvenile	0.2	0.6	0.2	0.3	0.2	0.3	0.6	0.3	0.9	0.3	0.4	0.3
Miscellaneous	2.6	0.4	0.4	0.4	0.5	0.8	0.4	0.5	0.3	0.4	0.6	0.5
Suspicious incident	0.8	1.3	1.0	0.6	0.9	0.7	0.4	0.7	1.5	1.1	0.8	1.0
Traffic enforcement	1.8	1.9	1.9	1.3	1.9	1.4	1.4	1.3	2.0	1.9	2.0	1.6
Traffic stop	17.7	16.9	17.8	17.6	16.7	13.9	17.4	16.9	21.6	24.7	22.8	20.1
Warrant and transport	2.0	0.9	0.9	0.8	0.7	1.9	1.1	0.8	1.0	1.5	0.6	1.1
Total	39.6	37.4	38.1	33.9	36.0	33.1	35.4	40.7	50.7	55.8	49.7	45.8

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 76 and 85 percent of calls throughout the year:
 - Traffic calls averaged between 16.5 and 27.8 calls per day throughout the year.
 - Check calls averaged between 2.1 and 9.3 calls per day throughout the year.
 - Investigation calls averaged between 2.7 and 5.3 calls per day throughout the year.
 - Assist calls averaged between 2.9 and 4.7 calls per day throughout the year.
- Crime calls averaged between 0.8 and 2.0 calls per day throughout the year and accounted for 2 to 5 percent of total calls.

FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1. For this graph and the following Table 9-6, we removed seven calls with inaccurate busy times.

TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator

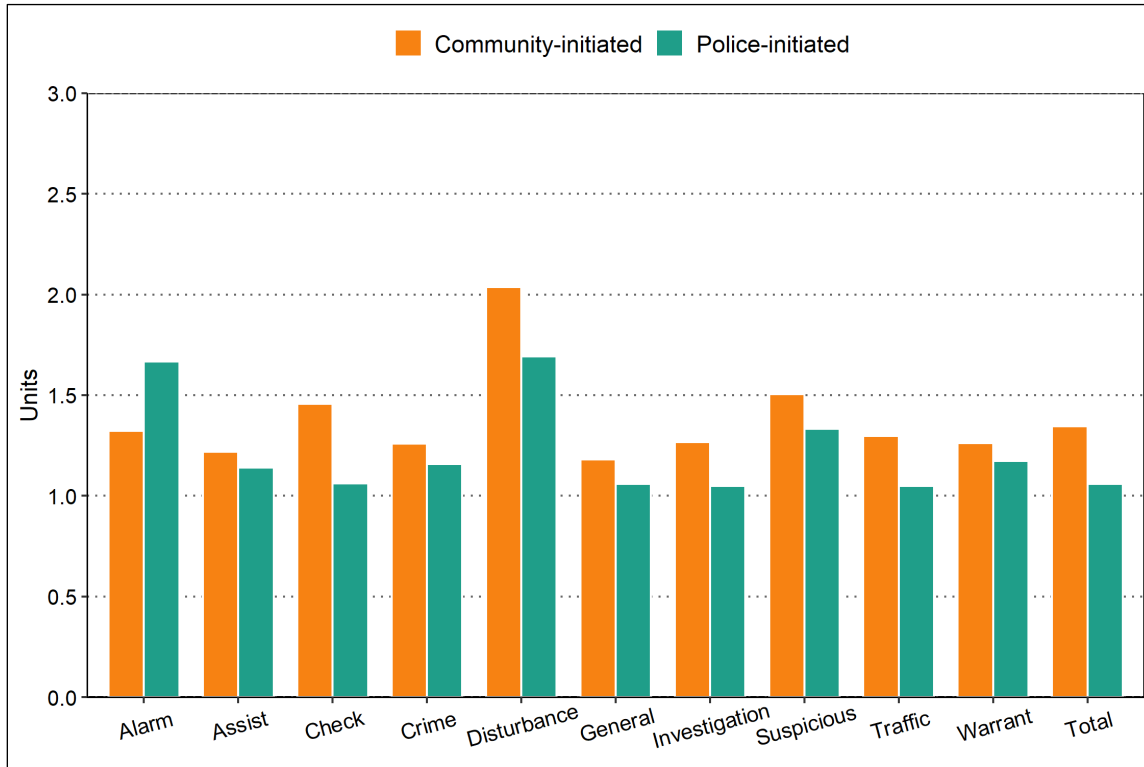
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	28.4	381	21.0	31
Alarm	9.1	402	4.5	3
Animal	17.3	217	7.2	26
Assist citizen	19.7	249	11.0	79
Assist other agency	17.0	863	15.7	122
Check	18.6	296	3.9	1,559
Crime-person	28.2	150	33.2	6
Crime-property	26.7	344	13.7	38
Disturbance	31.3	387	15.5	13
Investigation	22.8	524	19.0	864
Juvenile	20.1	116	8.9	25
Miscellaneous	14.0	95	6.8	137
Suspicious incident	17.9	300	16.2	27
Traffic enforcement	15.7	437	9.1	187
Traffic stop	14.4	2	6.2	6,822
Warrant and transport	40.5	98	12.8	305
Weighted Average/Total Calls	20.7	4,861	7.5	10,244

Note: The information in Figure 9-6 and Table 9-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 4 to 40 minutes overall.
- The longest average times were for community-initiated warrant calls.
- The average time spent on crime calls was 27 minutes for community-initiated calls and 16 minutes for police-initiated calls.

FIGURE 9-7: Number of Responding Units, by Initiator and Category



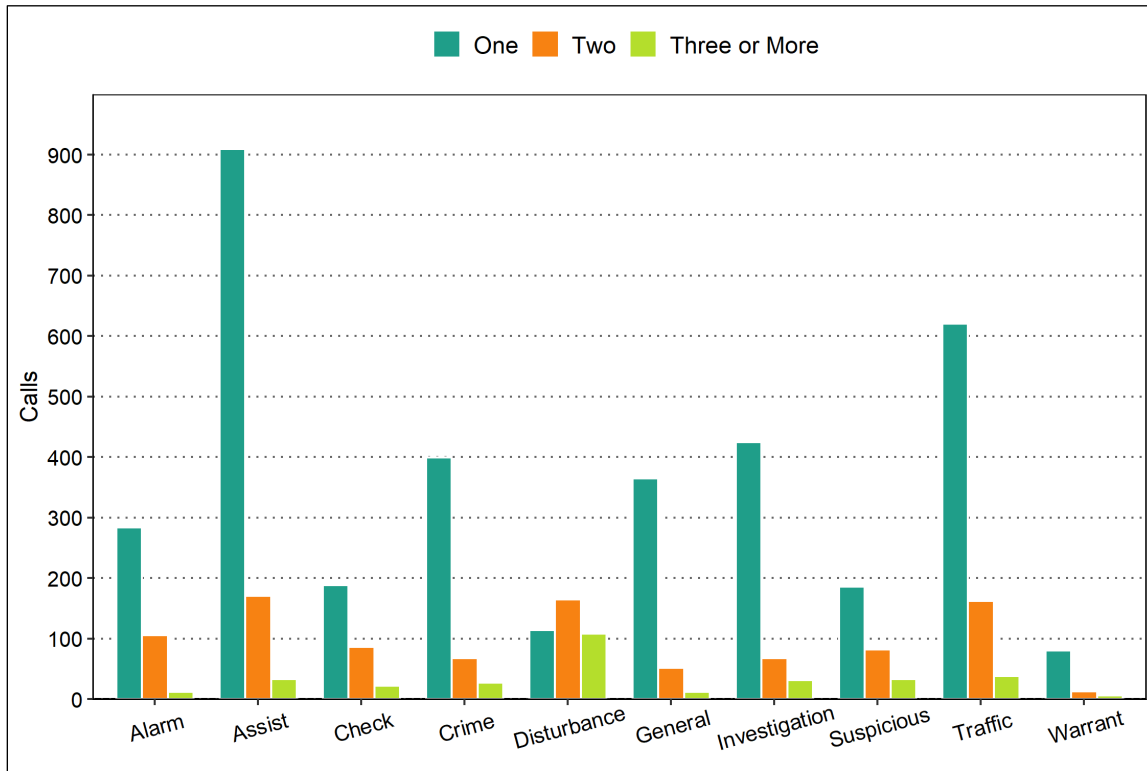
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.4	381	1.4	31
Alarm	1.3	402	1.7	3
Animal	1.1	217	1.0	26
Assist citizen	1.2	249	1.1	79
Assist other agency	1.2	864	1.2	122
Check	1.5	296	1.1	1,559
Crime–person	1.3	150	1.5	6
Crime–property	1.3	344	1.1	38
Disturbance	2.0	387	1.7	13
Investigation	1.3	524	1.0	864
Juvenile	1.4	117	1.2	25
Miscellaneous	1.2	95	1.1	137
Suspicious incident	1.5	301	1.3	27
Traffic enforcement	1.2	438	1.0	187
Traffic stop	2.0	2	1.0	6,824
Warrant and transport	1.3	99	1.2	305
Weighted Average/Total Calls	1.3	4,866	1.1	10,246

Note: The information in Figure 9-7 and Table 9-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

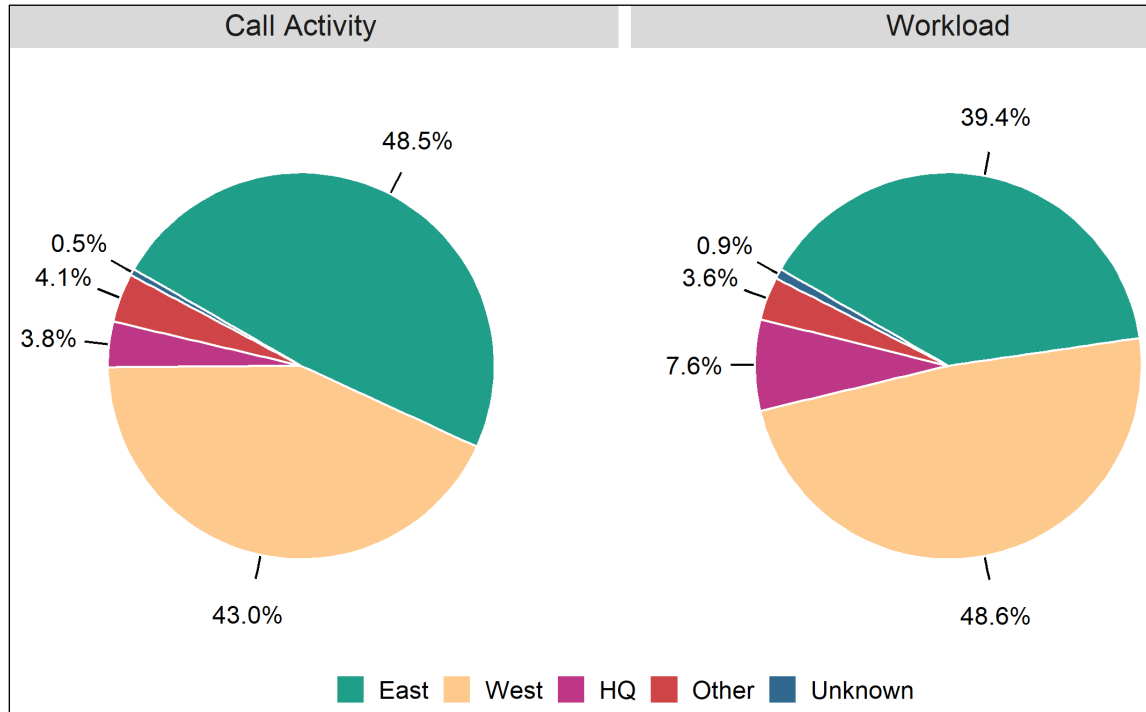
TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	258	96	27
Alarm	284	106	12
Animal	198	16	3
Assist citizen	212	33	4
Assist other agency	697	138	29
Check	188	86	22
Crime–person	118	24	8
Crime–property	281	44	19
Disturbance	114	165	108
Investigation	425	68	31
Juvenile	86	23	8
Miscellaneous	81	13	1
Suspicious incident	186	82	33
Traffic enforcement	363	64	11
Traffic stop	0	2	0
Warrant and transport	80	13	6
Total	3,571	973	322

Observations:

- The overall mean number of responding units was 1.3 for community-initiated calls and 1.1 for police-initiated calls.
- The mean number of responding units was as high as 2.0 for disturbance calls that were community-initiated.
- 73 percent of community-initiated calls involved one responding unit.
- 20 percent of community-initiated calls involved two responding units.
- 7 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units were disturbances.

FIGURE 9-9: Percentage Calls and Work Hours, by Response Area



Note: Zones 1 to 5 are grouped as east, and zones 6 to 13 are grouped as west. The “other” category includes 618 calls with zone “101,” “B,” “C,” and “MA.” The “unknown” category includes 83 calls without zone records. Police headquarters is in patrol zone east but identified separately in this figure and table.

TABLE 9-9: Calls and Work Hours by Zone, per Day

Zone	Per Day	
	Calls	Work Hours
1	4.0	0.8
2	1.0	0.2
3	7.6	1.7
4	0.8	0.2
5	6.6	1.1
6	4.6	1.1
7	1.1	0.3
8	1.5	0.8
9	2.1	0.7
10	2.1	0.6
11	2.9	0.6
12	1.1	0.3
13	2.3	0.6
HQ	1.6	0.8
Other	1.7	0.4
Unknown	0.2	0.1
Total	41.4	10.2

Observations:

- The east zone had more calls and accounted for 49 percent of total calls.
- The west zone had more workload and it accounted for 49 percent of the total workload.
- Excluding calls with identified as "HQ," "other," and "unknown," an even distribution would allot 19.0 calls and 4.5 work hours per zone (east and west).

FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2019

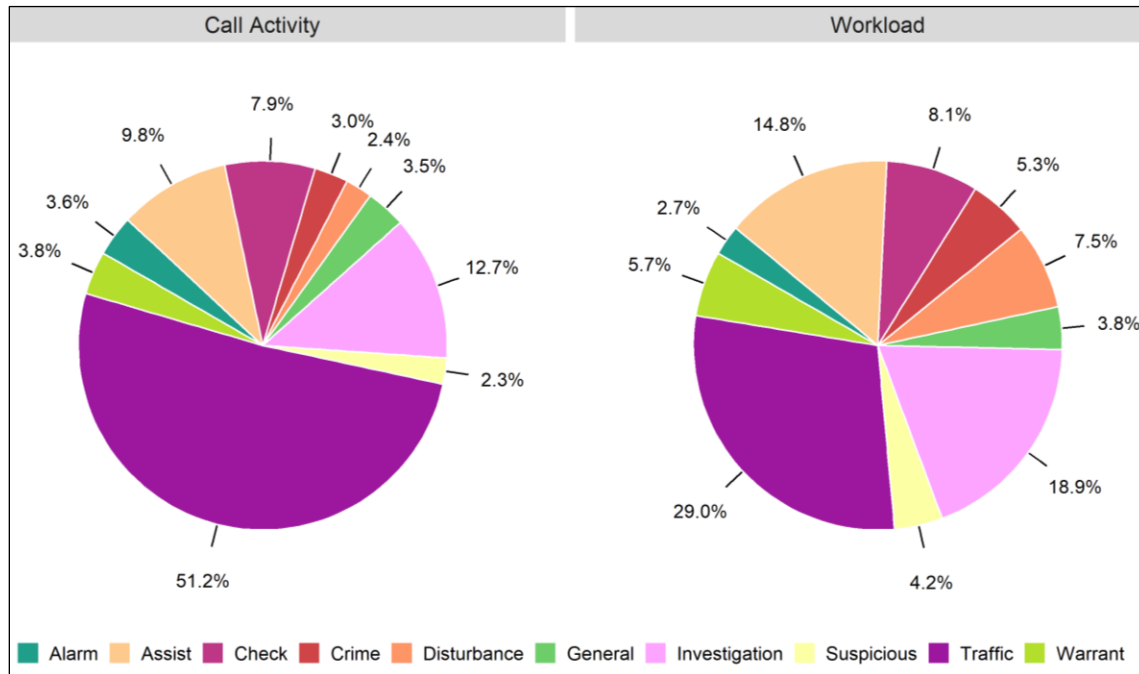


TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2019

Category	Per Day	
	Calls	Work Hours
Accident	1.0	0.5
Alarm	1.2	0.2
Animal	0.3	0.1
Assist citizen	0.6	0.2
Assist other agency	2.8	1.2
Check	2.7	0.8
Crime-person	0.3	0.2
Crime-property	0.8	0.3
Disturbance	0.8	0.7
Investigation	4.4	1.8
Juvenile	0.2	0.1
Miscellaneous	0.6	0.1
Suspicious incident	0.8	0.4
Traffic enforcement	1.7	0.5
Traffic stop	14.9	1.7
Warrant and transport	1.3	0.5
Total	34.4	9.3

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 34 per day, or 1.4 per hour.
- Total workload averaged 9 hours per day, meaning that on average 0.4 officers per hour were busy responding to calls.
- Traffic calls constituted 51 percent of calls and 29 percent of workload.
- Checks constituted 8 percent of calls and 8 percent of workload.
- Investigations constituted 13 percent of calls and 19 percent of workload.
- Assists constituted 10 percent of calls and 15 percent of workload.
- These top four categories constituted 82 percent of calls and 71 percent of workload.
- Crimes constituted 3 percent of calls and 5 percent of workload.

FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2019

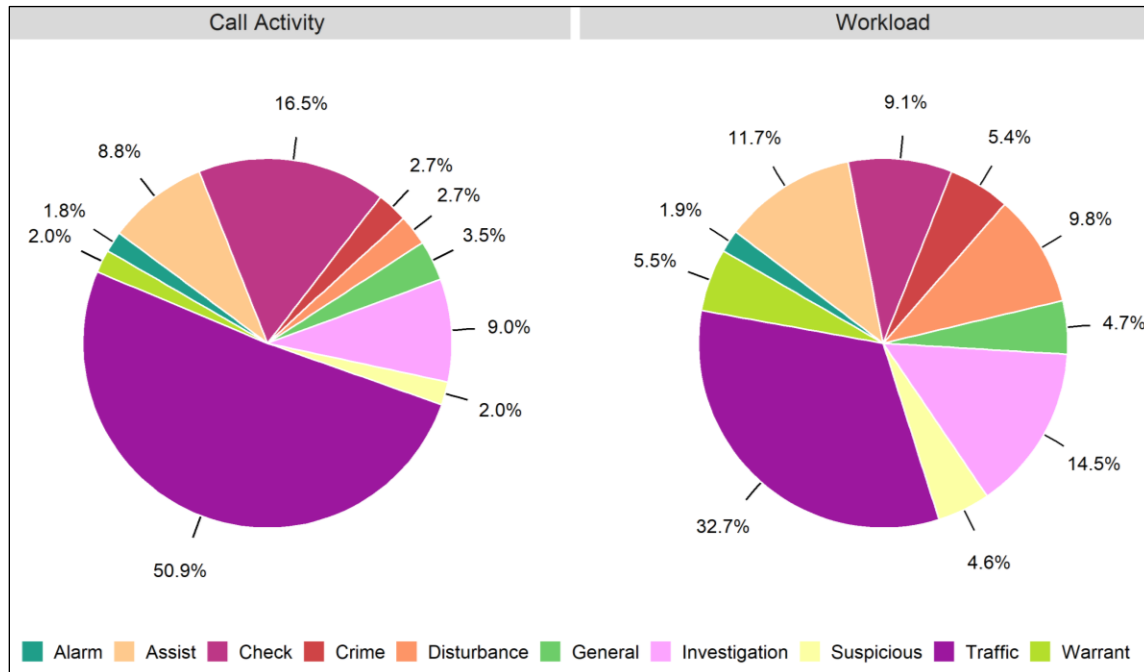


TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2019

Category	Per Day	
	Calls	Work Hours
Accident	1.0	0.8
Alarm	0.9	0.2
Animal	0.9	0.2
Assist citizen	1.1	0.4
Assist other agency	3.1	1.0
Check	7.8	1.0
Crime-person	0.3	0.2
Crime-property	1.0	0.4
Disturbance	1.2	1.1
Investigation	4.2	1.6
Juvenile	0.3	0.2
Miscellaneous	0.4	0.1
Suspicious incident	0.9	0.5
Traffic enforcement	1.9	0.4
Traffic stop	21.1	2.5
Warrant and transport	0.9	0.6
Total	47.0	11.3

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls per day and average daily workload were higher in summer than in winter.
- Total calls averaged 47 per day, or 2.0 per hour.
- Total workload averaged 11 hours per day, meaning that on average 0.5 officers per hour were busy responding to calls.
- Traffic calls constituted 51 percent of calls and 33 percent of workload.
- Checks constituted 17 percent of calls and 9 percent of workload.
- Investigations constituted 9 percent of calls and 15 percent of workload.
- Assists constituted 9 percent of calls and 12 percent of workload.
- These top four categories constituted 85 percent of calls and 68 percent of workload.
- Crimes constituted 3 percent of calls and 5 percent of workload.

OUT-OF-SERVICE ACTIVITIES

In the period from September 1, 2018, through August 31, 2019, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 4,559 activities remained. These activities had an average duration of 46.4 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 9-12: Activities and Occupied Times by Description

Status Code	Out of Service Description	Occupied Time	Count
BI	Bike patrol	65.3	3
CO	Complex	50.5	2,830
CT	Court	83.4	44
EX	Exeter hospital	15.4	5
ST	Foot patrol streets	27.0	39
HI	Highway	14.3	22
OT	Other	33.0	5
AT	Out at	28.7	288
OU	Out of town	49.8	28
PD	Paid detail	127.7	85
PP	Parking patrol	9.0	3
RW	Report writing	1.0	1
SR	School resource officer	73.2	4
TR	School/training	81.6	39
SA	Special	58.5	26
VM	Vehicle maintenance	35.6	18
Administrative - Weighted Average/Total Activities		50.7	3,440
Personal - BR	Break	33.0	1,119
Weighted Average/Total Activities		46.4	4,559

Observations:

- The most common out-of-service description was “complex.”
- The recorded personal activities were breaks.
- The description with the longest average time was for paid details.
- The average time spent on administrative activities was 50.7 minutes and for personal activities, it was 33.0 minutes.

FIGURE 9-12: Activities per Day, by Month

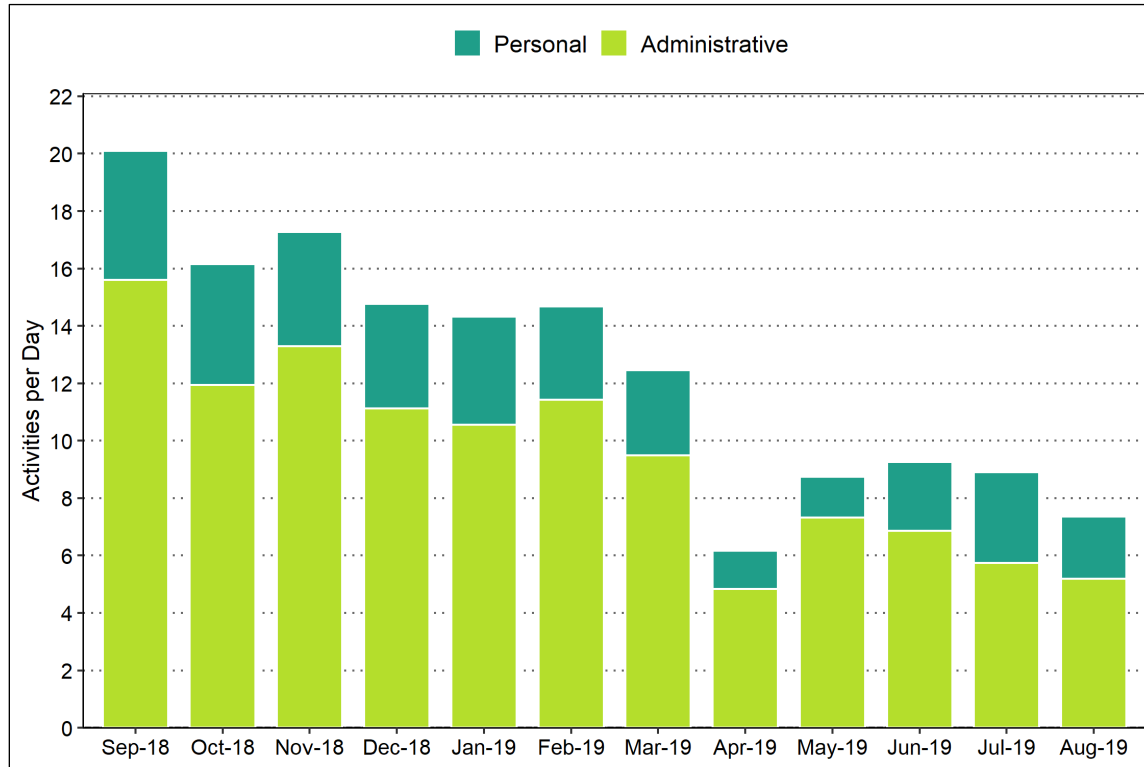


TABLE 9-13: Activities per Day, by Month

Activities	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
Personal	4.5	4.2	4.0	3.6	3.8	3.2	3.0	1.3	1.4	2.4	3.2	2.2
Administrative	15.6	11.9	13.3	11.1	10.5	11.4	9.5	4.8	7.3	6.9	5.7	5.2
Total	20.1	16.2	17.3	14.8	14.3	14.7	12.5	6.2	8.7	9.3	8.9	7.4

Observations:

- The number of activities per day was lowest in April.
- The number of activities per day was highest in September.
- The drop in noncall activities corresponds with an increase in directed patrol events in April through August 2019.

FIGURE 9-13: Activities per Day, by Day of Week

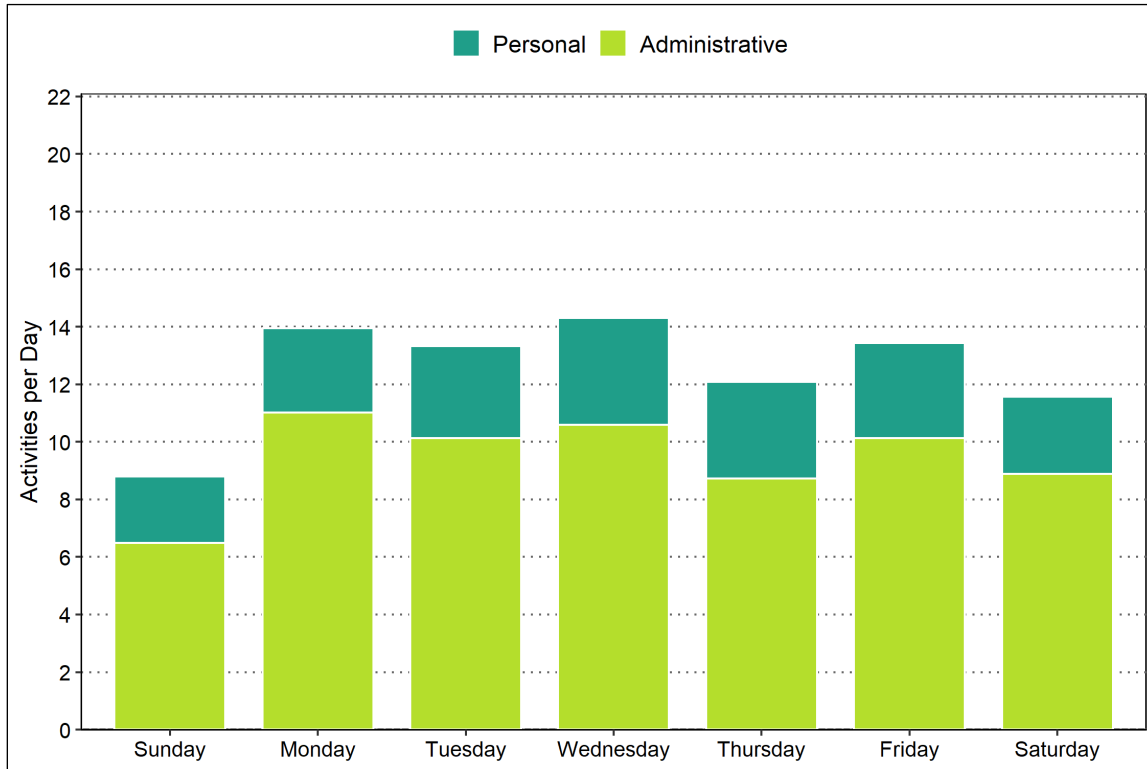


TABLE 9-14: Activities per Day, by Day of Week

Day of Week	Personal	Administrative	Activities per
Sunday	2.3	6.5	8.8
Monday	2.9	11.0	13.9
Tuesday	3.2	10.1	13.3
Wednesday	3.7	10.6	14.3
Thursday	3.3	8.7	12.1
Friday	3.3	10.1	13.4
Saturday	2.7	8.9	11.6
Weekly Average	3.1	9.4	12.5

Observations:

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Wednesdays.

FIGURE 9-14: Activities per Day, by Hour of Day

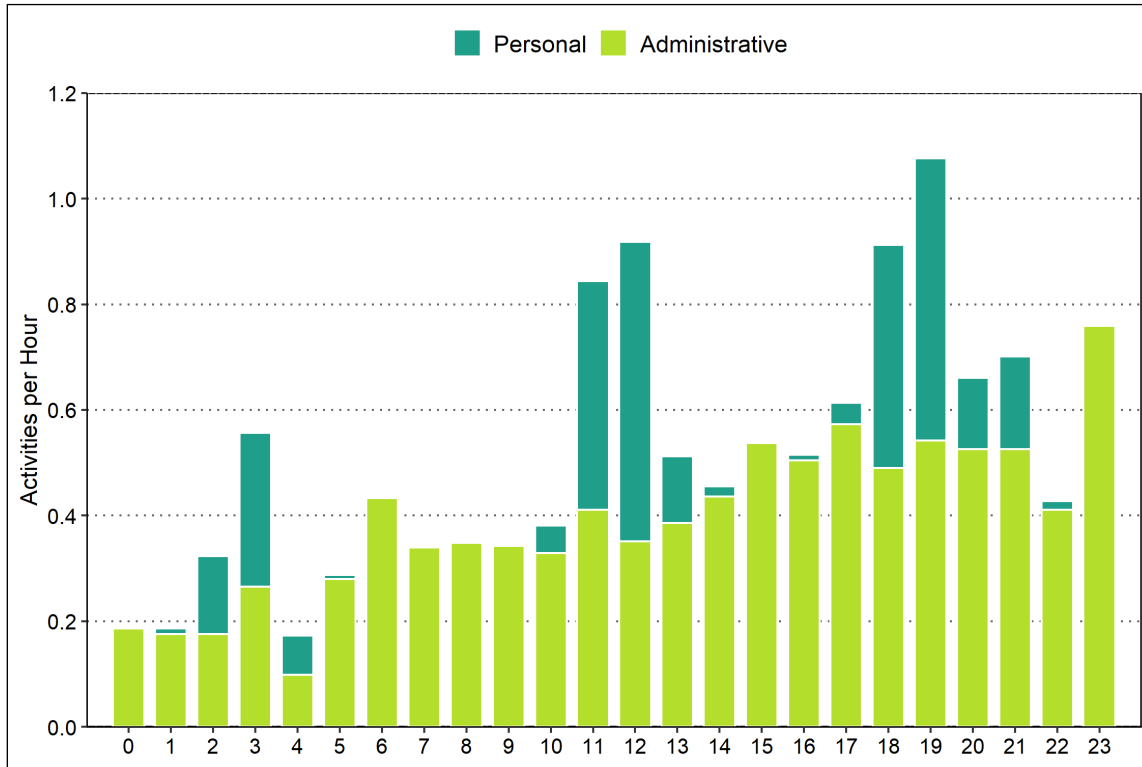


TABLE 9-15: Activities per Hour, by Hour of Day

Hour	Personal	Administrative	Total
0	0.00	0.19	0.19
1	0.01	0.18	0.19
2	0.15	0.18	0.32
3	0.29	0.27	0.56
4	0.07	0.10	0.17
5	0.01	0.28	0.29
6	0.00	0.43	0.43
7	0.00	0.34	0.34
8	0.00	0.35	0.35
9	0.00	0.34	0.35
10	0.05	0.33	0.38
11	0.43	0.41	0.84
12	0.57	0.35	0.92
13	0.13	0.39	0.51
14	0.02	0.44	0.45
15	0.00	0.54	0.54
16	0.01	0.50	0.52
17	0.04	0.57	0.61
18	0.42	0.49	0.91
19	0.53	0.54	1.08
20	0.13	0.53	0.66
21	0.18	0.53	0.70
22	0.02	0.41	0.43
23	0.00	0.76	0.76
Hourly Average	0.13	0.39	0.52

Observations:

- The number of activities per hour was highest between 7:00 p.m. and 8:00 p.m.
- The number of activities per hour was lowest between 4:00 a.m. and 5:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in the winter (January 4 through February 28, 2019) and eight weeks in the summer (July 7 through August 31, 2019). The department's main patrol force consists of patrol officers and a sergeant. The patrol force operates on 8-hour shifts starting at 7:00 a.m., 9:00 a.m., 3:00 p.m., 5:00 p.m., and 11:00 p.m. The police department's main patrol force deployed an average of 4.4 officers per hour during the 24-hour day in winter 2019 and 4.3 officers in summer 2019.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.
- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 9-15: Deployed Officers, Weekdays, Winter 2019

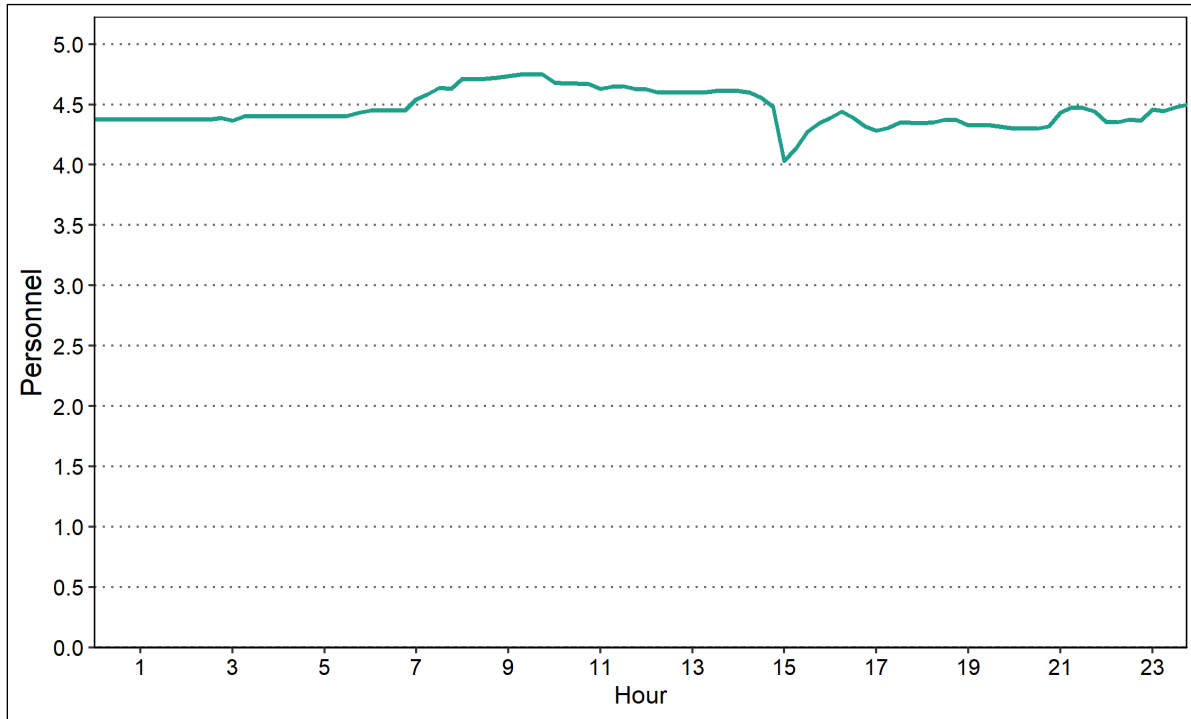


FIGURE 9-16: Deployed Officers, Weekends, Winter 2019

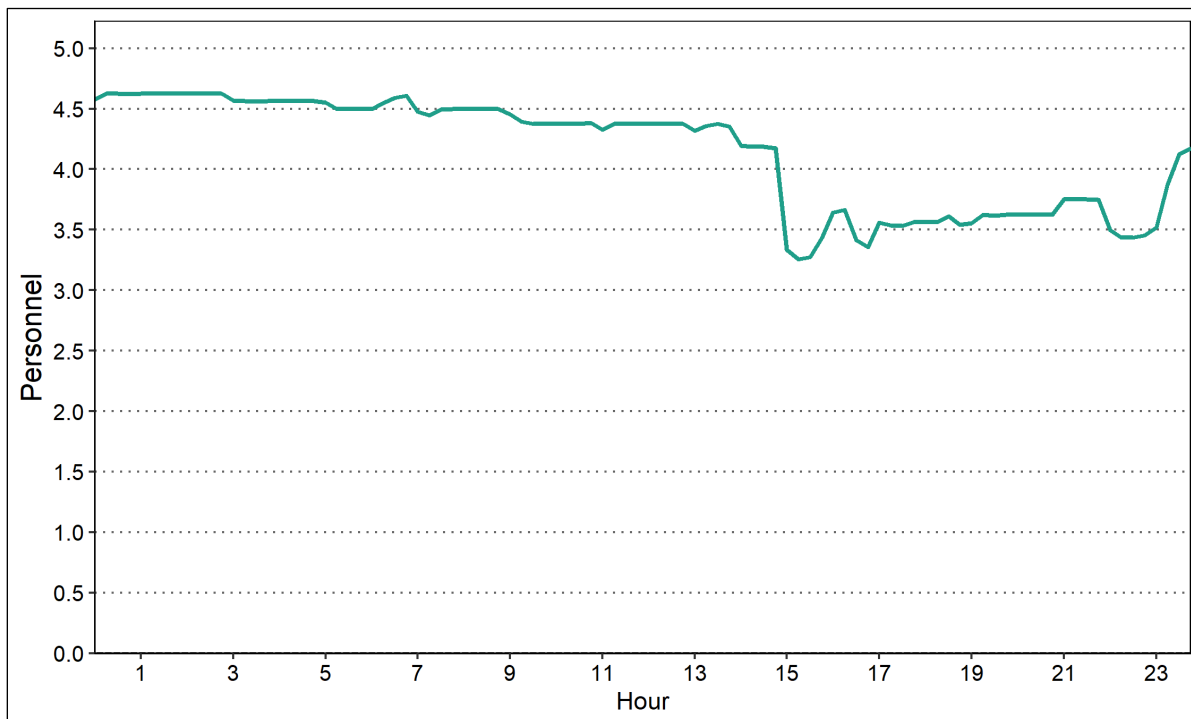


FIGURE 9-17: Deployed Officers, Weekdays, Summer 2019

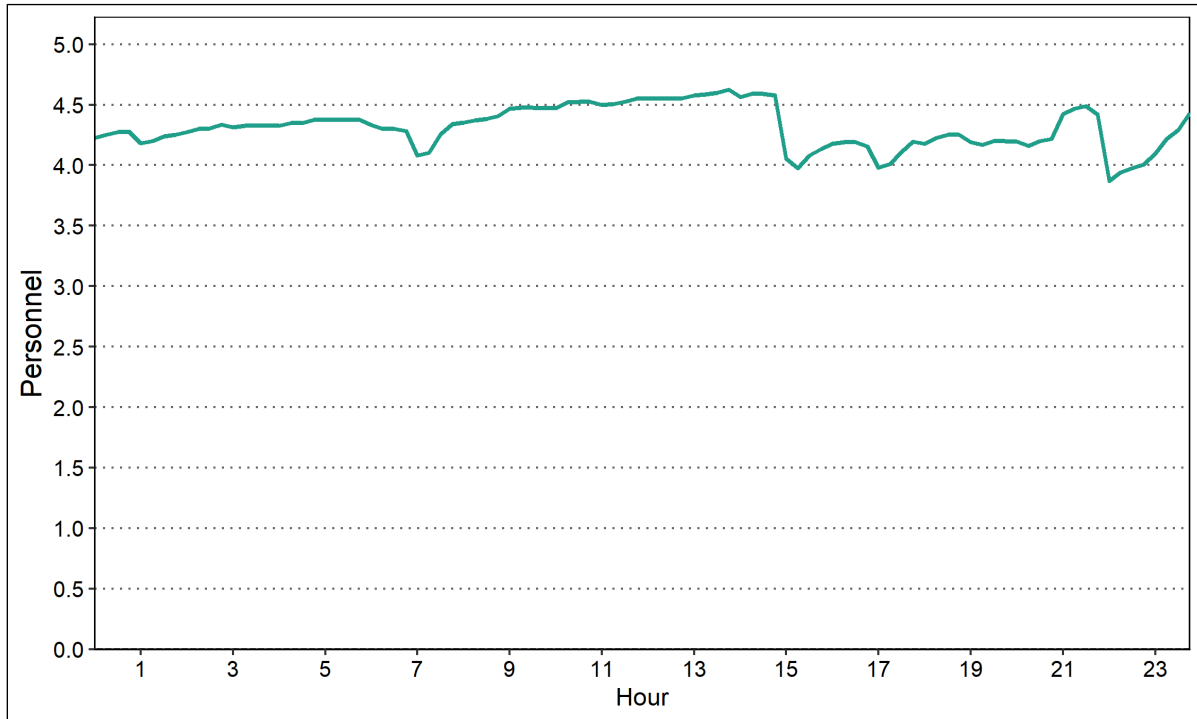
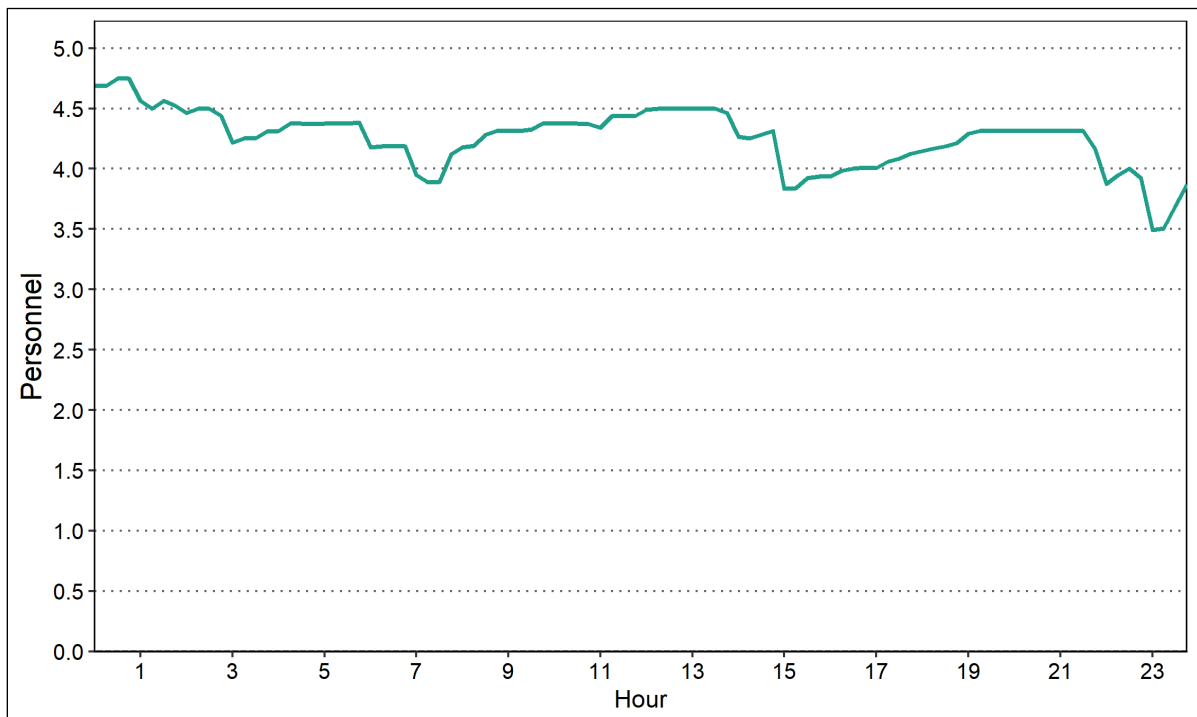


FIGURE 9-18: Deployed Officers, Weekends, Summer 2019



Observations:

- For winter (January 4 through February 28, 2019):
 - The average deployment was 4.5 officers per hour during the week and 4.1 officers per hour on the weekend.
 - Average deployment varied from 4.0 to 4.8 officers per hour on weekdays and 3.3 to 4.6 officers per hour on weekends.
- For summer (July 7 through August 31, 2019):
 - The average deployment was 4.3 officers per hour during the week and on the weekend.
 - Average deployment varied from 3.9 to 4.6 officers per hour on weekdays and 3.5 to 4.8 officers per hour on weekends.

FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2019

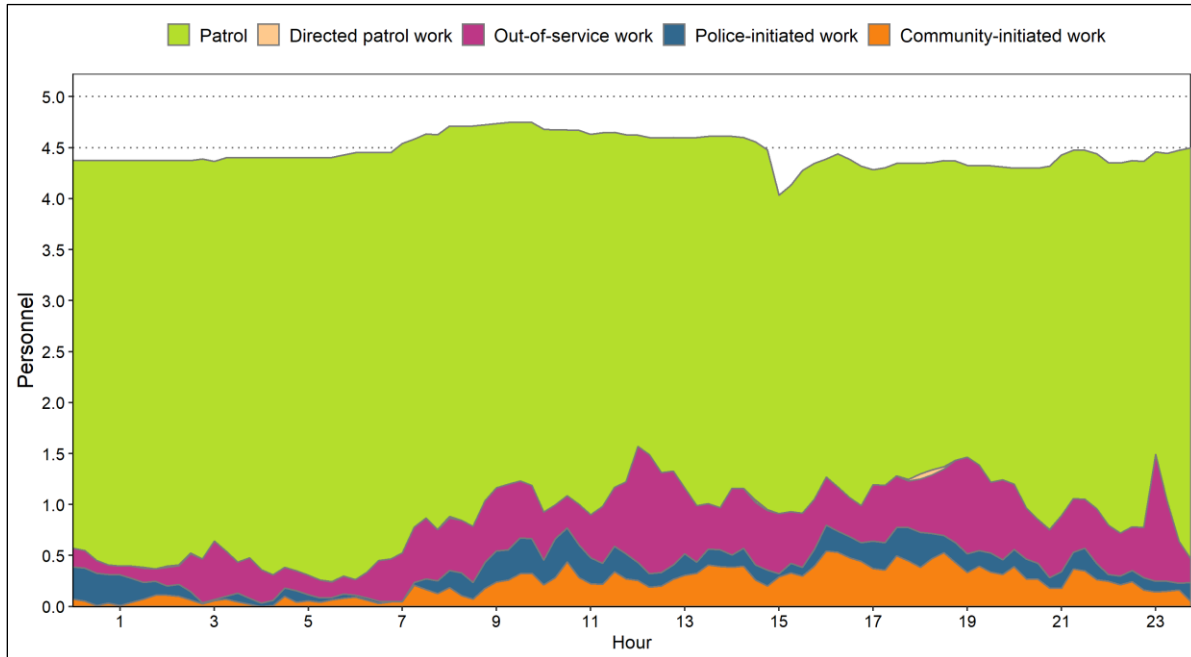


FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2019

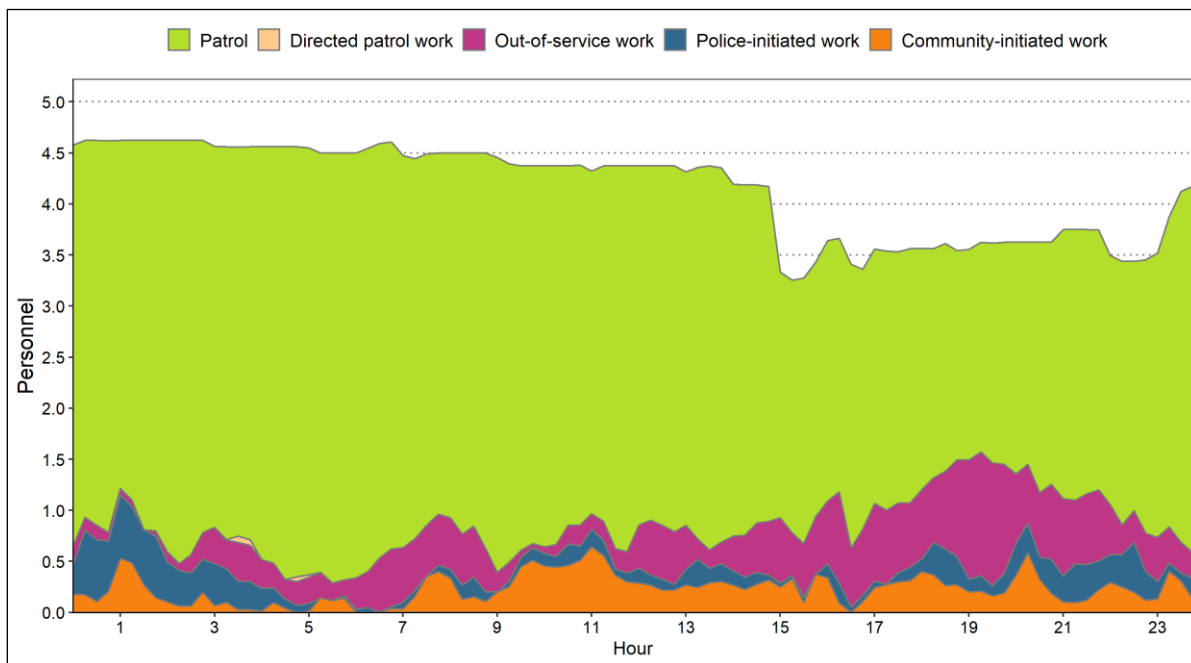


FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2019

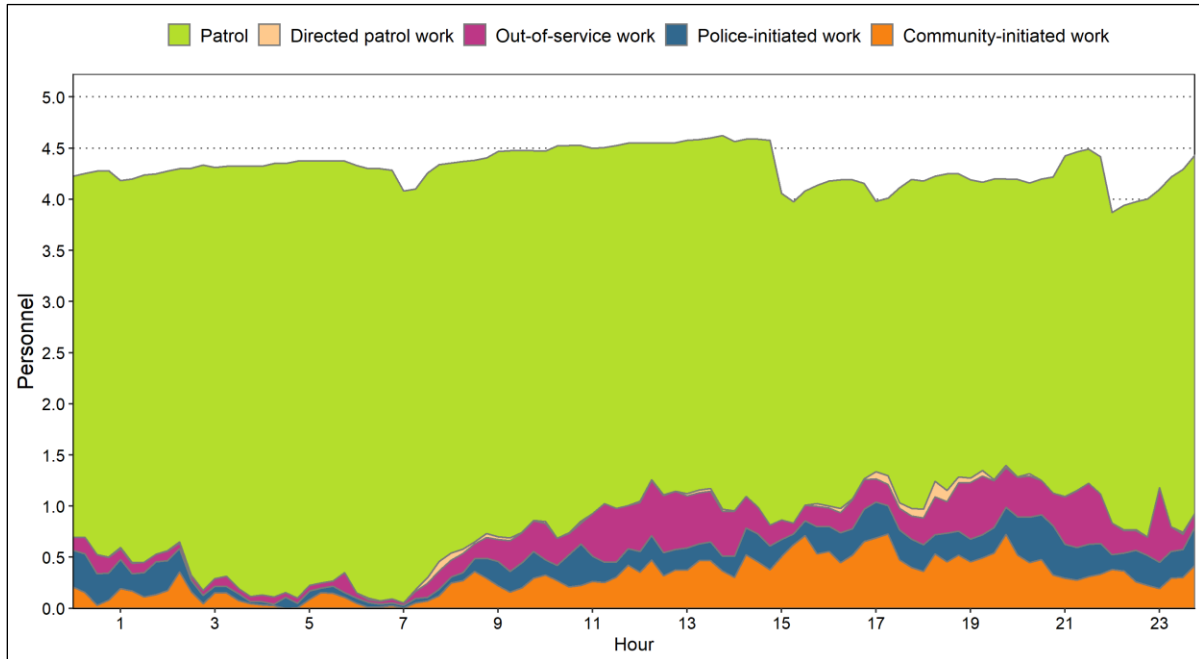
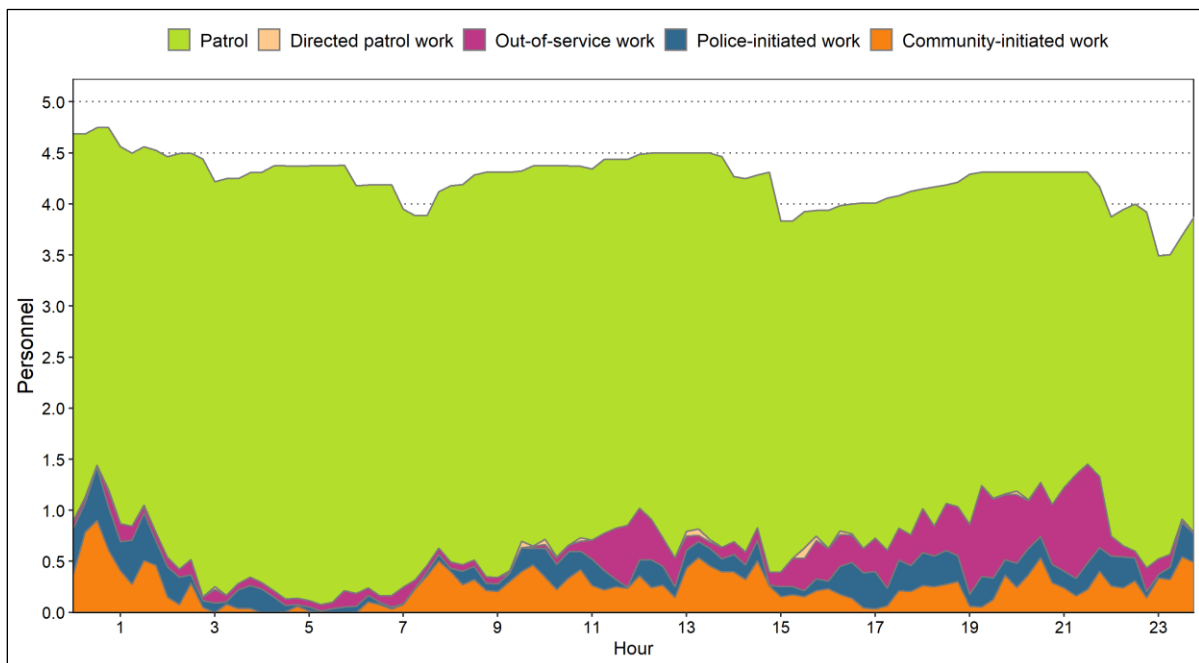


FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2019



Note: Figures 9-19 to 9-22 show deployment along with all workload from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Winter:

- Community-initiated work:
 - The average other-initiated workload was 0.2 officers per hour during the week and on weekends.
 - This was approximately 5 percent of hourly deployment during the week and 6 percent of hourly deployment on weekends.
- All work:
 - The average workload was 0.9 officers per hour during the week and 0.8 officers per hour on weekends.
 - This was approximately 20 percent of hourly deployment during the week and on weekends.

Summer:

- Community-initiated work:
 - The average other-initiated workload was 0.3 officers per hour during the week and on weekends.
 - This was approximately 7 percent of hourly deployment during the week and 6 percent of hourly deployment on weekends.
- All work:
 - The average workload was 0.8 officers per hour during the week and 0.7 officers per hour on weekends.
 - This was approximately 18 percent of hourly deployment during the week and 16 percent of hourly deployment on weekends.

FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2019

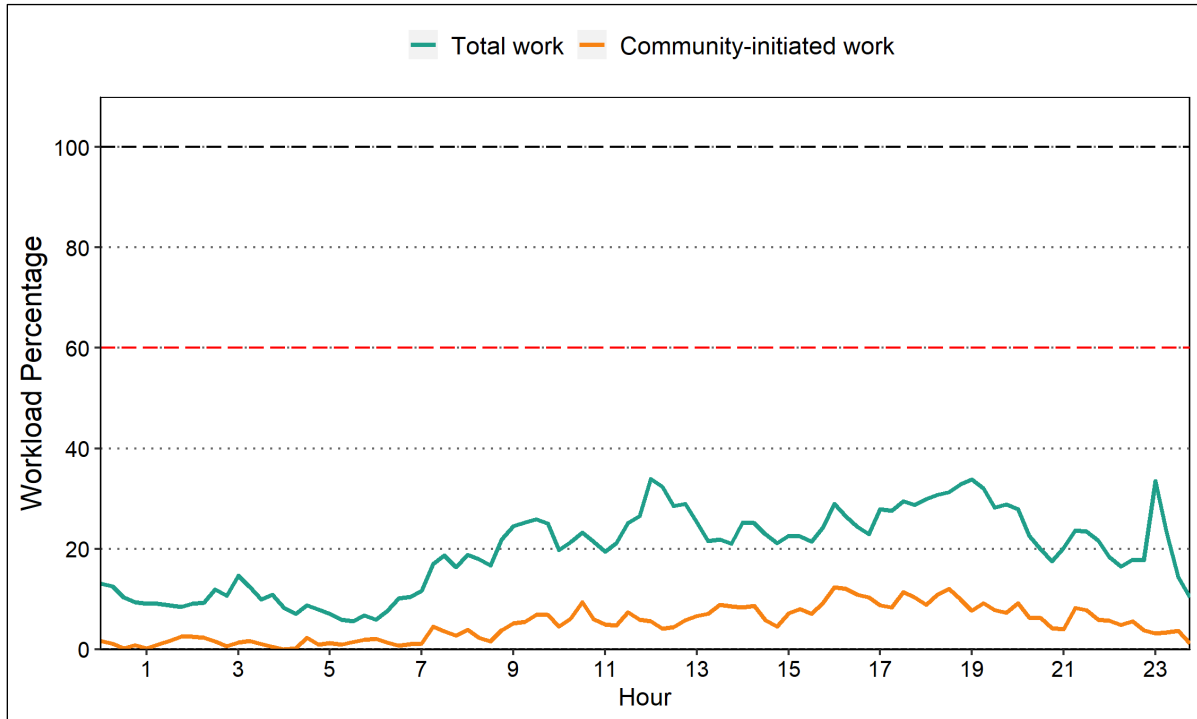


FIGURE 9-24: Percentage of Workload, Weekends, Winter 2019

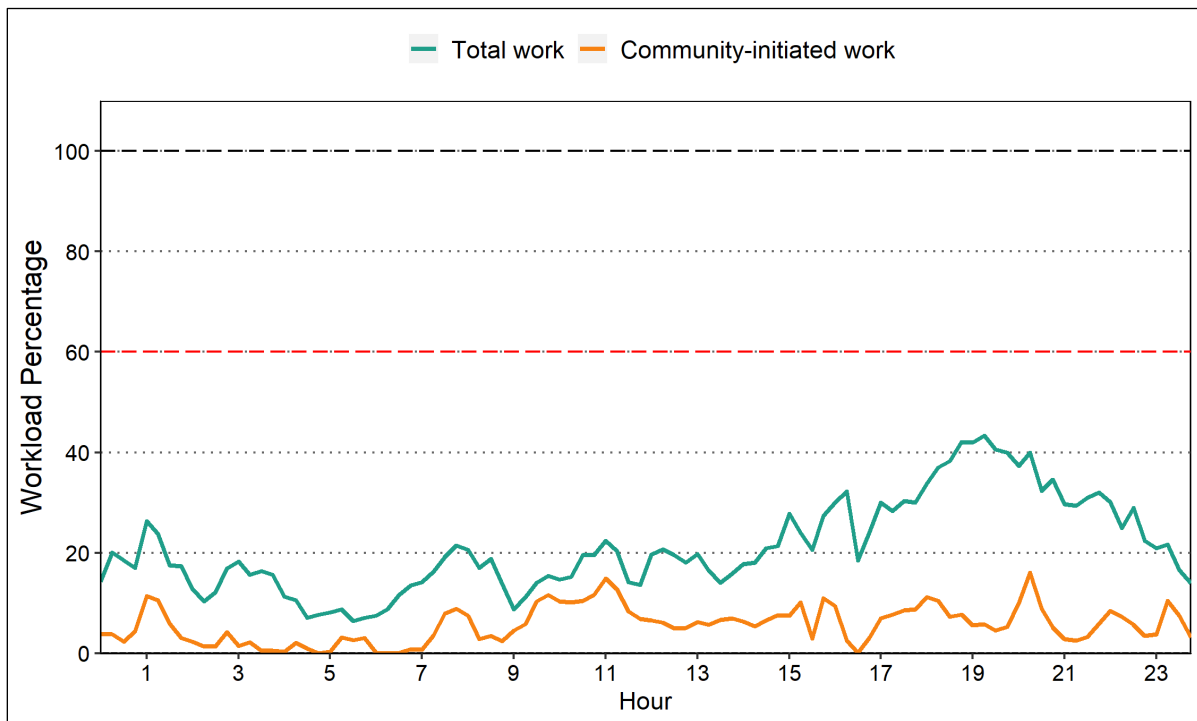


FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2019

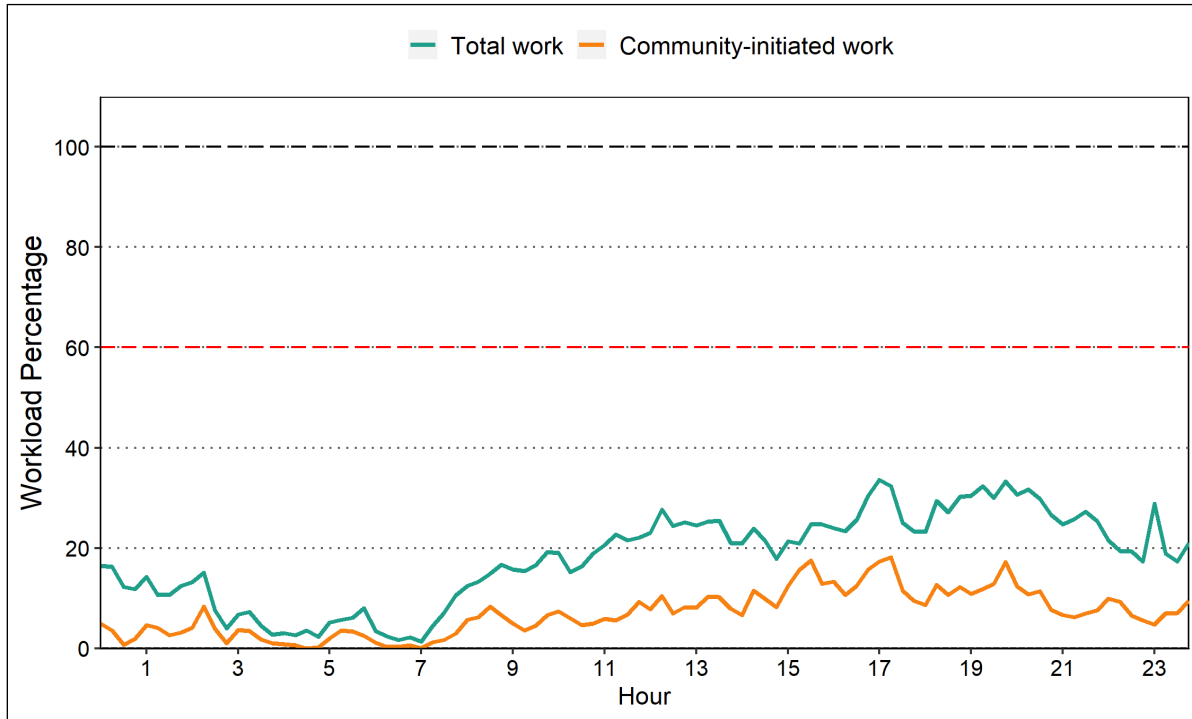
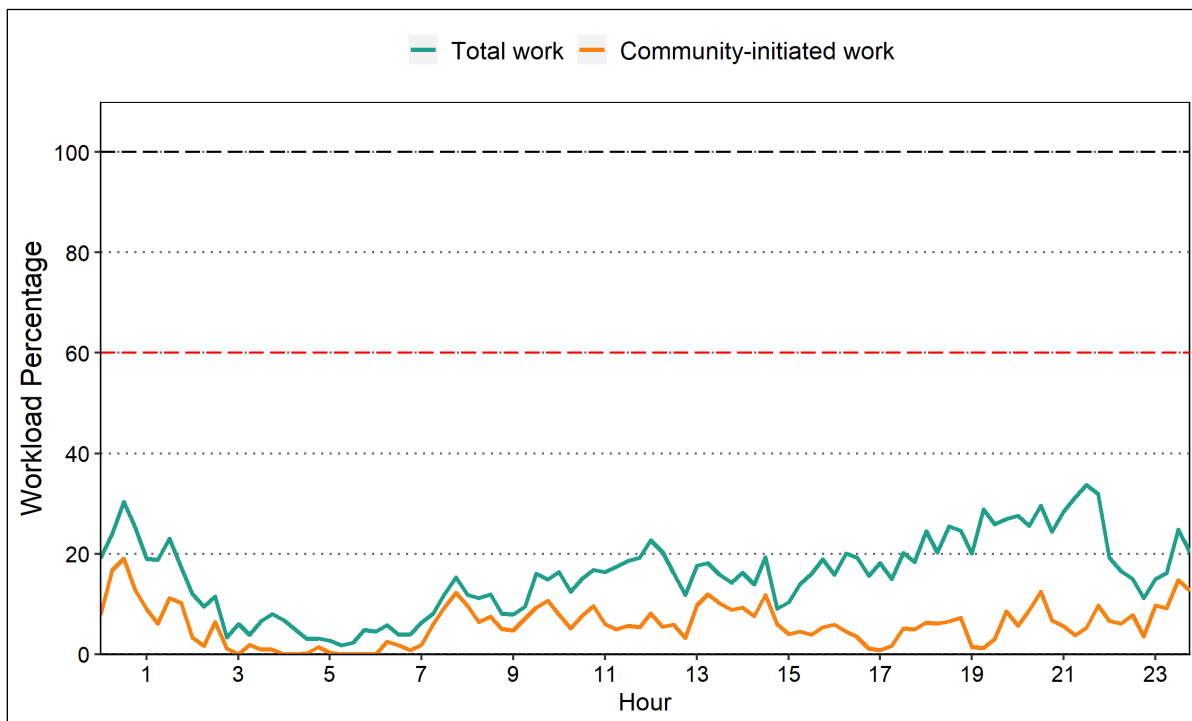


FIGURE 9-26: Percentage of Workload, Weekends, Summer 2019



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 12 percent of deployment between 4:00 p.m. and 4:30 p.m. and between 6:30 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 16 percent of deployment between 8:15 p.m. and 8:30 p.m.
- All work:
 - During the week, workload reached a maximum of 34 percent of deployment between 12:00 p.m. and 12:15 p.m., between 7:00 p.m. and 7:15 p.m., and between 11:00 p.m. and 11:15 p.m.
 - On weekends, workload reached a maximum of 43 percent of deployment between 7:15 p.m. and 7:30 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 18 percent of deployment between 5:15 p.m. and 5:30 p.m.
 - On weekends, workload reached a maximum of 19 percent of deployment between 12:30 a.m. and 12:45 a.m.
- All work:
 - During the week, workload reached a maximum of 34 percent of deployment between 5:00 p.m. and 5:15 p.m. and between 7:45 p.m. and 8:00 p.m.
 - On weekends, workload reached a maximum of 34 percent of deployment between 9:30 p.m. and 9:45 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch delay and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch delay and travel time. Dispatch delay is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

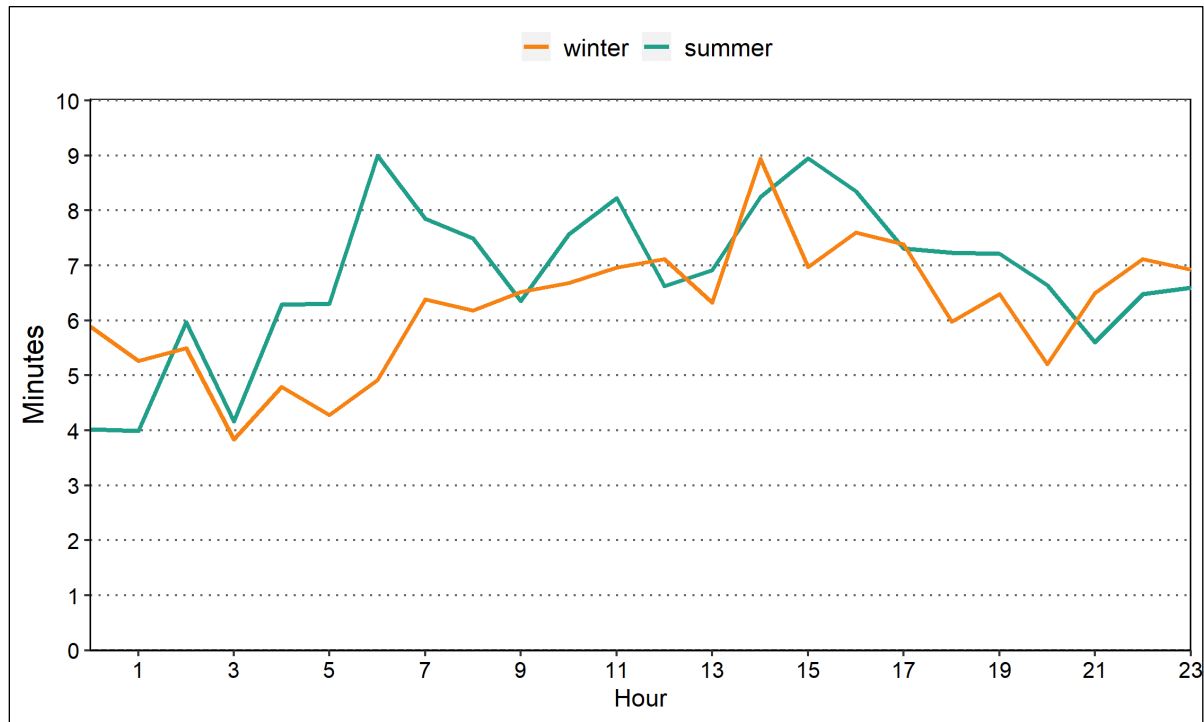
We begin the discussion with statistics that include all calls combined. We started with 1,926 calls for winter and 2,634 calls for summer. We limited our analysis to community-initiated calls, which amounted to 690 calls for winter and 756 calls for summer. In addition, we excluded calls located at the police department's headquarters. Finally, we removed a few calls lacking a recorded arriving unit. We were left with 627 calls in winter and 699 calls in summer for our analysis. For the entire year, we began with 15,112 calls, limited our analysis to 4,866 community-initiated calls, and with similar exclusions, we were left with 4,421 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (summer vs. winter), we show differences in response times by category.

FIGURE 9-27: Average Response Time and Dispatch Delays, by Hour of Day, Winter 2019 and Summer 2019



Observations:

- Average response times varied significantly by the hour of the day.
- In winter, the longest response times were between 2:00 p.m. and 3:00 p.m., with an average of 8.9 minutes.
- In winter, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 3.8 minutes.
- In summer, the longest response times were between 6:00 a.m. and 7:00 a.m. and between 3:00 p.m. and 4:00 p.m., with an average of 9.0 minutes.
- In summer, the shortest response times were 12:00 a.m. and 2:00 a.m., with an average of 4.0 minutes.

FIGURE 9-28: Average Response Time by Category, Winter 2019

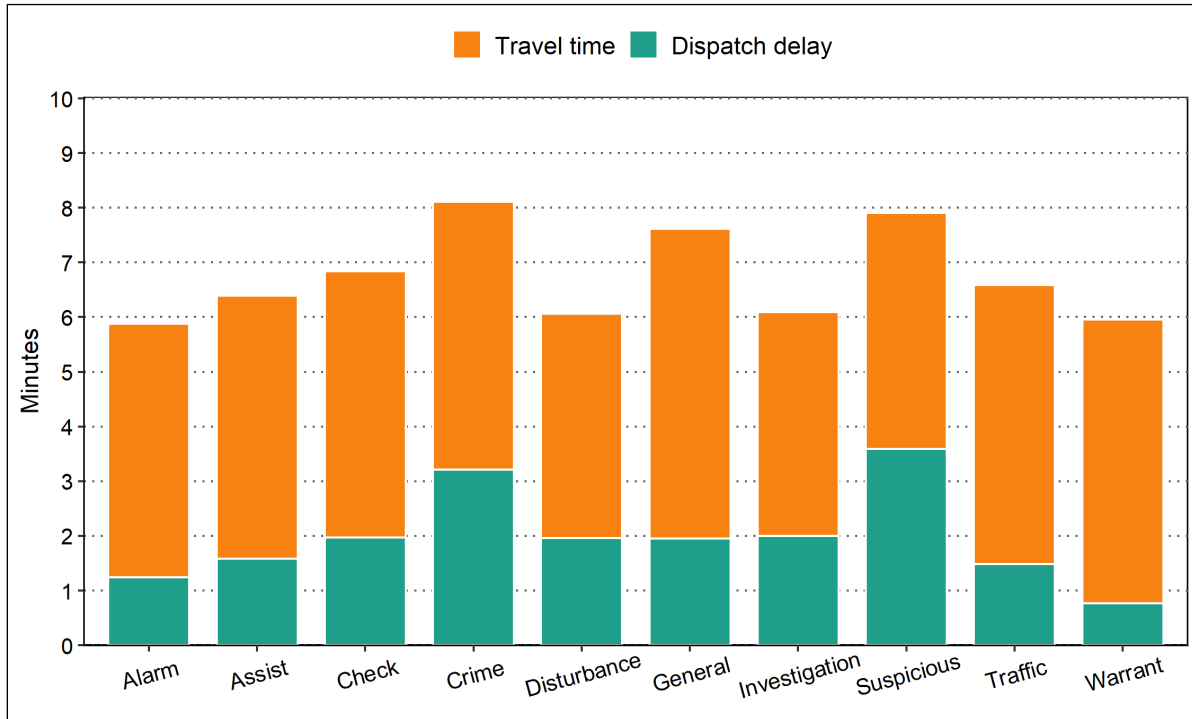


FIGURE 9-29: Average Response Time by Category, Summer 2019

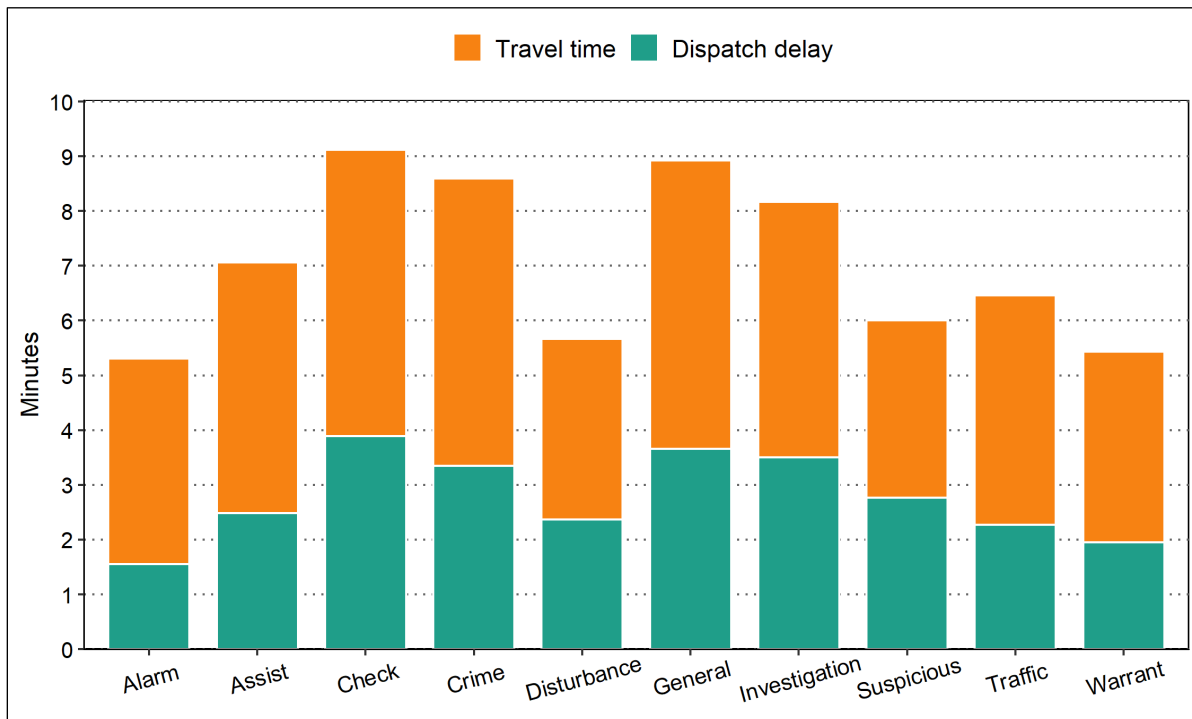


TABLE 9-16: Average Response Time Components, by Category

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	1.6	4.4	5.9	2.1	4.3	6.4
Alarm	1.2	4.6	5.9	1.6	3.8	5.3
Animal	2.9	5.3	8.2	3.7	5.3	9.0
Assist citizen	4.2	5.2	9.4	4.1	5.4	9.5
Assist other agency	1.1	4.7	5.9	2.0	4.3	6.3
Check	2.0	4.9	6.8	3.9	5.2	9.1
Crime-person	3.3	5.1	8.4	1.3	5.1	6.4
Crime-property	3.2	4.8	8.0	3.8	5.3	9.1
Disturbance	2.0	4.1	6.1	2.4	3.3	5.7
Investigation	2.0	4.1	6.1	3.5	4.7	8.2
Juvenile	1.4	6.9	8.3	4.1	4.9	9.0
Miscellaneous	0.7	4.8	5.5	2.3	6.0	8.3
Suspicious incident	3.6	4.3	7.9	2.8	3.2	6.0
Traffic enforcement	1.4	5.7	7.1	2.4	4.1	6.5
Warrant and transport	0.8	5.2	6.0	1.9	3.5	5.4
Total Average	1.9	4.8	6.7	2.8	4.4	7.2

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time for most categories was between 6 minutes and 8 minutes.
- In winter, the average response time was as short as 6 minutes (for alarms) and as long as 8 minutes (for crimes).
- In summer, the average response time for most categories was between 5 minutes and 9 minutes.
- In summer, the average response time was as short as 5 minutes (for alarms) and as long as 9 minutes (for checks).
- The average response time for crimes was 8 minutes in winter and 9 minutes in summer.

TABLE 9-17: 90th Percentiles for Response Time Components, by Category

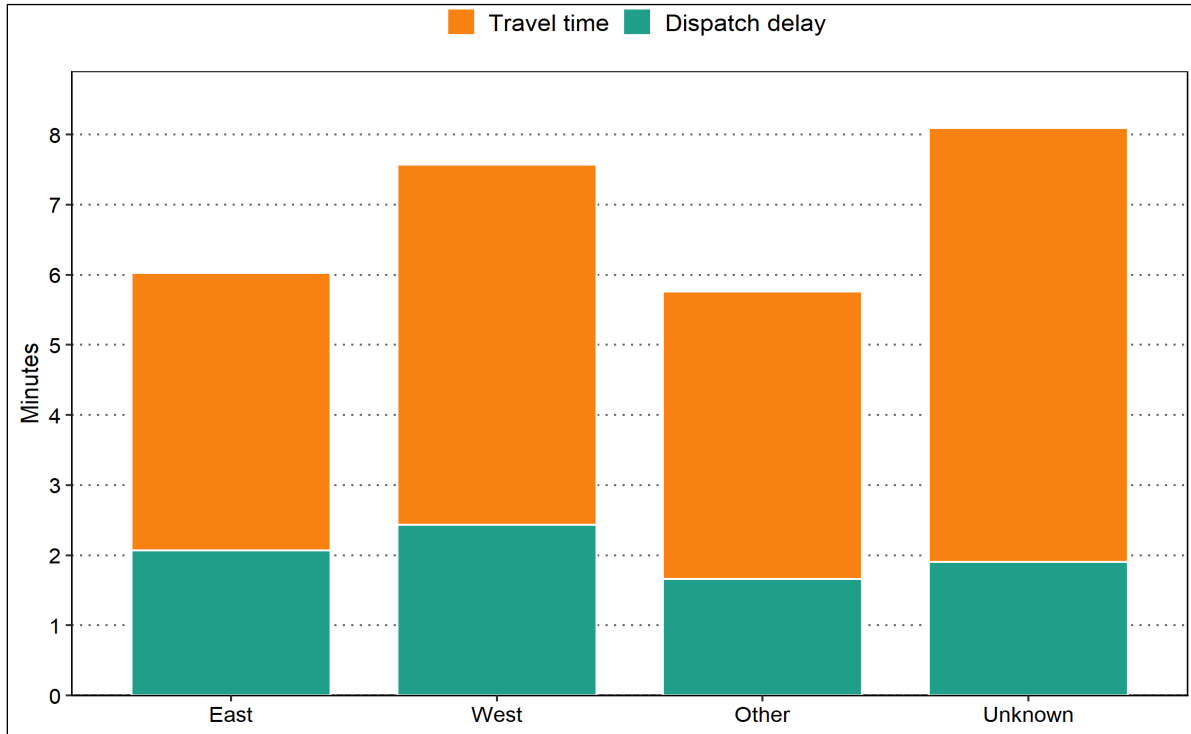
Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	2.4	7.6	9.8	3.8	8.6	11.6
Alarm	2.1	8.4	9.6	2.5	7.1	8.8
Animal	4.6	9.5	13.3	7.5	10.9	14.7
Assist citizen	17.3	9.5	30.9	8.7	10.2	15.9
Assist other agency	2.3	9.0	9.7	3.8	8.2	10.1
Check	6.0	8.0	10.7	7.0	8.9	12.7
Crime-person	11.7	10.6	17.2	2.8	10.3	11.7
Crime-property	6.6	8.2	15.1	8.3	8.9	15.6
Disturbance	3.5	7.7	8.7	4.7	5.9	9.0
Investigation	4.8	8.9	11.3	7.0	8.7	13.2
Juvenile	2.8	15.1	15.2	7.9	5.1	8.1
Miscellaneous	1.5	9.6	11.4	3.3	11.6	13.4
Suspicious incident	5.9	7.9	13.9	4.8	6.3	10.9
Traffic enforcement	2.9	10.1	12.2	4.2	9.6	11.7
Warrant and transport	1.8	7.6	7.6	2.9	6.9	9.1
Total Average	3.6	8.9	11.3	5.2	8.8	12.3

Note: A 90th percentile value of 7.6 minutes means that 90 percent of all calls are responded to in fewer than 7.6 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 8 minutes (for warrant calls) and 9 minutes (for disturbances) and as long as 17 minutes (for crimes).
- In summer, the 90th percentile value for response time was as short 9 minutes (for alarms) and as long as 15 minutes (for crimes).

FIGURE 9-30: Average Response Time Components, by Response Area



Note: Zones 1 to 5 are grouped as east, and zones 6 to 13 are grouped as west. The "other" category includes calls with zones "101," "MA," "B," and "C."

TABLE 9-18: Average Response Time Components, by Zone

Zone	Dispatch	Travel	Response	Calls
1	2.4	5.2	7.7	367
2	2.0	4.6	6.6	83
3	1.9	3.4	5.4	747
4	2.7	4.7	7.4	135
5	1.9	3.6	5.5	622
6	2.2	3.8	5.9	483
7	3.5	5.1	8.6	190
8	2.4	5.6	8.0	372
9	2.3	5.0	7.4	328
10	2.4	5.4	7.8	321
11	2.1	4.9	7.0	260
12	1.9	4.9	6.9	144
13	2.8	7.2	10.0	268
Other	1.7	4.1	5.8	75
Unknown	1.9	6.2	8.1	26
Weighted Average/ Total	2.3	4.6	6.9	4,421

Observations:

- Excluding the “unknown” and “other” category, the east zone had a shorter average response time and a shorter average dispatch delay.

High-Priority Calls

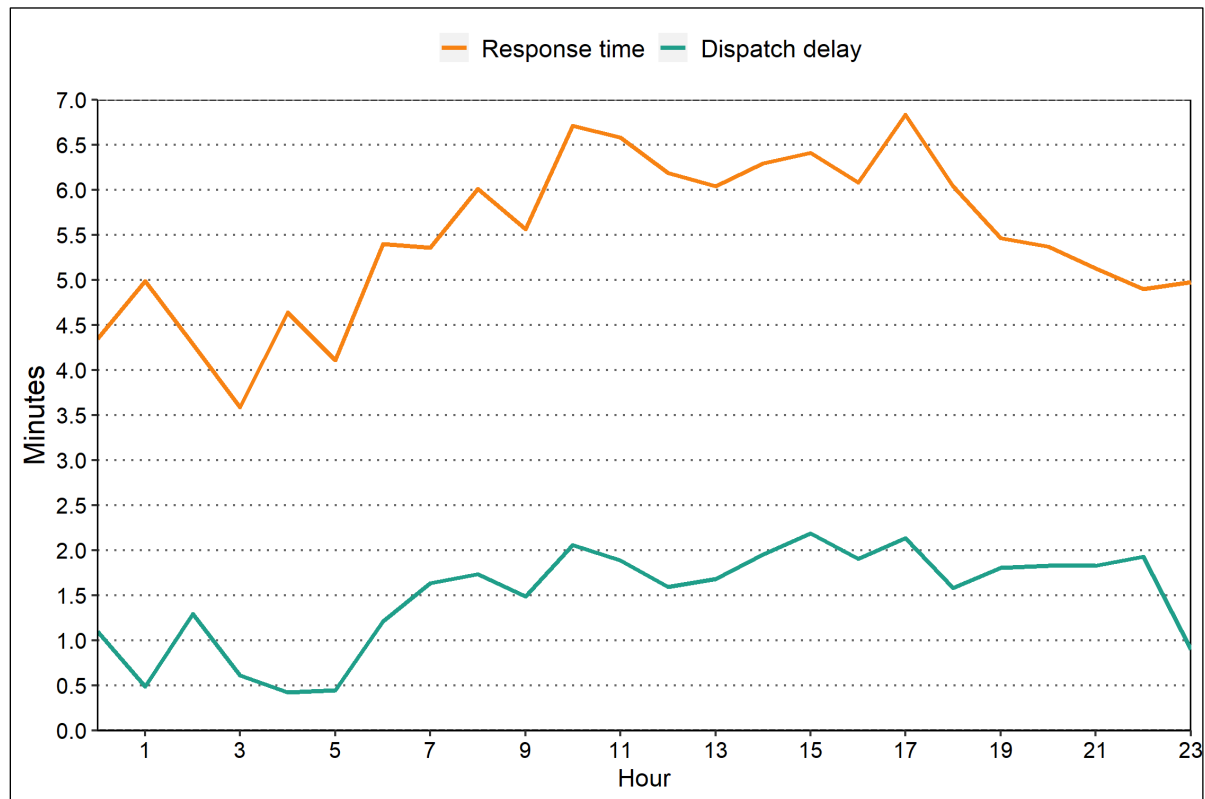
The department assigned priorities to calls with priority 1 as the highest priority. Table 9-19 shows average response times by priority. Figure 9-31 focuses on priority 1 calls only.

TABLE 9-19: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch Delay	Travel Time	Response Time	Calls
1	1.7	4.1	5.8	1,461
2	2.0	4.5	6.6	1,754
3	3.2	5.3	8.6	1,206
Weighted Average/Total	2.3	4.6	6.9	4,421

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 9-31: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- High-priority calls (priority 1) had an average response time of 5.8 minutes, lower than the overall average of 6.9 minutes for all calls.
- The average dispatch delay was 1.7 minutes for high-priority calls, compared to 2.3 minutes overall.
- For high-priority calls, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 6.8 minutes.
- For high-priority calls, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 3.6 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from September 1, 2018, to August 31, 2019, were classified into the following categories.

TABLE 9-20: Call Type, by Category

Call Type	Call Type Description	Table Category	Figure Category
ALMH	Alarm, hold-up	Alarm	Alarm
ALPN	Alarm, panic		
ALPS	Alarm, pump station		
ALRA	Alarm, audible		
ALRB	Alarm, bank		
ALRM	Alarm, burglar		
ALRM	Alarm, burglar]		
ALRP	Alarm, public building		
ALRR	Alarm, residence		
ALRS	Alarm, business		
ALRV	Alarm, vehicle		
ASSC	Assist citizen		
CIVI	Civil standby		
VIN	Vin verification		
ASF	Assist fire department	Assist other agency	
ASR	Assist rescue		
ASST	Assist other agency		
DRGO	Drug overdose		
FAP	Fire, alarm private		
FDN	Fire, dept. business/non emer.		
FIRA	Fire, auto		
FISA	Fire, smoke in the area		
FLOC	Fire, lock out		
FMBX	Fire, box received		
FPA	Fire, public assist		
FPLD	Fire, power lines down		
HAZ	Hazardous condition		
MED	Medical emergency		
MMAG	Medical emergency m/a given		
CHKB	Building check	Check	
DOOR	Open door		
PDCK	Pedestrian check		
VEHC	Vehicle check		
WEL	Welfare check		
ABUS	Abuse of a child	Crime-person	Crime

Call Type	Call Type Description	Table Category	Figure Category		
ASS	Assault				
BOMB	Bomb scare				
DISO	Disorderly conduct				
HAR	Harassment, other				
RAPE	Rape				
SEX	Sex offenses				
STAL	Stalking				
THRE	Criminal threatening				
BURG	Burglary	Crime-property			
DRUG	Drugs				
ILL	Illegal dumping/littering				
LAFO	Larceny /forgery/ fraud				
LOIT	Loitering				
MIS	Criminal mischief				
PROD	Property damage				
SHOP	Shoplifting				
SMV	Auto theft	Directed patrol	Directed patrol		
THEF	Theft				
TRSP	Trespass				
DPT	Directed patrol				
FP	Foot patrol				
DIST	Disturbance			Disturbance	Disturbance
DOME	Domestic disturbance				
FMLP	Family problem				
INTO	Intoxication				
MENT	Mental person				
NEID	Neighborhood dispute				
NOIS	Noise complaint				
PHON	Harassing phone calls				
RECC	Reckless conduct	Animal			
SOL	Soliciting				
UNWP	Unwanted person				
ANI1	Animal bite-dog				
ANI2	Animal bite-cat	Juvenile	General noncriminal		
ANI4	Animal, at large				
ANIM	Animal misc. complaint				
JUV	Juvenile offenses	Miscellaneous			
SVJP	Serve juvenile petition				
TRUA	Truancy				
COMP	Complaint				

Call Type	Call Type Description	Table Category	Figure Category
DB	Drop box maintenance		
FING	Fingerprints		
GEN	General info		
IPE	Insp public education		
PR	Public relations		
PURS	Pursuit		
SERO	Serve other paperwork		
SOCC	Sex offender compliance check		
TO	Town ordinance		
911	911 hang		
911	911 hang up		
FOL	Follow-up investigation		
MP	Missing person	Investigation	Investigation
PROP	Found/lost property		
PROR	Property return		
SUIC	Suicide		
UNTI	Untimely death		
SUSP	Suspicious activity	Suspicious incident	Suspicious incident
MVA	Motor vehicle accident	Accident	
ABMV	Abandoned mv	Traffic enforcement	Traffic
CSC	Car seat check		
DMV	Disabled mv		
HRR	Hazard railroad		
MVL	Motor vehicle lockout		
MVOR	Motor vehicle off road		
PARK	Parking		
RECO	Reckless operation		
SEL	Selective traffic enforcement		
TRAF	Traffic control		
ASSC	Motor vehicle stop	Traffic stop	
CHKB	Motor vehicle stop		
MVST	Motor vehicle stop		
VEHC	Motor vehicle stop		
ESCT	Escort/transport	Warrant and transport	Warrant
PC	Protective custody		
RES	Serve restraining order		
RO	Restraining order		
SUB	Serve subpoena		
SUM	Serve summons		
TREL	Serve trespass letter		
WAR	Serve warrant		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from the Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2008 through 2017, along with clearance rates for 2017. Crime rates are expressed as incidents per 100,000 population.

TABLE 9-21: Reported Crime Rates in 2017, by Jurisdiction

City	State	Population	Crime Rates		
			Violent	Property	Total
Amherst	NH	11,250	44	898	942
Durham	NH	16,751	54	495	549
Goffstown	NH	18,057	188	997	1,185
Hampton	NH	15,524	180	1,295	1,475
Hooksett	NH	14,274	133	1,401	1,534
Laconia	NH	16,616	463	3,418	3,881
Milford	NH	15,330	98	672	770
Pelham	NH	13,513	89	636	725
Portsmouth	NH	21,607	204	1,388	1,592
Raymond	NH	10,347	116	1,005	1,121
Somersworth	NH	11,795	339	2,933	3,272
Windham	NH	14,686	41	504	545
Exeter	NH	14,807	196	662	858
New Hampshire		1,342,795	199	1,382	1,581
National		325,719,178	383	2,362	2,745

FIGURE 9-32: Reported Violent and Property Crime Rates, by Year

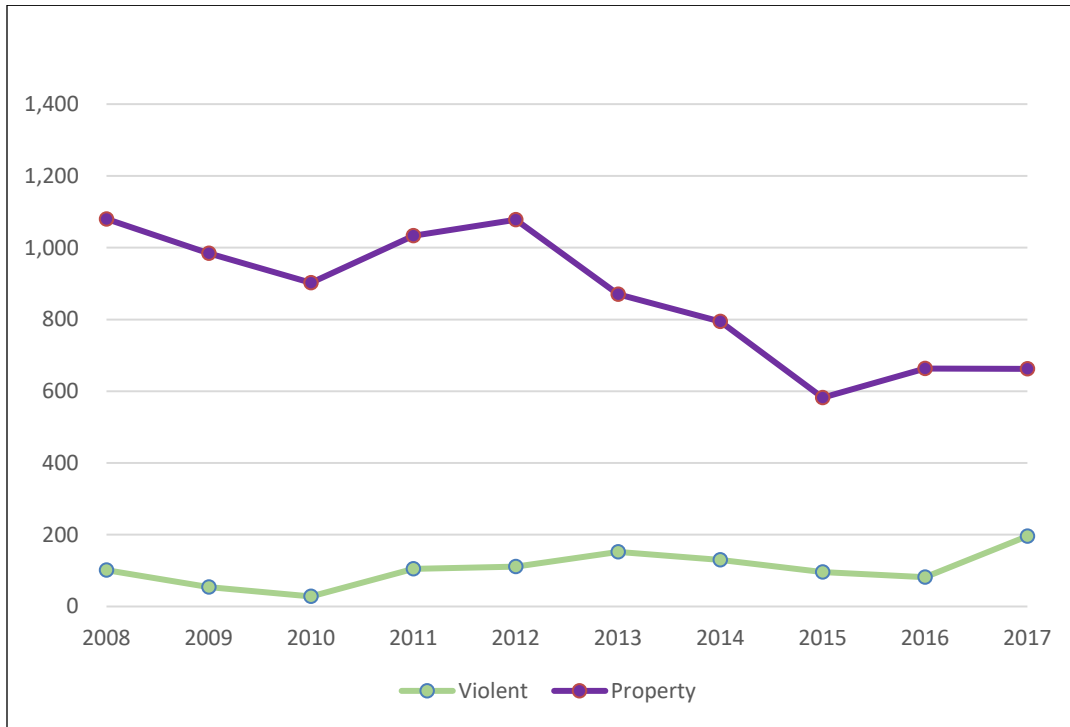


FIGURE 9-33: Reported City and State Crime Rates, by Year

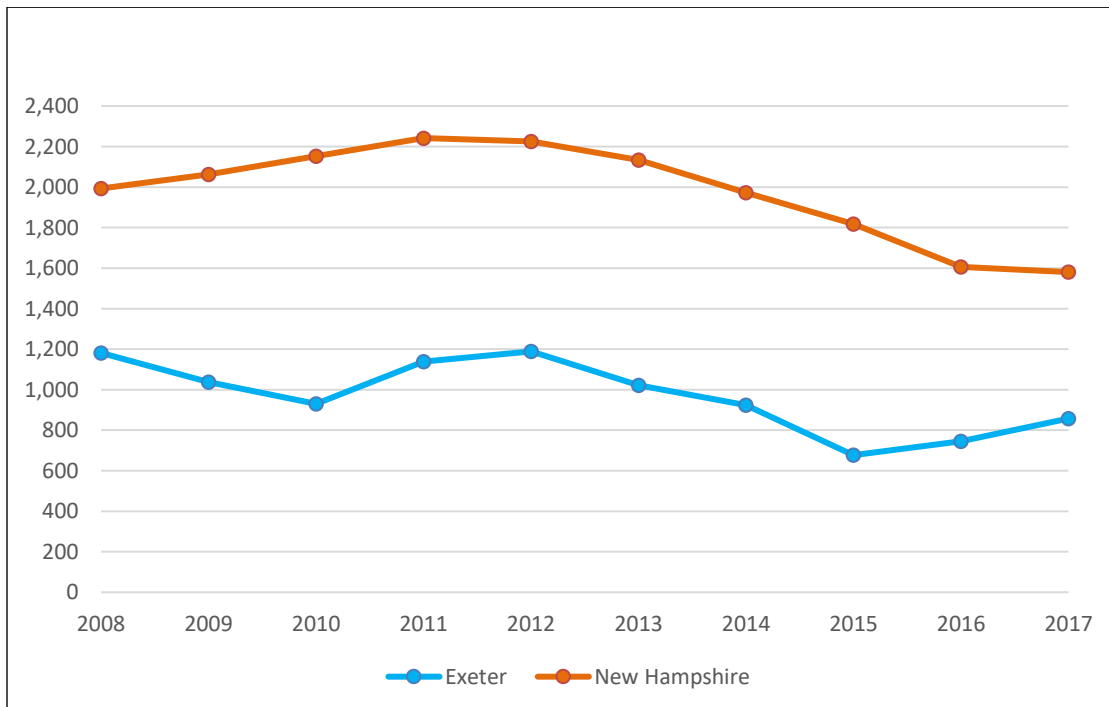


TABLE 9-22: Reported Exeter, New Hampshire, and National Crime Rates, by Year

Year	Exeter				New Hampshire				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2008	14,817	101	1,080	1,181	1,371,973	139	1,855	1,994	309,327,055	438	3,055	3,493
2009	14,838	54	984	1,038	1,379,703	143	1,920	2,063	312,367,926	416	2,906	3,322
2010	14,306	28	902	930	1,372,270	152	2,001	2,153	314,170,775	393	2,833	3,225
2011	14,325	105	1,033	1,138	1,371,698	172	2,070	2,242	317,186,963	376	2,800	3,176
2012	14,380	111	1,078	1,189	1,372,484	168	2,057	2,225	319,697,368	377	2,758	3,135
2013	14,487	152	870	1,022	1,372,706	191	1,943	2,134	321,947,240	362	2,627	2,989
2014	14,607	130	794	924	1,376,148	181	1,792	1,973	324,699,246	357	2,464	2,821
2015	14,617	96	582	677	1,373,366	188	1,630	1,818	327,455,769	368	2,376	2,744
2016	14,635	82	663	745	1,368,384	188	1,420	1,607	329,308,297	383	2,353	2,736
2017	14,807	196	662	858	1,342,795	199	1,382	1,581	325,719,178	383	2,362	2,745

TABLE 9-23: Reported Exeter, New Hampshire, and National Crime Clearance Rates

Crime	Exeter (2017)			New Hampshire (2016)			National (2017)		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	1,829	1,144	63%	15,657	9,645	62%
Rape	11	4	36%	14,724	5,427	37%	121,084	41,774	35%
Robbery	5	1	20%	56,609	17,324	31%	293,160	87,069	30%
Aggravated Assault	13	8	62%	105,391	56,227	53%	747,731	398,541	53%
Burglary	8	4	50%	176,638	18,871	11%	1,281,083	172,946	14%
Larceny	82	11	13%	641,804	69,636	11%	5,072,970	974,010	19%
Vehicle Theft	8	5	63%	168,327	15,336	9%	720,346	98,687	14%

Note: *Clearances were calculated from crimes and rates, as these numbers are not directly available from the FBI.

SECTION 10. RECOMMENDATIONS REGARDING STAFFING

Based upon the above workload analysis, the EPD does not appear to require any additional personnel to be assigned as police officers in the Patrol Division. We note however that this is a retroactive analysis which captures work performed more than one year ago. Staffing levels have changed in the EPD since that time.

When analyzing the EPD's current staffing level and its current needs, it is clear that the department frequently struggles to assign two patrol officers plus one supervisor to every shift. It is also clear that the department and its members are comfortable with the current patrol schedule and that it has worked effectively in the past.

Therefore, CPSM believes that the current patrol schedule requires additional staffing in order to provide sufficient coverage for all of the department's patrol operations. One police officer position should be added the staffing level that was observed at the time of CPSM's site visit (noted in the introduction to this report).

This additional support for the Patrol Division could be provided by reassigning one of the department's detectives to the Patrol Division. Alternatively, the department should supplement its cohort of police officers by adding one additional police officer (i.e., a new hire).

Additionally, the EPD requires one additional supervisory position, either a sergeant or an additional lieutenant, who would be designated as the department's professional standards supervisor (PSO) and would perform a variety of new administrative functions (described earlier). If this is not economically feasible at present, or in the foreseeable future (i.e., if it is decided not to promote one uniformed member of the service to the rank of sergeant or lieutenant), it is recommended that the current lieutenant be designated as PSO and assume those responsibilities, in addition to the ones that he is currently performing.

Lastly, the designation of a full-time or part-time crime analyst should be viewed as a necessity. This need not be a current uniformed member of the department, or a newly-hired full-time analyst. It has been CPSM's experience that many retired law enforcement professionals (from the state, municipal, or federal service) have sufficient training and experience to perform this function quite effectively in departments the size of the EPD, in a relatively cost effective manner.

Conclusions

The EPD is a fine police department that delivers a high quality of service to the Exeter community.

The recommendations provided in this report should be viewed not as criticisms of the department, but rather as improvement opportunities that will allow the EPD to reduce operational costs and to institutionalize a performance-based management structure and approach to its work, and which will bring its overall performance to higher levels.

SECTION 11. LIST OF ALL RECOMMENDATIONS

1. Supplement the Patrol Division by assigning one additional officer. This could be accomplished by either making a new hire or reassigning one detective to the Patrol Division. (p. 15)
2. The supervisors' meetings that have been held should continue and be scheduled on a monthly basis. All personnel at or above the rank of sergeant must be required to attend and actively participate in all supervisors' meetings. All the department's operational and support units should be represented at all supervisors' meetings. (p. 16)
3. The department should begin to work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and attainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. As the EPD moves forward, and since continued calls for transparency and accountability by American police departments (see, for example, *Final Report of the President's Task Force on 21st Century Policing*) will only become more insistent in coming years, it is recommended that the department begin the process of formulating such a plan now. (p. 16)
4. The department currently lacks sufficient administrative and analytical support to maximize efforts and to fully leverage the resulting data that is produced by tracking goals. With additional administrative and analytical support (such as the hiring of a full-time crime analyst) the department's leadership can be provided regularly with a view of the entire organizational landscape; that is, regularly obtain an accurate view of subtle changes in the internal and external work environments and actively engage in "systems thinking" as the ordinary course of business. We believe that the hiring of a full-time crime analyst will yield considerable benefits and greatly enhance operations. (p. 16)
5. The monthly supervisors' meetings should be more structured and somewhat more substantive. These meetings should frequently reference the multiyear department strategic plan (when developed), as well as individual unit goals, as a means of checking overall progress toward these stated goals. An agenda should be published in advance of all supervisors' meetings. A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting. (p. 16)
6. All police departments of the EPD's size require frequent senior staff meetings to ensure coordination and the free flow of information. It is therefore recommended that the department hold senior command staff meetings (i.e., meetings between the Chief, Deputy Chief, and lieutenant) as necessary. However, it is likely that a significant portion of the items addressed at these meetings can more properly and effectively be addressed at enhanced management meetings (for sergeants and above). (p. 17)
7. Minutes should be recorded and maintained for the purpose of accountability (i.e., appropriate follow-up at subsequent meetings). Minutes should be distributed to all participants via the department's email system. (p. 17)

8. As each serious crime is discussed, field supervisors and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary. (p. 17)
9. It is recommended that the department review the performance information that is currently being compiled and referred to during supervisors' meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a single usable performance measurement system or template [a data dashboard]. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted / retrieved by managers and used to actively manage daily operations. (p. 17)
10. The monthly reports that are currently being prepared can form the basis of a data dashboard system that can record and track any or all the following performance indicators: (p. 17)
 - The total number of training hours performed, and the type and total number of personnel trained.
 - The type and number of use of force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
 - The geographic location (i.e., zone) and time of all arrests.
 - The geographic location and time of citations issued.
 - The type and number of civilian and internal complaints (and dispositions).
 - The type, number, location, and time of civilian vehicle accidents.
 - The type, number, location, and time of department vehicle accidents, both "at fault" and "no fault" accidents.
 - The type, number, location, and nature of all firearm discharges.
 - The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
 - The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved, and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. This means that it is imperative that officers record all such investigative encounters in the department's RMS. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the *Final Report of the President's Task Force on 21st Century Policing*.
11. Response times to calls for service should be actively monitored. The department must develop the ability to actively monitor response to priority one calls. (p. 18)
12. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard. (p. 18)
13. An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime. (p. 18)

14. It is likely that a variety of administrative issues will be raised during supervisors' meetings. For example, a meeting might address an increase in overtime that was experienced as a result of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department's relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into supervisors' meetings any relevant administrative issues as they arise. (p. 18)
15. The specific performance measures to be tracked and reported at supervisors' meetings and/or included in the data dashboard are entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Additionally, Exeter is a unique community. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed. (p. 18)
16. It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels for the agency. There is likely to be much seasonal variation in the work of the department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing and resource levels. (p. 18)
17. The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings. (p. 18)
18. Any substantive changes to the current performance management framework or meeting schedule must be communicated to, understood by, and acted upon by all members of the department. (p. 19)
19. The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes in an effort to reduce future occurrences. (p. 19)
20. Open discussions of this type challenge managers and enhance organizational learning opportunities. Supervisors' meetings should be used to reflect upon the following questions: What is happening (in the community)?; How do we know this?; What should be done?; Are our efforts having any effect?; and, How can we tell? (p. 19)
21. The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a town-wide reduction in the

number of domestic violence incidents” or “a 20 percent reduction in motor vehicle accidents with personal injuries.” (p. 19)

22. It must be mentioned again that training must be represented and must actively participate at all supervisors' meetings. The training officer must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify needed training, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions. (p. 19)
23. CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, supervisors' meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings. Wide participation should be encouraged as the department continues its program of planned change. (p. 19)
24. Supervisors' meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Supervisors' meetings have great potential for encouraging brainstorming and innovative problem solving. (p. 19)
25. The department's crime analyst should be present at all supervisors' meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether desired results were obtained. Results would then be shared openly during staff meetings. (p. 19)
26. Regardless of whether the supervisors' meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data. Clearly, the department must enhance both the quality and quantity of information that it routinely provides to the Town Manager. (p. 19)
27. A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for the purpose of managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to town officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for purposes of public reporting. Town officials must be engaged in the process of selecting performance categories that are most useful. Once this decision is made, a template or “dashboard” could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information. (p. 20)
28. It is therefore recommended that the department utilize a standard template to convey pertinent performance information to town officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the Chief and Town Manager agree to include. (p. 20)

29. The Chief must continue to meet individually with the Town Manager on a monthly basis to discuss the ongoing management of the department. These meetings would be in addition to regularly-scheduled department heads meetings. These meetings should be more structured and more substantive. The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the Town Manager. This could certainly be the crime analyst. The exact list of performance indicators discussed at these enhanced monthly meetings between the Chief and the Town Manager should be determined by them. The important thing is that: 1) regular (i.e., monthly) one-on-one meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to town officials, and 3) that performance discussions follow a uniform/standardized template or format. (p. 20)
30. The department should consider convening risk management meetings that are attended by senior management, the department's training officer, the town's human resource director, and the town attorney's office. These meetings should take place semi-annually and should be used as an opportunity to review the department's past safety, use of force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale. (p. 20)
31. The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. (p. 20)
32. Unit goals and individual performance targets and goals for members of the service should all be linked in some way to the goals and objectives that have been identified in the department's overarching strategic plan. Ideally, the department's strategic plan would be directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel. (p. 20)
33. The number of false alarm responses, identified chronic locations, and citations issued for false alarms should all be actively monitored and reported upon at monthly supervisors' meetings and to the Town Manager. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify the causes of the false alarms. (p. 21)
34. False alarm reduction should be considered a priority and a major goal of the EPD and should be included in its multiyear strategic plan (e.g., reduce the total number of false alarms responses during 2020 by 10 percent). These efforts must be coordinated with an effective community outreach and information campaign to convey the importance of false alarm reduction. (p. 21)
35. Senior staff should look to the accreditation guidelines of the Commission on Accreditation for Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and designing its new performance measurement system. The department should also consider applying for CALEA accreditation. (p. 21)
36. Patrol officers and their supervisors should be discouraged from unnecessarily returning to police headquarters during patrol shifts. Every effort should be made to maximize the time spent on patrol, and therefore officers must be directed to perform routine administrative tasks from the field or during their scheduled meal breaks. (p. 21)

37. The department should designate, train, and support one uniformed or nonsworn member of the department to serve as full-time or part-time traffic analyst. This function can be performed by an individual serving the department as crime analyst (and would relieve the sergeant from his current traffic-related duties). The traffic analyst/crime analyst should be trained in and familiar with the DDACTS (data-driven approaches to crime and traffic safety) program. DDACTS is a law enforcement operational model that integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other partner resources. It utilizes geo-mapping to identify areas through temporal spatial analysis and identify locations with high incidences of both crime and crashes, then guides deployment and analysis. (p. 21)
38. The department should work with the town to create and publish a multiyear public information strategy that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The strategic plan would coordinate both the department's public information and community policing efforts. (p. 26)
39. CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. An effective public information program is an important part of any department's community outreach efforts. (p. 26)
40. The department should continue to have one designated public information officer (PIO) who would serve on the public information strategy group and work closely with the town's communications/ marketing team. CPSM recommends that the Deputy Chief serve as the department's public information officer. The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. (p. 26)
41. The department's public information strategy should include clear goals and objectives including, but not limited to, the effective continued use of social media. These efforts should be evaluated (such as tracking the number of responses to departmental postings on social media or the number of 'hits' on important pages of the department's website). (p. 26)
42. The EPD should avail itself of outside resources, such as a member of the local press or a professor of communications from a local college or university. CPSM suggests that the department look to the Boca Raton (Fla.) Police Department as an example of a modern police agency with a sophisticated public information strategy and as a potential source of information and support. (p. 26)
43. To communicate the overall strategic plan and to solicit feedback from personnel, the Chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department. (p. 26)
44. CPSM recommends that the Chief continue his efforts to establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by demonstrating to community leaders that the department engages in procedural justice and fairness under the law. (p. 26)

45. CPSM recommends that the department work with the town to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). This could be part of a wider town-wide initiative, or a separate police survey conducted on the EPD's behalf. Such a survey should be conducted every three to five years. (p. 27)
46. CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings. (p. 27)
47. The department and the town should actively monitor the results of the community survey that is administered by the department/town. If this survey is administered regularly, it could serve as a valuable "feedback device" for the EPD when gauging the relative degree of effectiveness of its various crime-fighting, traffic enforcement, and disorder control strategies. (p. 27)
48. Nationwide, patrol rifles have become standard issue for SROs. While assigned to the high school, the SRO should be equipped with a patrol rifle, provided that it is properly and fully secured at all times. Rather than securing it within her patrol vehicle, we recommend that the rifle be stored within her office in a fully secured firearms safe/locker that is secured to the floor. (p. 29)
49. The EPD should immediately perform an analysis by drawing information from the RMS and from case files and other department records to determine exactly how large of a caseload each of the detectives is presently handling. Historical data should also be analyzed. In the future, this information must be actively monitored in real time and reports should be submitted to command staff on a monthly basis in order to enable the department to determine whether the Investigative Division is currently understaffed, right-sized, or overstaffed. If indeed, EPD command staff determine that caseloads are relatively low, it should be possible to transfer one of the detectives back to the Patrol Division in order to backfill patrol operations. This would be a wise and efficient use of resources. (p. 32)
50. The Investigative Division should discontinue its efforts to convene monthly intel meetings separate and apart from monthly supervisors' meetings. Instead, it should work with the department's leadership to combine in-depth discussion and analysis about recent criminal activity, patterns, and wanted persons into the ongoing monthly supervisors' meetings. Detailed discussions about recent crimes and ongoing investigative efforts should be incorporated into the structure of the supervisors' meetings. Patrol supervisors must be present and actively participate. The Investigative Division should be encouraged to hold additional meetings among themselves, as necessary. (p. 32)
51. The department should designate, train, and support one uniformed or nonsworn member of the department to serve as crime analyst. That individual would be charged with the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and "hot persons." The crime analyst should be directed to develop "actionable" analysis, that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. Despite the relatively low rate of reported violent crime in Exeter, it is likely that the town warrants a permanent, full-time or part-time position. It has been the experience of the consultants that most police departments the size of the EPD have a designated (either uniformed or non-sworn) crime analyst. (p. 34)

52. The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated crime analyst dedicate at least ten hours per week to the analysis of crime data. (p. 34)
53. The crime analyst must become an active participant in all supervisors' meetings and a partner in all planned investigative and tactical operations. It is imperative that the crime analyst receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides. The EPD must articulate the specific duties and responsibilities of both the crime analyst and the traffic analyst. The crime analyst should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the International Association of Directors of Law Enforcement Standards and Training (IADLEST), the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for effective, free support in developing and maintaining his/her analytical skills. (p. 35)
54. The department should obtain all necessary court orders and schedule a firearms destruction date at least once per year. (p. 38)
55. Due to the importance of the property and evidence management function, it is recommended that the department continue to assign a full-time member of the department to serve as property and evidence technician/custodian. This individual must be actively engaged in professional organizations/associations of property and evidence management professionals, as well as undertake a continuing course of professional development and training. (p. 38)
56. From a liability standpoint, it is imperative that the department develop and adhere to a strict schedule of destruction for unneeded items of narcotics and firearms. It is recommended that the internal affairs / professional standards supervisor oversee the purging of these items. (p. 38)
57. The EPD should develop a schedule of regular and 'spot' property audits. Audits of this type should be planned and conducted several times per year. A comprehensive all-items audit should be performed every few years. Ideally, in addition to an EPD supervisor, this audit would be conducted with a supervisor or property and evidence custodian/professional from another law enforcement agency (such as the Portsmouth Police Department or the New Hampshire State Police). (p. 38)
58. The department should designate a hiring and recruitment supervisor. With no changes to the current staffing model, this role could be performed by the lieutenant. (p. 40)
59. The FTO sergeant should participate in all oral board interviews of police candidates. (p. 40)
60. The department should continue its efforts to recruit a diverse body of applicants for the position of police officer. (p. 40)
61. The orientation provided to trainees by the records clerks should be enhanced. It is likely that operational efficiency will be improved if nonsworn records clerks have greater access to officers early in their careers. (p. 45)
62. During the PowerDMS "phase-in" period, an effort should be made to enhance the amount and quality of user training being provided to probationary officers. (p. 45)
63. The training materials related to the sergeant's field training program need to be reviewed and updated as soon as possible. It is recommended that the department's newly designated professional standards supervisor perform this function. (p. 45)

64. The duties and responsibilities associated with the position of training lieutenant should be enhanced. The lieutenant officer should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The lieutenant should review all use of force reports, firearms discharge reports, department vehicle accident reports, and line of duty injury reports to identify training or retraining opportunities. (p. 45)
65. The training lieutenant should continue to attend and actively participate in all monthly supervisors' meetings. The primary purpose of this participation is to identify training opportunities and to report on current training efforts. (p. 45)
66. The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all units, and all sworn and nonsworn members of the department, and should be incorporated into the department's newly created overall multiyear strategic plan. The department's training lieutenant would be chiefly responsible for developing, reviewing, and revising the training plan as necessary. (p. 45)
67. The department should create a training committee. This would be a body of sworn and non-sworn employees of various ranks, chaired by the department's training lieutenant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department. (p. 45)
68. The training committee should assist the training lieutenant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised as necessary. (p. 45)
69. The training lieutenant and the training committee should be charged with performing and presenting a retention study for both police officers and dispatchers. (p. 46)
70. The department should encourage and actively support members of the department to apply to the FBI National Academy. (p. 46)
71. Create a professional standards supervisor position, staffed by a supervisor at or above the rank of sergeant (perhaps a newly appointed lieutenant), who would be a direct report to the Chief and responsible for: 1) the development, review, and implementation of all department policies and procedures (i.e., all general orders); 2) coordinating the process for seeking and maintaining CALEA accreditation; and 3) performing the traditional internal affairs function, which would include a system of periodic audits and inspections. (p. 47)
72. In addition to performing internal investigations, the department's newly-designated PSO should oversee the hiring and training functions. (p. 47)
73. The form that is currently being used for performing annual performance reviews for members of the department should continue to be reviewed and revised, as necessary. (p. 49)
74. The department's newly appointed PSO should be directed to review the department's manual of policies and procedures on an annual basis and to recommend changes as necessary. (p. 49)
75. While reviewing its general orders, the department should develop and/or enhance detailed position descriptions, listing all duties, responsibilities, and expectations for every assignment within the department. Detailed job descriptions of this type are a necessity in terms of

providing clarity and direction, and fostering personal accountability from all uniformed and nonsworn personnel. These descriptions must directly link to personnel evaluation forms. (p. 49)

76. The minimum staffing level of one dispatcher per shift is the appropriate minimum staffing level. (p. 52)
77. The police field training curriculum should be revised to include a training block (e.g., four hours) whereby probationary police officers not only receive instruction about dispatch operations but are afforded the opportunity to actually take calls for service from the public and perform the dispatch function and all related administrative tasks. (p. 52)
78. The communications supervisor should continue to undergo professional development and training appropriate for a first-line communications supervisor (such as participation in regional or statewide associations of communications supervisors). (p. 53)
79. Immediately make all necessary corrections, reconfigurations, upgrades, and/or repairs to the department's server and RMS and CAD systems. (p. 60)
80. Remove the electronic equipment from the first floor "conference room" or, in the alternative, remove the water-based fire suppression system and install a clean-agent fire suppression system in this room. (p. 60)
81. The department should create a technology task force. This would be a group of sworn and non-sworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs (hardware and software) as well as any steps needed to ensure that the department remains current with regard to technological advancements. (p. 60)
82. The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring and purchasing new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. The technology task force should be charged with field/beta testing, evaluating, and reporting on any new technologies adopted or tested. (p. 60)
83. The IT information systems specialist who is employed by the town and assigned to the department should serve on the department's technology task force. As well the department's dispatch supervisor and Deputy Chief should serve on this body; the Deputy Chief should chair this task force. (p. 60)
84. The task force should develop a formal replacement plan for all of the department's IT equipment and software. (p. 60)
85. The task force and the IT information systems specialist should work to ensure that products such as PowerDMS are fully utilized by the department. Additional employee training should be suggested, as necessary. (p. 60)
86. The EPD must ensure that the IT specialist is properly certified to access and/or repair all of the department's data systems. Absent such certification, updates and repairs should be outsourced. (p. 60)
87. It is recommended that the activities of the ACO continue to be tracked and that specific annual and monthly performance goals be established. (p. 61)

88. The EPD must record all instances of mutual assistance rendered to other communities and either bill those communities directly, or determine a mutually agreeable form of compensation for the EPD. (p. 61)
89. In the event that there are an insufficient number of animal calls arising within Exeter to keep the ACO fully engaged, the EPD should consider assigning additional duties, such as is done now with parking enforcement. (p. 61)
90. Regardless of whether the town ultimately decides to construct a new police headquarters facility, immediate measures should be taken to properly secure the front window in the lobby and the door / window area in the rear of police headquarters. (p. 63)

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