

REPORT
ORGANIZATIONAL AND RISK
ASSESSMENT
POLICE DEPARTMENT
EPSOM, NH
JANUARY 2018

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



TABLE OF CONTENTS



**Municipal
Resources
Inc.**

TABLE OF CONTENTS

REPORT

Overview1

Chapter 1 Organizational Design2

 Observations2

 Recommendations6

Chapter 2 Hiring/Retention/Promotion8

 Observations8

 Hiring and Recruitment.....8

 Retention10

 Recommendations11

Chapter 3 Supervision.....13

 Observations13

 Recommendations14

Chapter 4 Policy and Practice Review.....15

 Observations15

 Use of Force15

 Firearms15

 Less Lethal Force Options16

 Pursuits17

 Cruiser/Special Purpose Vehicles/Bicycles/K-9.....18

 Dispatch19

 Road Detail/Ordinance/Policy20

 Recommendations21



| | | |
|------------|--|----|
| Chapter 5 | Training | 24 |
| | Observations | 24 |
| | Recommendations | 25 |
| Chapter 6 | The Police Facility | 27 |
| | Observations | 27 |
| | Recommendations | 29 |
| Chapter 7 | Prosecution, Evidence, and Property Control | 31 |
| | Observations | 31 |
| | Superior Court | 31 |
| | District Court | 31 |
| | Department of Motor Vehicles | 32 |
| | Evidence and Property | 32 |
| | Recommendations | 33 |
| Chapter 8 | Prisoner Handling and Holding | 35 |
| | Observations | 35 |
| | Recommendations | 36 |
| Chapter 9 | Citizen Complaints and Internal Investigations | 38 |
| | Observations | 38 |
| | Recommendations | 39 |
| Chapter 10 | Fiscal Management | 40 |
| | Observations | 40 |
| | Recommendations | 40 |
| Chapter 11 | Vehicles, Uniforms, and Equipment | 41 |
| | Observations | 41 |
| | Recommendations | 43 |

| | | |
|------------|---|----|
| Chapter 12 | Use of Technology..... | 44 |
| | Observations | 44 |
| | Recommendations | 46 |
| Chapter 13 | Perceptions of the Epsom Police Department..... | 48 |
| | Observations | 48 |
| | Recommendations | 48 |
| Chapter 14 | Conclusions | 50 |
| Chapter 15 | Summary of Recommendations..... | 51 |
| Chapter 16 | The Project Team | 62 |

REPORT



Municipal
Resources
Inc.



REPORT

**ORGANIZATIONAL AND RISK
ASSESSMENT**

POLICE DEPARTMENT

EPSOM, NH

JANUARY 2018

OVERVIEW

The Town of Epsom, New Hampshire, through its Board of Selectmen, contracted with Municipal Resources, Inc. (MRI), of Meredith, New Hampshire, to conduct an organizational and risk assessment of the Epsom Police Department. MRI Senior Consultants Neil Ouellette and Richard Kane were assigned to this project, and MRI President Alan Gould served as project manager.

This assessment focused on those areas that create the most significant liability/risk issues for the community and included in-depth interviews with Police Chief Wayne Preve and other key department personnel. All department employees were offered an opportunity to talk to the MRI consultants and offer their insights regarding the operation of the department. This project also included interviews with a number of elected and appointed municipal officials. The Epsom Board of Selectmen agreed to move forward with this review and cooperated fully with the consultants. This study also included a tour of the police facility and an extensive review of relevant statistics, policies, and department documentation. Observations made by the consultants are included in this report and were often compared with national best practices. This process led to a number of recommendations for the consideration of the police department and the Town of Epsom.

CHAPTER 1

ORGANIZATIONAL DESIGN

OBSERVATIONS

The Epsom Police Department provides a full range of police services on a 24/7 basis to its 4,566 (2015 U.S. Census Bureau) residents, within this community consisting of 34.2 square miles of land and 0.2 square miles of water, through its authorized strength of six full-time sworn officers. The Epsom Police Department does not currently utilize part-time sworn officers to supplement its full-time compliment. The police population ratio would therefore be 1.31 officers/thousand residents, as compared to the Federal Bureau of Investigation's, Crime in America, Table 71, of 2014, which reported the national average of 2.9 officers/thousand residents, for those communities with fewer than ten thousand residents in New England.

Currently, the Epsom Police Department consists of one chief, one lieutenant, and three full-time patrol officers, who are assigned collateral specialized duties, along with their general patrol responsibilities. There is one additional authorized patrol officer's position that is currently unfilled at this time, a factor that will be discussed in the hiring and retention chapter. Although the department does not have any sergeants at this time, two of the three patrol officers are designated as Master Patrol Officers.

The Town of Epsom is situated on the eastern edge of Merrimack County and is bordered on the south by Allentown and Pembroke; the east by Northwood and Deerfield; the north by Pittsfield; and the west by Chichester. It should be noted that Northwood and Deerfield are situated in Rockingham County. While this does not present any jurisdictional problem as far as mutual aid for Epsom calls for service, the contiguous communities differ in their primary court jurisdiction. Chichester and Pittsfield police departments are the only two contiguous communities assigned to the Concord District and Superior Courts, as is Epsom. This topic will be further discussed later in the report as we look at investigation and prosecution.

The Epsom Police Department reported 11,998 calls for service, 215 arrests, and 3,240 citations issued in 2016; as compared to 11,039 calls for service, 175 arrests, and 2,366 citations issued in 2015. Total calls for service seem high for a community the size of Epsom, which infers that the department/regional dispatch center is counting other activities, such as motor vehicle stops, officer initiated activity, and transmissions regarding duty status, within the calls for service totals. The agency should reevaluate their definition of a call for service to include only those calls requiring a police officer responding to take some type of law enforcement action (i.e., take a report, investigate a crash, provide care for a medical emergency), but not include officer initiated activities. MRI reviewed computer aided dispatch records for the months of

January and August for 2015, 2016, and 2017. It was obvious that the Epsom Police Department/Merrimack County Sherriff’s Department Regional Dispatch Center considers many activities as a call for service, which should not be included in call for service reporting. It should be noted one of the recurring call types included in the review was that of vehicle complaint, which frequently had an action code of negative contact. The majority of these calls listed descriptions as “all over the road”, “passing cars”, “lane control” and “intoxicated operator”. This is especially important for Epsom due to the fact that two major roadways, Route 4 (which transgresses east and west), and Route 28 (which transgresses north and south), cut through the community and merge into a circle a few hundred yards from the police station. Often, by the time the erratic operation call is received, the suspect vehicle is into an adjoining jurisdiction. Many of these calls are simply transferred to adjoining police agencies, due to the proximity of jurisdictional lines to the agency. Chief Preve advised that although it happens on occasion where an erratic operation call is received and followed by a vehicle collision call, it is not common.

Current crime rates are relatively low for the Town of Epsom as evidenced by the chart below and as reported in Table 6 of the FBI’s Crime in America, 2016. By way of comparison, MRI has listed contiguous communities along with their crime rate per 1000 persons.

| | | Violent Crime | Murder and Non-Negligent Manslaughter | Rape | Robbery | Assault/Aggravated | Property/Crime | Burglary | Larceny/Theft | MV Theft | Arson |
|-----------|---------------------|---------------|---------------------------------------|------|---------|--------------------|----------------|----------|---------------|----------|-------|
| Epsom | 4,654 | 4 | 0 | 1 | 0 | 3 | 31 | 5 | 25 | 1 | 0 |
| Chester | 4,962 | 6 | 0 | 2 | 0 | 4 | 27 | 13 | 12 | 2 | 1 |
| Pembroke | 7,118 | 19 | 0 | 7 | 0 | 12 | 70 | 17 | 50 | 3 | 3 |
| Northwood | 4,281 | 8 | 0 | 2 | 1 | 5 | 43 | 9 | 29 | 5 | 1 |
| Deerfield | 4,436 | 0 | 0 | 0 | 0 | 0 | 29 | 15 | 14 | 0 | 1 |
| Allentown | Did Not Submit Data | | | | | | | | | | |

Currently, with the exception of some overlap, the Chief is the only officer on duty Mondays and Fridays, otherwise there are two officers each on the dayshift and evening shift, and one officer assigned to the midnight shift, where a single officer patrols the community from 1 AM to 6 AM. During this single officer coverage, the department relies on mutual aid from contiguous police agencies for back-up at serious calls for service, or sole response, if the on-duty officer is already assigned to another call for service. The communities of Chichester and Pembroke provide primary additional backup and mutual aid. When MRI questioned the potential use of recall of Epsom officers for backup on the midnight shift, Chief Preve and Lieutenant Michael related that due to the time it would take to notify off-duty officers, along with their response to the scene, they did not feel it was useful; therefore, the current practice



of relying on requesting on-duty mutual aid assistance is seen as more beneficial. The only exception is a serious event necessitating a lengthy investigation which required the Chief or Lieutenant to be notified and respond to the scene.

The scheduling function currently rests with Lieutenant Michael, who works the evening shift on Monday, day shift Tuesday and Wednesday, returns to work at midnight Wednesday working through noon on Thursday, and returns to work Friday at 3 PM. This schedule has Lieutenant Michael assigned to work shifts with just under eight hours of rest between ending his shift at 4 PM on Wednesday and returning at 11:59 PM on Wednesday for a 12-hour shift. This means Lieutenant Michael is working 20 hours in a 28-hour period which exceeds what we believe to be reasonable from a risk perspective. Lieutenant Michael's schedule is further supplemented by overtime to cover court every Monday, sexual assault investigations, grant-funded enforcement patrols, and private details. Given that Epsom only has two supervisory officers, MRI questions the logic in scheduling the Chief and Lieutenant on the same day shift, thereby complicating overall supervision of police operations and the ability to provide consistent supervision to patrol shifts. There are potential safety issues with the Lieutenant's lack of "periods of rest" in his schedule.

The department does not maintain any formal duty schedule, and basically keeps track of time off and overtime shifts/schedules on a calendar in the Lieutenant's office. MRI suggests that the Epsom Police Department maintain a scheduling platform either in an excel spreadsheet, or in electronic or paper format, which can be archived, and offers all personnel an accessible record of who is scheduled for duty at any given time, consistent with best practices (CALEA, Chapter 81). This would also clarify when/if detail work is falling during regularly scheduled hours, particularly as it relates to Chief Preve working outside details during a regular work day.

Employees confided during interviews that they would like a different work schedule, and take exception to being mandated to work a forty-three-hour work week, without overtime compensation for the three additional hours. Employees conveyed that they would rather have a four on/two off or a four on/three off work schedule, enabling them a more consistent work schedule, regularly scheduled rotating weekends off, and additional time off to enjoy more family time and/or the opportunity to work private details.

The MRI Team believes that consideration should be given to other scheduling alternatives such as implementing a rotating four on/two off schedule for patrol personnel. To allocate one police officer on each shift, Epsom would need 4.5 full-time equivalent positions. The Chief and Lieutenant, if scheduled to the dayshift and evening shift respectively, could then provide supervisory oversight, along with backup assistance, as needed on their shift. Master Patrol Officers could then provide supervisory coverage during the shifts, when the Chief and Lieutenant are on scheduled days off. MRI believes the Epsom Police Department should appoint part-time officers that are full-time or recently retired full-time officers from other

agencies, to supplement the patrol force and fill openings created by time off requests or other vacancies.

The Epsom Police Department does not currently have an official organizational chart or a functional table of organization. The department lists a roster on the department's webpage, consisting of the chief, lieutenant, two master patrolmen, one patrol officer, and an administrative assistant. A functional table of organization describes roles and responsibilities for established positions within the agency. This is especially important within a small sized agency, due to the fact that all personnel must assume collateral duties to ensure proper accountability for those areas of responsibility that do not justify full-time positions/titles. The agency should create an organizational chart and a functional table of organization that identifies responsibility consistent with current job descriptions, ancillary duties, and specialization, within the department according to national best practices (CALEA, Chapter 21).

MRI would also suggest that the Epsom Police Department consider entering into a partnership with the University of New Hampshire to obtain interns from a research based major, to assist the department with data collection and crime analysis to enhance deployment strategies, assist in criminal investigations, compile regional crime intelligence, and enhance the ability of the department to seek highway safety grants. Data Driven Approaches to Crime and Traffic Safety is a program supported by the National Highway Safety Administration, which overlays high traffic crash locations with high crime locations to focus enhanced enforcement in an effort to reduce the incidence of crime and motor vehicle crashes. Departments can obtain technical assistance for training and implementation of this program, which requires enhanced data collection and analysis capabilities, from the Highway Safety Administration, through your state contact. In a small sized agency like Epsom, this data is especially important given the lack of personnel resources to assign selective enforcement, so targeting areas where personal injury or property collisions have occurred would enhance traffic safety. Recently there has been a greater focus on data collection by the State in the distribution of highway safety grant monies. Enhanced data collection and analysis capabilities would also increase the department's ability to seek grant based assistance for emerging technologies and initiatives from state and federal funding sources.

MRI was advised that the department does little in the way of community policing or partnering with the community. When questioned regarding this issue the Chief, Lieutenant, and officers all reverted to a stance that they did not have enough resources to assign officers to engage with the community because they may be needed for a call for service. MRI inquired why they would not be available for a call for service via portable radio from a location where they were interacting with community members, such as a ball park, the school, a business, or a community event. Once pressed, the patrol officers responded positively to the suggestion and were open to trying it. MRI is under the impression that the officers have been groomed to stay in their cars and be ready for calls for service or writing traffic tickets when they are not assigned to a call. Obviously, both are necessary for effective law enforcement, but each officer

taking a small portion of his/her shift to engage the public could make lasting impressions within the community.

MRI inquired of the Chief and Lieutenant whether the department had ever conducted a citizen academy. MRI suggested that the Chief consider running a citizen police academy even if they partnered with the Fire Department and rotated every other week to reduce personnel costs. This concept was mentioned to patrol officers during interviews as well. MRI was advised by patrol officers that the Sheriff's Department runs the DARE program within the school, and officers set up a tent at Old Home Day to sell Police Association Jackets, which is well received by the residents. MRI suggests that the Epsom Police Department incorporate a citizen police academy into the first half of 2018, in conjunction with the Epsom Fire Department or even another neighboring police department, in order to rotate personnel every other week to control personnel costs. MRI suggests that the Epsom Police Department incorporate some type of assigned community policing activity on each shift for assigned personnel to complete during downtime, such as walk and talk, sports fields, elderly/seniors, or a business within the community. Eventually, the Epsom Police Department would be well served to train an officer as a DARE instructor.

RECOMMENDATIONS

- 1.1 The Epsom Police Department should create an organizational chart depicting the Chain of Command, to accurately describe authority and reporting relationships within the department, according to national best practices (CALEA, Chapter 11).
- 1.2 The Epsom Police Department should create a functional table of organization, which describes roles and responsibilities for established positions within the department, according to national best practices (CALEA, Chapter 11).
- 1.3 The Epsom Police Department should review the current work schedule in order to ensure appropriate periods of rest between work assignments and for best coverage by a supervisor.
- 1.4 The Epsom Police Department should collaborate with the University of New Hampshire to provide research methods student internships to assist the department in data collection, crime analysis, and selective enforcement assignments.
- 1.5 The Epsom Police Department should consider assigning personnel to a rotating four day on/two day off or four day on/ three day off work schedule, to provide adequate patrol/supervisory coverage, while allowing all officers the benefit of having some weekends off.

- 1.6 The Epsom Police Department should explore appointing part-time officers, utilizing full-time officers, or recently retired full-time officers from other agencies to supplement the full-time compliment to cover requested time off, sick calls, and emergencies.
- 1.7 The Epsom Police Department should create a scheduling platform on Excel or paper format to allow for immediate access to duty rosters, and archived work schedules, consistent with national best practices (CALEA, Chapter 81).
- 1.8 MRI suggests that the Epsom Police Department incorporate some type of assigned community policing activity for assigned personnel to complete during downtime, such as walk and talk, sports fields, elderly housing, or a business within the community.
- 1.9 Eventually, the Epsom Police Department would be well served to train an officer as a DARE instructor.

CHAPTER 2

HIRING/RETENTION/PROMOTION

OBSERVATIONS

Hiring and Recruitment

The Epsom Police Department has struggled in the recent past in hiring and retaining police officers. The department failed to retain the last three newly hired patrol officers for a variety of reasons. One of the post academy recruits sustained an injury, another developed a personal issue inconsistent with work requirements, and the third officer's significant other did not want him to continue in the profession. A review of the department policy on hiring practices was completed. The policy is generic, but does outline the requirements that the department must follow when going through the hiring process. The policy should be updated by the Chief to more uniformly represent the steps and paperwork that is required for the hiring process. The process and paperwork for the last four hires were reviewed. The process was complete and well documented. Background checks were professionally done. No red flags on the hiring of these candidates were noted that should have been caught by the background investigator that would indicate these candidates would not stay.

The pool of candidates that Epsom has been able to draw from until recently was small. In the past, the department would advertise vacancies through newspaper ads. This form of recruitment has not been very effective in attracting many candidates with a desired interest in law enforcement. Since 2011, the department has been a member of the Great Bay Police Testing Alliance. This alliance has partnered with Great Bay Community College to conduct a written test of potential police candidates. The results of the test are then sent to a number of participating departments, including Epsom. The results include a test score, any applicable degrees, law enforcement experience, as well as an indication of a desire for full- or part-time employment. The department has recently utilized this process to recruit an officer to fill a vacancy. The process is ongoing, and the candidate is in the background phase at this time.

In order to recruit and retain quality officers, the department has to more aggressively "sell" the department to potential recruits. There are a number of ways to accomplish this to include: police explorer programs, internships with local colleges, website and Facebook improvements, social media, and recruitment pamphlets. Recruitment of full-time officers from other agencies, recruitment and development of part-time officers, as well as recruitment of retired officers who want to work part-time, are viable options to consider.

Police Explorer Posts are affiliated with and under the umbrella of the Boy Scouts of America. New Hampshire also has a very active state committee made up of police chiefs and officers. The program is open to young men and women ages 14 -20, who are still in school, that have an

interest in police work. The department should consider starting an Explorer Post to identify youths in their own or adjacent communities who may have an interest in police work as a career. Not only is it a great way for a police department to become more active with the youth of the town, officers will become role models and mentors to these young people, who may develop into potential recruits.

New Hampshire has many colleges that have criminal justice programs. These programs require students to perform internships in a law enforcement agency. The Epsom Police Department must reach out to these colleges and offer internship opportunities. An intern who spends time at the police department is a potential recruit in the future. It is also a good opportunity to sell the department, and most often, job opportunities can be posted with the college.

When potential recruits are looking to enter the field of law enforcement, one of the first places they look is at a department's website or Facebook page. The Epsom Police Department has to immediately improve their site and make it more robust. Currently, the website only offers an opportunity to contact the officers at the department. A section on employment should be added to the site. This section should outline the hiring process, pay and benefits, etc. It should highlight everything the department has to offer such as advanced training opportunities, firearms instructor, field training officers, ATV operations, pay and benefit information, or educational opportunities. If a potential recruit feels it is a professional and progressive department, he/she is more likely to apply for the position. There are many companies that can be hired to build a website and then train employees on how to update the site. The town should consider hiring a company to revamp the entire town's website to make it more interactive.

The current Facebook page has not been updated in nearly three years. The last two entries are from a negative portrayal of the department. This has to be corrected, and should be viewed as one more recruitment tool. The page should be updated daily or weekly with department information showing the department in a positive light. This can be assigned to a member of the department as part of his/her daily duties.

As mentioned previously, the Epsom Police Department is currently involved with the Great Bay Police Alliance which is a positive step in recruitment. This affiliation offers the department opportunities to sell itself. The department should send a representative to the test site on the test dates to engage the test takers and promote opportunities at the Epsom Police Department.

Finally, in regard to recruitment, the department should consider putting together a pamphlet that could be used as a recruitment tool. This promotional pamphlet could be handed out on test dates at Great Bay, placed on the department website, sent to local colleges with Criminal Justice programs, and be posted at the Epsom Police Department and other Town buildings.

Retention

The current officers have been with the department ranging from two years to seventeen years. This group of officers appear to work very well together and consider themselves very close knit. Residents appear to hold the department in high regard and are supportive of the department. Although retaining the last three hires has been an issue, the core group of officers have stayed with the department. During employee interviews, the MRI team was advised of issues that can negatively impact hiring and retention. These issues include the current 43-hour work week, the scheduling system that does not allow for officers to have a weekend off, and the inconsistency of pay raises. A constant concern among the officers was the need for more staffing. The officers are working varying hours of mandatory overtime each week, to sustain the minimum amount of coverage. This situation is having an economic impact on the department, as well as physical and emotional repercussions on the officers. The Chief is using funds from the open position to try to cover the costs of the increased overtime. He is also concerned that the increased overtime will result in officers getting “burned out” trying to cover all the shifts. It was learned that apparently the department has not had an officer call out sick in ten years, which is a testament to the dedication of the officers to the department. If, however, this trend changes, there will be an even greater burden on the personnel and overtime costs of the department. The Board of Selectman should consider working with the Chief to develop a better schedule for the officers to work. The schedule should be looked at as a tool to retain officers at the department, as well as attracting new recruits. The schedule was a constant area of concern for the entire department during employee interviews. The town, as part of a new schedule, should consider going to a 40-hour work week versus the current 43-hour week.

Currently, the department has a three-year employment contract with new officers. This practice should continue and if the contract is broken, the town should enforce the provisions of the agreement and collect monies that are owed to them. Officers will more likely stay the three years if they know there is a penalty for violating the contract.

To retain certified and experienced officers, the compensation should be competitive with other local agencies. The Board of Selectman should consider a salary step program for police employees that provides an incentive to stay in Epsom. These steps can be timed strategically from a career perspective, and based on a comparison with other towns in the regional market. Detail rates should be compared to surrounding communities to be sure the town and officers are being compensated at appropriate levels.

RECOMMENDATIONS

- 2.1 The Epsom Police Department should consider implementing a Police Explorer program.
- 2.2 The department should consider recruiting and hiring full-time officers from other departments to work part-time for Epsom. These officers could cover regular shifts or be used as back fill to cover vacations, training, etc. Consideration should be given to recruiting and hiring retired officers who are full-time certified and want to continue to work as part-time officers. Recruiting new part-time officers entering the field of law enforcement does give a department potential full-time candidates to hire. These candidates would be familiar with the Epsom Police Department's functions and require less training.
- 2.3 New Hampshire has many colleges that have criminal justice programs. These programs require students to perform internships in a law enforcement agency. The Epsom Police Department must reach out to these colleges and offer internship opportunities to the students. An individual that interns at the department may become a potential recruit in the future. It is a good opportunity to sell the department.
- 2.4 The Epsom Police Department should immediately improve their website and Facebook presence. Currently the web displays a contact list for department personnel and offers no insight into departmental resources.
- 2.5 The department should send officers to the site of the Seacoast Testing on the test dates and speak to the test takers about Epsom PD. This would provide an opportunity to give out information to the test takers on the police department.
- 2.6 The department should consider putting together a recruitment pamphlet on the department that could be used as a recruitment tool. It could be handed out on test dates at Great Bay, placed on the department website, handed out at town buildings, distributed at local gyms, or sent to local colleges with Criminal Justice programs.
- 2.7 The department has a three-year employment contract. This practice should continue and if the contract is broken, the town should enforce the provisions of the agreement and collect monies that are owed to them.
- 2.8 The Chief should develop a better schedule for the officers to work. In addition to providing optimal police coverage, the schedule should be looked at as a tool to retain officers at the department, as well as to attract new recruits.

2.9 The Epsom Police Department should seek to ensure their pay is consistent with other agencies within the area to prevent officers from transitioning to higher paying departments.



CHAPTER 3

SUPERVISION

OBSERVATIONS

The Epsom Police Department currently has two superior officers; a Chief of Police, who works Monday thru Friday, 06:00 to finish, and a Lieutenant, who works a staggered schedule consisting of dayshifts, evening shifts, and at least one midnight shift, plus any additional overtime that becomes available. Given the nature of the department, MRI questions the rationale for having the two superior officers working the same shift and suggests that the department assign the Lieutenant to the evening shift, thereby creating continuity of supervision across the day and evening shift, allowing the master patrol officers to fill the supervisory void on the superior officers' days off.

When questioned, MRI was told that the Lieutenant has to work some dayshifts, due to his role as court prosecutor and detective/sexual assault investigator. MRI inquired as to why the department has not trained a patrol officer in those specialized investigative functions. The Lieutenant related that the department could not afford to send a patrol officer to the training academy for that period of time, due to backfill costs. The Lieutenant and Chief were advised that in MRI's opinion, the department cannot afford *not* to train a patrol officer in those specialized areas, given the cost of having a Lieutenant conduct those duties on overtime. The department will be well-served to train patrol officers in multiple areas of specialization as it enhances morale, esprit de corps, and succession planning. This also serves as a very strong retention tool. As a result, the Lieutenant will be better able to supervise these specialized cases and provide appropriate assistance as needed, leaving the majority of his time for his primary purpose of supervising the operation within the agency.

MRI inquired how information regarding serious calls for service was passed on between shifts and specific assignments were made for selective enforcement. Currently, the command staff sends e-mails regarding specific incident numbers that officers should seek out to gain information, regarding an unfolding situation, or call for service. Department personnel are unable to log into the records management system and pull up the CAD log to go through each call for service by date/time, due to the fact the agency does not currently have the CAD module. This further complicates supervision and approving reports, as the supervisor needs to find the paper copy of the report and then look up the IR # (incident report) manually. The Epsom Police Department should consider the purchase of the CAD module for their current records management system, to ensure operational awareness between shifts. The department should also consider acquiring some type of electronic roll call system, which auto-archives to capture real-time, day-to-day functionality for heightened awareness, continuity of messaging, and act as a repository for general orders, extra-departmental communications, and roll call training material. Many departments have utilized Microsoft SharePoint for this purpose. It is

free with the purchase of a Microsoft Sequel Server, and is able to be customized to fit the needs of an agency. The system will also assist the agency with specialized assignments, law enforcement bulletins, wanted persons, and mapping of calls for service. The system is capable of storing and manipulating any Microsoft product, and is an excellent medium for policy and procedure distribution.

RECOMMENDATIONS

- 3.1 The Epsom Police Department should seriously consider the purchase of the CAD module for their current records management system to ensure operational awareness between shifts.
- 3.2 The department should acquire and institute some type of electronic roll call system, which auto-archives to capture real-time, day-to-day functionality for heightened awareness, continuity of messaging, and act as a repository for roll call training material.
- 3.3 MRI suggests that the department assign the Lieutenant to the evening shift, thereby creating continuity of supervision across the day and evening shift, allowing the master patrol officers to fill in the supervisory void on the superior officers' days off.

CHAPTER 4

POLICY AND PRACTICE REVIEW

OBSERVATIONS

Although upon initial review, the policy and procedures manual appeared lengthy and contained some required high-risk policies and procedures, it was clear that the document was written for a larger agency than Epsom, containing numerous citations delineating divisions and units, along with specific hierarchy that doesn't exist in a five-person department. Although, it is not uncommon for agencies to share and adopt existing policy, they should however be updated and amended to reflect the agency at hand. Currently, there are 12 New Hampshire Law Enforcement Agencies accredited by the Commission on Accreditation for Law Enforcement (CALEA), and the communities of Durham and Goffstown would be an excellent resource for the Epsom Police Department to request policy and procedures from in an effort to adopt appropriate high-risk policies, consistent with national best practices.

Accreditation for law enforcement is a high bar to achieve and CALEA mandates compliance with over 400 individual standards of compliance, verified through an extensive on-site assessment every three years. Additionally, there are mandatory areas of compliance which require police facilities capable of being retrofitted with certain equipment, space, and security measures, necessary for accreditation. Although accreditation is a very positive accomplishment for a law enforcement agency, it is equally important that all agencies embrace the best practices concept and attempt to meet or exceed those standards, especially standards that relate to high risk policies and procedures, which are frequently litigated. By following these standards, the agency can enhance credibility within the community by delivering state of the art, 21st century police services, while reducing risk and potential litigation that can negatively affect a community and budget.

The following review will look at high-risk areas within law enforcement, as those areas tend to be areas that result in bad outcomes or police liability issues across the country, and identify those CALEA standards which the agency should meet to be in compliance with best practices for law enforcement.

USE OF FORCE

Firearms

No policy and procedure topic is more important within a law enforcement agency than restrictions through policy, placed on officers, surrounding the issue of deploying force against their citizenry. Over the last few years, many departments across the country have been at odds with their citizens, as a result of fatal officer involved shootings against suspects that were

viewed by the public, at least initially, as resulting from excessive force. Several communities have experienced significant civil unrest, protests, and riotous behavior as a result of these actions.

The Epsom Police Department has a Response to Resistance Policy, which was issued and became effective, on March 18, 2013. The policy covers Deadly Force, as well as Less Lethal Force Options. It notes that prior to deployment of any less-lethal weapon, officers must be trained and certified in the proper use of the weapon, both the technical and legal aspects; however, it does not contain similar language in the case of firearms. The Epsom Police Department Response to Resistance Policy should be updated to include annual training/qualification in the use of force/policy consistent with national best practices (CALEA, Chapter 1). The policy does not stipulate a department issued firearm, approved personal firearms, or approved ammunition, including caliber, weight, and type. Due to the fact that two-thirds of police shifts take place at night, in the dark, national best practices dictate officers should conduct low light firing annually (CALEA, Chapter 1). Chief Preve informed MRI that they do conduct low light firing annually; however, it should be articulated within the policy. During employee interviews, MRI confirmed this practice through patrol officer(s) and that it occurs annually. The Epsom Police Department should update the policy in these two areas consistent with best practices (CALEA, Chapter 1).

Less Lethal Force Options

The Epsom Response to Resistance Policy does not specify the make, type, or concentration of chemical spray that it authorizes; fails to specify the make and model of electronic control devices it deploys; and authorizes both batons, ASP/Expandable Baton, without any qualifying information. The agency should identify with specificity authorized force weapons, and require biannual training and re-certification in the case of less-lethal force options, consistent with national best practices (CALEA, Chapter 1).

Recent Supreme Court Decisions involving conductive electrical weapons (TASER) probe deployment have increasingly stressed that officers should not deploy the weapon against those individuals who are actively resisting an officer's direction, when there is no danger to the officer or bystanders, and they should only utilize the weapons when a suspect is, or has been, assaultive. Pregnant females are addressed in the cautionary language, and it only authorizes deployment against them in situations where deadly force is justified. The department policy is silent to those individuals described as emotionally disturbed individuals, and there is no prohibitive language regarding deployment in the area of the heart, nor cautionary language for deployment on suspects who are in flight or attempting to flee, who may be susceptible to significant injury should they be incapacitated in motion. The Epsom Police Department should update their policy to incorporate the previously described restrictive language consistent with best practices and case law.

The TASER policy requires medical personnel to be called if the barb shaft is embedded so deep as to prevent the probes from hanging loosely. Regional Emergency Medical Services (EMS) guidelines allow Emergency Medical Technicians (EMT, Advanced EMT, and Paramedics), to remove Taser probes, unless they are imbedded in the genitalia, female breast, or skin above the level of the clavicle. Although New Hampshire EMS Protocol 6.4 states “current medical literature does not support routine medical evaluation for an individual after Taser application”, the Epsom Police Department should determine if they want officers or medical responders to remove the Taser probes, given they require EMS evaluation post Taser deployment. The Epsom Police Department should consider updating their policy after consultation with EMS providers to require EMS personnel to remove Taser probes from a suspect.

The policy requires supervisory personnel to respond to scenes where force has been used if available, or the officer is required to complete a Response to Resistance form, and pass it up the chain of command for review. The policy does not require an annual review of force incidents in an effort to detect training and equipment needs for the department consistent with national best practices (CALEA Chapter 1). Additionally, the Response to Resistance policy was found to be lacking a requirement that any employee whose actions result in death or serious bodily injury be removed from line duty assignment pending administrative review of the use of force consistent with best practices (CALEA, Chapter 1).

Pursuits

The Epsom Police Department “Vehicle Pursuit and Emergency Vehicle Operation” policy was issued and became effective on March 18, 2013. Although the policy indicates that it addresses Emergency Vehicle Operation, it does not establish procedures for responding to routine and emergency calls, nor does it include guidelines for the use of authorized emergency equipment consistent with national best practices (CALEA, Chapter 41). The policy was found to be compliant with national best practices in the majority of standards outlined by CALEA. Those standards which were found to be lacking include:

Section H. Uses of Force/Termination of Pursuit, the policy mentions that forceful stopping techniques such as ramming, bumping, colliding, and forcing the suspect vehicle off of the road are permitted only in cases where the failure to apprehend the fleeing vehicle will likely result in deadly force being used, or great risk to human life, and requires the permission of the Chief of Police or a supervisor. The Epsom Police currently staffs a single officer on the midnight shift, thereby eliminating the ability for a superior officer to monitor and supervise an ongoing pursuit. Dispatch has a standing procedure to call the Chief or Lieutenant if a pursuit occurs on the midnight shift, and that supervisory officer monitors the pursuit via portable radio and takes necessary action regarding allowing it to continue for a serious felony, or calling it off in cases where the officer obtains the license plate number or minor traffic related violations.

Section H-4, describes forceful techniques and rolling roadblocks or ramming the pursued vehicle. The policy seems to be implying the ability to utilize a Precision Immobilization Technique (PIT) maneuver, or rolling roadblock; however, this policy and the Use of Force Policy are silent to specific criteria and training required by personnel prior to implementing these forceful stopping techniques (CALEA, Chapter 61).

Section VII, requires that the supervisor shall submit a report to the Chief of Police detailing his/her supervisory actions during the pursuit and an analysis of the pursuit's compliance with State Law and Department policy. MRI inquired with both Lieutenant Michael and Chief Preve regarding incident review and annual review of pursuits. Lieutenant Michael indicated that the last pursuit occurred a few months ago and involved a vehicle that failed to stop from Blackhill Road to the Circle, which is about two miles, at which time the motorist stopped. When asked how he reviews a pursuit, he indicated that he reads the officer's report to make sure it falls within the policy. MRI inquired as to whether he obtained the dispatch turret tapes when evaluating a pursuit. After further discussion, Lieutenant Michael understood the need for a comprehensive review of each pursuit, no matter how long it lasted. He further indicated that the department does not pursue minor misdemeanors; however, when questioned on the young man that fled from behind the school and crashed, resulting in his death, Michael postured that the incident was not a pursuit, due to the fact that the officer never caught up to the suspect. MRI encouraged Lieutenant Michael to adopt a more global definition of pursuits going forward. National best practices require procedures for reporting and administrative review of each pursuit along with an annual documented analysis of the previously cited reports (CALEA, Chapter 41).

Cruiser/Special Purpose Vehicles/Bicycles/K-9

The Epsom Police Department currently owns a Polaris Sportsman 400 ATV and a Kawasaki Prairie ATV. The department lacks any policy relating to these special purpose vehicles, including any statement of objectives, instructions, conditions, and limitations of usage, qualifications, or training. The department does have a job description designating a patrol officer as the person or position responsible for the condition and maintenance of the vehicle. MRI would suggest the department incorporate a policy and specifically describe the extent to which the officer maintains these off-road special purpose vehicles, as they are high speed vehicles and should be maintained by a certified technician. However, the department does not have a policy listing the equipment to be kept on the vehicle consistent with national best practices (CALEA, Chapter 41). The department currently does not have a K-9 or handler, nor do they own bicycles.

Dispatch

The Epsom Police Department has a contract with the Merrimack County Sheriff's Regional Dispatch Center to provide 24/7 emergency 911 dispatch services to the community. The cost of the dispatch services contract for Calendar Year 2018 is estimated to be \$25,890.00, which is slightly less than this year's dispatching costs. MRI requested a copy of the contract: however, we were provided with the CJIS user agreement and delegation for service from the Colonel of the New Hampshire State Police. Chief Preve advised MRI that the cost is directly related to the number of incidents created by the Regional Dispatch Center and articulated within monthly reporting. MRI requested and was provided with a printout from CAD for the months of January and August for 2017, 2016, and 2015. After a review of each month's calls for service, MRI determined the number of incidents that directly related to a call requiring a police officer to respond and perform some type of law enforcement activity, was significantly less than the calls for service provided by the regional dispatch. The Epsom Police Department needs to re-define the "call for service" category and properly identify those call types to accurately reflect the department's activity, consistent with national best practices (CALEA, Chapter 81). MRI created the following table to illustrate the actual number of police officer calls for service as opposed to dispatch reported call activity:

| Year | January-Actual/ Incidents | August- Actual/ Incidents |
|------|---------------------------|---------------------------|
| 2017 | 79/497 | 140/531 |
| 2016 | 103/385 | 123/576 |
| 2015 | 102/328 | 139/438 |

The Epsom Police Department has a Motorola Astro base station allowing connectivity to all Epsom Police radios, along with mutual aid frequencies within Merrimack County. The department also has a Plectron base station for communicating with the Fire Department. Radio connectivity with the regional dispatch center is accomplished via microwave connections to the repeaters located at the following locations: Kearsarge Mountain, Ragged Mountain, Oak Hill, Wood Hill, Bradford Hill, Catamount Mountain, Craey Hill, Northwood Tower and Boscawen Tower located at the regional dispatch center.

The two in-house radio units are situated in the Administrative Assistant's work area, which encompasses a bullet proof customer service window, adjacent to the station lobby. The administrative assistant also answers non-911 telephone lines Monday through Friday, and dispatches police assets consistent with service requests received. Although, these non-emergency calls for service are dispatched by the assistant, she has no way to enter them into the department's records management system, due to the fact that the department does not own the Computer Aided Dispatch Module (CAD) from TriTech Corporation. The administrative assistant does keep a running call log by hand and eventually transcribes those calls into a bound book for archiving. This process is cumbersome, is a duplication of work, and is not included in electronic call volumes within the CAD system. It should also be noted that from

time to time emergency situations are reported through non-911 telephone lines and the department does not have immediate playback capability or recording capability consistent with national best practices (CALEA, Chapter 81). When questioned why all calls are not routed through the regional dispatch, MRI was advised that there is a cost associated per transmission/call and it would be too costly. When MRI questioned why officer initiated activity like directed patrols or selective enforcement was not documented in the CAD system, it was explained that cost wise it would be too expensive due to the previously stated analogy.

The Epsom Police Department needs to procure TriTech's Computer Aided Dispatch module to properly log all calls for service, and to be able to track and review motor vehicle selective enforcement, community policing activities, and other officer initiated activities consistent with data analysis, for planning and managerial oversight. Until such time that the department does implement the CAD module, all calls should be relayed through dispatch. Although there may be a slight cost associated with this, there is great value from an accountability/documentation and officer safety standpoint.

Road Detail/Ordinance/Policy

Historically, outside contractors working within the community on construction projects, often require a police officer or flagger for traffic control. Epsom is no different in this regard and often supplies police officers from patrol officer to the Chief to work private construction details within the community. MRI was advised that there has been some conflict between the police department and certain private companies in determining which roadways within the community require live police officer details. Chief Preve advised that the Town's Selectmen approved a policy, which he developed designating all roadways requiring police details on August 3, 2015. The policy requires all contractors to contact the Epsom Police Department prior to work beginning and the Chief of Police will evaluate the proposed work to determine if a police detail is needed. Although, the street list is completed indicating those roads not needing a detail, it is not binding and provides wide discretion along with potential time delays to determine needed resources. Although, MRI understands that certain construction processes require more rigorous traffic planning and safety zone design, the requirement for advance notification and evaluation for minor roadwork on side streets appears to be overly cumbersome and burdensome. MRI suggests that the Town and Police Chief open dialogue with the effected contractors to establish a workable policy for the future. It should also be understood that since the Chief and Lieutenant can benefit financially by working details, and they are the individuals deciding when details are required, or enforcing the detail requirement, there is at the very least a potential perception of a conflict of interest.

Christopher Moultrou, Forestry Supervisor for Unutil, was contacted and discussed the frustration he has experienced trying to identify which roadways within Epsom require police detail officers, and roadways such as side streets, dead end roadways, and driveways that do not require a detail. Mr. Moultrou indicated he had requested a meeting with the Epsom

Board of Selectmen on Monday, February 27, 2017, to clarify the detail requirement. As a result, the street list was compiled, flagger roadways were highlighted in yellow, and police detail roadways were highlighted in pink. The final map determined none of the flagger listed roadways were within Unitil's jurisdiction. Mr. Moultroup further advised MRI that other contiguous departments have become accustomed to Epsom's detail requirement and they are now requiring the same practice in their towns. MRI inquired as to who usually approached the crews regarding details and Mr. Moultroup related it was generally Lieutenant Michael. He explained on one occasion, the Lieutenant called for fire department assets and an ambulance for some reason, which he thought involved a wire hanging. MRI was unable to obtain any additional information regarding the above-mentioned situation.

RECOMMENDATIONS

- 4.1 The Epsom Police Department response to Resistance Policy should be updated to include annual training/qualification in the use of force/policy consistent with national best practices (CALEA, Chapter 1).
- 4.2 The Epsom Police Department should update/adopt a use of force policy, which stipulates a department issued firearm, approved personal firearms, and approved ammunition, including caliber, weight, and type, consistent with national best practices (CALEA, Chapter 1).
- 4.3 The policy of having dispatch contact the Chief or Lieutenant if a pursuit is initiated when there is just one officer on-duty, particularly during the midnight shift, is not reasonable or practical. The time it may take to make that contact and for good judgment to be exercised when waking the Chief or Lieutenant from a deep sleep causes unnecessary risk exposure to the Town.
- 4.4 The Epsom Police Department should update/adopt a use of force policy requiring annual low light firearms training, consistent with best practices (CALEA, Chapter 1).
- 4.5 The Epsom Police Department should update/adopt a use of force policy which identifies with specificity authorized force weapons, and requires biannual training and re-certification, in the case of less-lethal force options, consistent with national best practices (CALEA, Chapter 1).
- 4.6 The Epsom Police Department should update/adopt a use of force policy to reflect those individuals described as emotionally disturbed individuals, and insert prohibitive language regarding deployment of electronic control devices in the area of the heart, cautionary language for deployment on suspects who are in flight or attempting to flee,

or who may be susceptible to significant injury should they be incapacitated in motion, consistent with national best practices (CALEA, Chapter1).

- 4.7 The Epsom Police Department should consider updating their policy after consultation with EMS providers to require EMS personnel to remove Taser probes from a suspect.
- 4.8 The Epsom Police Department should update/adopt a use of force policy, which requires an annual review of force incidents in an effort to detect training and equipment needs for the department consistent with national best practices (CALEA Chapter 1).
- 4.9 The Epsom Police Department should update/adopt a use of force policy, which requires any employee whose actions result in death or serious bodily injury, be removed from line duty assignment pending administrative review of the use of force consistent with best practices (CALEA, Chapter 1).
- 4.10 The Epsom Police Department should update/adopt Pursuit and Emergency Driving policy to include procedures for responding to routine and emergency calls, and guidelines for the use of authorized emergency equipment consistent with national best practices (CALEA, Chapter 41).
- 4.11 The Epsom Police Department should update/adopt a Pursuit policy and the Use of Force Policy to describe specific criteria for use and training required by personnel, prior to implementing forceful stopping techniques (CALEA, Chapter 61).
- 4.12 MRI encourages the Epsom Police Department to adopt a more global definition of pursuits going forward and require procedures for reporting and administrative review of each pursuit along with an annual documented analysis, which should include radio turret tapes, consistent with national best practices (CALEA, Chapter 41).
- 4.13 The Epsom Police Department should adopt a policy relating to special purpose vehicles, including any statement of objectives, instructions, conditions, and limitations of usage, qualifications, or training consistent with national best practices. Additionally, the job description identified an officer responsible for maintenance of these high-speed vehicles it is unclear if he/she is expected to service the vehicles and what training/certification is required (CALEA, Chapter 41).
- 4.14 The Epsom Police Department should adopt a policy listing the equipment to be kept on the special purpose vehicle(s) consistent with national best practices (CALEA, Chapter 41).

- 4.15 The Epsom Police Department needs to re-define the call for service category and properly identify those call types to accurately reflect the department activity, consistent with national best practices (CALEA, Chapter 81).
- 4.16 The Epsom Police Department needs to procure TriTech's Computer Aided Dispatch module to properly log all calls for service, consistent with national best practices (CALEA, Chapter 1).
- 4.17 The Epsom Police Department should acquire a telephone recording system capable of recording emergency calls for service, which are reported through non-911 telephone lines, to provide immediate playback capability or recording capability consistent with national best practices (CALEA, Chapter 81).
- 4.18 MRI suggests that the Town and Police Chief open dialogue with the effected contractors to establish a workable detail policy for the future.

CHAPTER 5

TRAINING

OBSERVATIONS

Epsom Police officers are granted police powers upon graduation from the full- or part-time academy. All Epsom police officers are graduates of the full-time police academy. The MRI team reviewed the 2016 annual in-service training compliance report, which was signed by the Chief. This report shows they complied with the New Hampshire Police Standards and Training Council's annual training requirements. Epsom officers must receive a minimum amount of training each year in firearms, with eight additional hours of specialized training. Epsom officers received the bare minimum training to stay certified with few exceptions.

The MRI team reviewed the 2016 and 2017 training records of all the officers in the department. The training records are kept by Lieutenant Michael in a locked closet in his office. Upon reviewing the files, the team found them to be neat, orderly, and organized. Each officer had his/her own training file which clearly documented the training for the year. When needed, an outline of the training was with the file. Best practices require a lesson plan for all training courses conducted by the agency, to include job-related objectives, content and instructional techniques, process for approval of the lesson plan, and identification of any testing used in the training (CALEA, Chapter 33). Any applicable certification was also in the officers' files. The department does the majority of training using their own instructors in areas such as firearms, Taser, and use of force. They have had training from members of the NH Drug task force, as well as training from the County Attorney's office. Training was also received from the Town of Epsom on a variety of topics.

In employee interviews, the issue of additional training in specialized areas was a topic that arose with every officer. These officers also understand that more training requires additional funds for coverage and school costs. Epsom officers are asking for more training in areas such as active shooter, drug recognition and enforcement, supervision, warrant preparation, tactical training such as building searches, defensive tactics, investigations, evidence collection, and high-speed driving. HIDTA (High Intensity Drug Trafficking Area) offers cost free drug enforcement and narcotics training to agencies on a regular basis, only requiring municipalities to cover personnel costs associated with the training programs.

MRI identified that the Epsom Police Department does not have a written directive establishing a post-academy Field Training Program for all newly sworn officers. An FTO program is a curriculum based on tasks of the most frequent assignments, a selection process for field training officers, liaison with academy staff, training and in-service training of FTOs, rotation of recruit field assignments, guidelines for the evaluation of recruits by field training officers, and

reporting responsibilities of field training officers consistent with national best practices (CALEA, Chapter 33). Many lawsuits against police departments will cause scrutiny of the new officer training process. A well-documented FTO program will ensure all new officers receive appropriate training and orientation.

An area that should be addressed immediately is the training of a field training officer. In reviewing the FTO files on officers, the team found them to be well done with all necessary requirements. Although officers are assigned to this duty, no officer is certified as an FTO. These classes are held at the NHPSTC on a regular basis. Officers that become FTOs, are often viewed as critical components of the department's succession plan. Along with this training, there needs to be an SOP developed specifically on the field training program.

RECOMMENDATIONS

- 5.1 The department, as part of upgrading the information management system, would benefit greatly from the training module. This module would track all training that the department does and produce official reports. It will assist in tracking annual training requirements. This module will assist the Lieutenant greatly in his duties as the training officer. The savings in time to the Lieutenant who compiles all this information would be noticeable.
- 5.2 The department needs to identify an officer and designate him/her as the field training officer (FTO). Once this is accomplished, he/she should attend the FTO School and become a certified field training officer.
- 5.3 A standard operating policy on field training operations needs to be developed and added to the department policies.
- 5.4 The department should consider a training plan and calendar for the year to identify the training needs of the department. Courses that should be considered are active shooter, drug recognition and enforcement, supervision training, warrant preparation, tactical training such as building searches, defensive tactics, investigations, evidence collection and high-speed driving. These courses are ones that have been identified by officers as needed training areas.
- 5.5 Understanding the restrictions on training because of overtime and training costs, the department should look into on-line training that can be done on duty. There are a number of different companies that offer training programs at a reasonable cost that should be considered. This would allow for on-duty training on a multitude of training concerns.

- 5.6 The department should take advantage of free training offered by the town's workers compensation carrier, Primex.
- 5.7 Best practices require a lesson plan for all training courses conducted by the agency, to include job-related objectives, content and instructional techniques, process for approval of the lesson plan, and identification of any testing used in the training (CALEA, Chapter 33).



CHAPTER 6

THE POLICE FACILITY



OBSERVATIONS

The Town of Epsom built the above building in 1996 to house the police department, located at 940 Suncook Valley Highway, in Epsom. The police facility is a wood frame structure, block/poured foundations, and has vinyl siding. There is a sign, which was procured in 2016, identifying the building as the police station. The police facility has a well and septic system, as there are no municipal water and sewer services within the community. The facility has an oil fired forced hot water heating system. The facility is air-conditioned and maintains an emergency back-up propane fueled generator on site that is exercised by a weekly test on Wednesday mornings, and maintains a full load test on an annual basis, consistent with national best practices (CALEA, Chapter 81).

The Epsom tax parcel assessment card lists the building as having approximately 5,875 square feet of usable space. Parking at the facility is limited to spaces for two cruisers in front of the building and an unpaved dirt parking lot perpendicular to the garage for both employees and customers. Currently, there is no security provided for employee vehicles and it is easy for residents to identify those officers assigned to duty by driving past the station at any given time. This fact was identified during employee interviews as a situation that could be improved by placing employee parking in the rear of the facility. Normal operations by police personnel

take up the majority of parking spaces. There is ample room to expand the spaces in the front of the building as necessary.

MRI conducted a site visit at the facility and noted that there are areas of the exterior that need paint and general repairs in an effort to keep the building looking professional. The grounds were mowed and trimmed, and flowers had been placed in front of the Law Enforcement Officers Memorial. MRI noted that the backup generator and propane tank lack any physical barrier which could prevent damage by accident or someone with criminal intent from disabling backup power to the facility. This lack of protection is not consistent with national best practices and should be addressed.

In general, the office area of the department is clean and neat, and there is no clutter around the area that interferes with moving about the building. The station itself is divided into a number of different areas; a lobby where customers are greeted by the civilian administrative assistant, offices for the Chief and Lieutenant, and a larger room which serves as a work space for the officers. The building also has a conference room, men's locker room, female locker room (which currently houses the temporary evidence storage lockers), an interview room that is currently used for miscellaneous storage of records, and a booking room. Inside the booking room are two holding cells with solid doors instead of bars, the breath testing machine, evidence storage equipment, and a desk and chair. The garage has enough room for two vehicles to be parked. Two additional rooms are being used for records storage and equipment storage. The basement space is accessed by way of the garage area and is currently being used as a storage area for large pieces of evidence (without any type of separation or security), a workout area for the officers, and storage for two all-terrain vehicles, and is the location of a separate evidence room.

Building security is provided by a system of locked doors that are accessed only by key. The outside doors to the lobby, patrol room, and garage are all locked when no officers/employees are in the building. The basement door is locked at all times unless being utilized by an officer. The building is protected by a burglar alarm, and the evidence room has a separate and distinct alarm system. Both alarms are monitored by an outside alarm company. There are two cameras located on the outside of the building that surveil the parking lot area and the main entrance to the lobby. These cameras are motion activated and record on a hard drive system within the department, and is, thereby accessible if there is a need to review the recordings. The cameras are also monitored at the Merrimack County Regional Dispatch Center, which dispatches calls for the Epsom police. The building is protected by a fire alarm system that is monitored by the Concord Fire Department, which also provides fire dispatch for the Epsom Fire Department.

The space, as is currently being used, is adequate for the department. There are three areas of concern that were noted by the MRI team. The interview room is not being used for interviews, but rather as additional storage for miscellaneous items. The records storage room, off of the

garage, is very unorganized and cluttered. This area is not secured as all personnel have a key to this area. This is not consistent with national best practices (CALEA, Chapter 82). The booking room has significant areas of concern regarding officer and prisoner safety that will be discussed in the prisoner handling and holding chapter.

The department has a small budget line item of \$3,500.00 that covers minor repairs and maintenance. If an issue arises in the building that requires repairs from an outside vendor (carpenter, roofer, plumber, etc.), the cost of the repair comes out of the department's budget. The Chief provided MRI with a list of repairs that he has completed over a number of years from the department budget. The repairs include: replacing the roof, sealing the driveway and painting the parking lot lines, installing metal over the finish boards, replacing the carpet, furniture, replacing the garage doors, replacing the alarm system, replacing the furnace, and installing a new sign. The MRI team reviewed the Municipality Inspection Form that was completed on 9/27/2017, which indicated no defects in the building.

Employee interviews identified that officers are required to perform routine maintenance of the station during duty assignments. Patrol officers, specifically the midnight officer, is responsible for vacuuming, emptying trash, and mopping in all common areas, except the Chief's office, the Lieutenant's office, and the Secretary's office. The officer on-duty during a snow storm is responsible for shoveling/snow blowing walkways and clearing the garage entrance area. These duties are clearly not contained in the normal police job description. It also brings up other potential concerns, such as injuries and workers compensation claims, and officer safety concerns. The department, given its size and inability to fill vacancies, cannot afford an officer being hurt snow blowing or shoveling snow. In addition to a potential injury, it compromises officer safety, due to the fact the officers are unable to wear their duty equipment while snow blowing or shoveling.

RECOMMENDATIONS

- 6.1 The Epsom Police Department should request that more signage be placed in strategic areas around Epsom directing customers to the department.
- 6.2 The Epsom Police Department should consider hiring a private cleaning company come into the department once a week and do a general cleaning.
- 6.3 The Epsom Police Department should require the road agent to be responsible for walkways and garage entrance clearing during snow plowing operations.
- 6.4 MRI recommends that the backup generator and propane tank be secured with fencing to prohibit unauthorized access consistent with national best practices (CALEA, Chapter 82).

- 6.5 MRI recommends that additional cameras be located on the outside of the station to get coverage of the rear and sides of the building.
- 6.6 The Epsom Police Department should clear out the interview room of the items being stored there, and it should be used strictly as an interview room.
- 6.7 The Epsom Police Department should implement a records policy including national best practices for security, requiring proper sign in and sign out procedures. Access should be controlled to only employees required to be accessing files.
- 6.8 The Epsom Police Department should isolate the sally port area from all potential weapons of opportunity which could be utilized to assault an officer, including, but not limited to, shovels, rakes, and chemicals.
- 6.9 Consideration should be given to increase the department's repair and maintenance line item if major repairs are going to be the responsibility of the department.
- 6.10 The Epsom Police Department should provide for the secure storage of large evidence items to prohibit personnel from accessing these items in the basement, consistent with national best practices.

CHAPTER 7

PROSECUTION, EVIDENCE AND PROPERTY CONTROL

OBSERVATIONS

Superior Court

Felony prosecutions originating with the Epsom Police Department are forwarded to the Merrimack Superior Court in Concord. Once there, the cases are handled by an Assistant County Attorney. Felony level cases generally require an indictment by a Grand Jury to proceed to the trial phase. The Epsom Police Department may be required to testify at a Grand Jury indictment and the subsequent trial. All scheduling for these cases is reportedly done without the input of the department. The Epsom Police Department has no control over scheduling of indictments or trial dates. The inability to control these cases has required Epsom to spend overtime to cover officers assigned to be at trial.

District Court

The Epsom Police Department uses Concord District Court to file all misdemeanors and violations. When a case is brought against a person, the arraignment, pretrial conference, and the trial dates generally take place on Mondays. These dates are subject to change without notice by the court. There are also other areas of the court process that will require the presence of an Epsom officer. These can include video arraignments, cash bail arraignments, specially assigned trials, suppression motions, or any other court hearings that may be required. This court business can be scheduled on any day of the week and is done without input from the department. If an officer is required to testify at one of these hearings, he is required to go.

Currently, the department pays a fee to the Merrimack County Attorney's office to supply an assistant county attorney, to prosecute misdemeanor level cases, DWIs, violations, and other court actions. These cases require the expertise of an attorney as opposed to a police officer for professional prosecution. The cost for this prosecutor is \$7,319.00 dollars/year and MRI highly recommends this contract be continued. The prosecutor obtains all necessary reports from the department and does all the legal proceedings that are required. The prosecutor will make any necessary pleas with the defendant and, if needed, will prepare the officer to testify. Lieutenant Michael handles all the pretrial conferences in district court. This is a day that defendants may plead guilty and avoid a trial. Lieutenant Michael may also be required to do arraignments of defendants held on cash bail. The department also has Lieutenant Michael attend Administrative hearings with the officer at the department of motor vehicles involving driving while intoxicated cases.

Department of Motor Vehicles

Hearings with the department of motor vehicles are scheduled Monday through Friday with no input from the department. A hearing may require the presence of the arresting officer and the Lieutenant to present the case.

Evidence and Property

When this review was completed, there was one officer assigned as the evidence officer, Patrol Officer James Kear. He was assigned this position approximately seven years ago. He has never had any formal training on how to operate an evidence room. He reports directly to Lieutenant Michael in regard to any questions or concerns regarding the evidence storage.

When the MRI team met with Officer Kear, he showed MRI how evidence is brought in to the station, documented, stored, and eventually returned or destroyed. The evidence room is a separate room constructed in the basement. It is secured by a key and monitored by an alarm system. In our review, it was noted that there is no camera outside or inside the evidence room. In our conversation with Officer Kear, it is not clear if entrance to the evidence room is restricted to just him. It is apparent through interviews that both the Chief and Lieutenant Michael have been in the evidence room either alone or with Officer Kear. The key to the room is located in a locked file cabinet, to which both the Chief and Lieutenant have access. The key system does not allow for any documentation of who or when someone entered the evidence room. A member of the MRI team inspected the evidence room with Officer Kear. It was found to be neat, clean, and well organized. Individual pieces of evidence are logged into the record management system. A label is printed and attached to the evidence. It is then placed on a designated shelf inside the room to facilitate the ease of locating the item. It should be noted that Officer Kear does not currently utilize the location tab in the records management system. Currently, he utilizes a paper tracking system for the location and status of the evidence. The department should require the location tab in the RMS system to be utilized as it provides historical data, indicates when an item is sent to the lab, out to court, disposed/destroyed, or returned to its rightful owner.

During the inspection of the room, it was noted that there were items stored in the room that were not evidence. There was a separate cabinet with a surplus of department uniforms, bulletproof vests were on the floor, as well as some juvenile records. According to Officer Kear, these items belong to the Lieutenant and the Chief. Both have access to these items because both have access to the evidence room key. Also in the room is the oil tank that holds the oil to heat the building. Officer Kear mentioned that he has had to stand by with a technician when work had to be done on the tank.

During the inspection, it was learned that no second level of security is available for cash, drugs or jewelry. These items were readily accessible to anyone in the evidence room. These items should be secured in a locked file cabinet or safe within the evidence room.

Located inside the evidence room is a refrigerator, which is used to store items requiring refrigeration. When evidence that has to be refrigerated is taken, and the evidence officer is not available, a problem arises, resulting in the evidence being stored in an unsecured refrigerator with other non-evidentiary items. To resolve this problem a second secure refrigerator is needed in the temporary evidence storage area.

The basement section of the department is also used to store large pieces of evidence that can't be stored within the evidence room. These articles of evidence are not secured, thereby violating the chain of custody.

There is a department policy on property and evidence management, which directs how evidence and property should be received and maintained by the evidence officer. The policy details the responsibility of the evidence officer, but does not include a job description. The evidence and property function within a police agency requires strict adherence to a robust policy consisting of national best practices due to the fact that any discrepancy or breach of custody and control could result in cases being dismissed, along with significant criticism of the law enforcement agency (CALEA, Chapter 84). The written directives, as well as the actual department practices governing this topic, must meet the highest level of competency and ethical standards.

The last drug destruction was done in January 2017. In conversation with Officer Kear, it is not clear when or if an audit of the evidence room has ever been completed as required by the policy. It is not clear if any unannounced audits by the Chief have ever been done as required. No annual reconciliation between the drugs in custody and the disposition of cases has been done as required. Officer Kear believes that there has been a destruction of drugs court order done, but does not recall when.

RECOMMENDATIONS

- 7.1 MRI strongly recommends that general orders on evidence and property be followed more closely by the department and evidence officer, including conducting unannounced inspections, audits, and inventories (when the evidence function changes hands) consistent with national best practices. The general order is a generic one that has to be rewritten to apply to the Epsom Police Department. This general order was written for a much larger agency.
- 7.2 There should be a written directive requiring that only authorized personnel have access to areas used by Epsom Police for storage of in-custody or evidentiary property.

- 7.3 MRI highly recommends that Officer Kear attend an evidence officer training class. A superior officer should be designated to supervise the evidence process. That person usually has access ability in an emergency or when the evidence officer is away, but should not routinely enter the evidence room unescorted by the evidence officer.
- 7.4 Items of non-evidence should be removed from the evidence room and stored at a different location.
- 7.5 A camera that records either inside the evidence room or outside should be installed.
- 7.6 The Epsom Police Department should install a key card access system with dual authentication for the evidence room and install an alarm key-pad inside the room which will need to be disarmed with an authorized party's individual code upon entry. Any alarm activation will be recorded and dispatched similar to a business alarm within the community. This alarm must be tested and recorded on a monthly basis.
- 7.7 No evidence room key should be available to anyone except the evidence officer.
- 7.8 The department should purchase and put in place a second refrigerator for the temporary storage of evidence.
- 7.9 A directive should be written instructing the prosecutor and officers to notify the evidence officer when evidence in a case can be destroyed or returned to the owner.
- 7.10 The department should amend the evidence policy to require two levels of security for drugs, cash and jewelry.
- 7.11 The department should require the location tab in the RMS system be utilized as it provides historical data, indicates when an item is sent to the lab, out to court, disposed /destroyed, or returned to its rightful owner.

CHAPTER 8

PRISONER HANDLING AND HOLDING

OBSERVATIONS

The Epsom Police Department has four policies on the topic of detaining and transporting prisoners. Specifically, these relate to the safe storage of firearms; stop, arrest, and search of persons; transportation and restraint of prisoners; and motor vehicle stops and searches. There is no policy on the actual booking of a prisoner, nor is there a policy on arresting and detaining juvenile offenders. The Epsom Police Department reports making the following number of arrests:

| | | | |
|------|-----|------|---------------|
| 2103 | 221 | 2016 | 215 |
| 2014 | 188 | 2017 | 184 (to date) |
| 2015 | 175 | | |

These include DWI, motor vehicle offenses, electronic bench warrants, drugs, and domestic violence, etc.

MRI inspected the garage, booking, and holding areas of the Epsom Police Department. The garage area had numerous items that could be used as weapons if a prisoner was able to escape or scuffled with an officer. The Chief has been working on this recently and putting items in different locations. A prisoner who flees the booking area, could easily escape the facility through the garage by either activating the overhead doors or exiting the unsecured door leading to the parking lot.

The booking room, which includes the cell block area, is located adjacent to the garage on one side and patrol room on the other. Both entrances have firearms storage lock boxes for the officer's handgun, with signs reminding officers to lock up their weapons. There is a desk and chair that the officer and prisoner sit at during the booking procedure. The door leading to the patrol room is locked, so the prisoner can't enter the rest of the building. The door leading to the garage is not locked and is an easy escape route. Prisoners brought into the booking room sit in a chair which is beside the booking desk. If the officer sits during the booking of the prisoner, an unrestrained prisoner could easily attack the officer. There is no place that a prisoner could be restrained during the booking process unless placed in a locked cell. Two officers are generally present during an arrest. When only one officer is on duty and there is no mutual aid available, this is not always possible. There is no panic button or alarm that the officer could activate in case of a problem. An officer's only recourse would be their portable radio. Previously, the booking room had a video camera that recorded the booking room; however, it has been removed because it caused issues with untimely discovery requests for court cases, due to the 30-45-day archiving capability. Depending on the time of day, even if

the officer was able to call for help, there would be no way for a responding agency to get inside the building. The doors are all locked and the garage operates on a remote door opener. The Epsom Police Department should reconfigure the booking area to include a booking counter, with a stationary ring, to secure the prisoner during booking. A panic alarm should be installed (in both the booking room and interview room) along with video monitoring capability for both Epsom personnel and the regional dispatch consistent with national best practices (CALEA, Chapter 72).

Inspection of the two holding cells found a number of serious issues. The light and grate fixtures on the ceiling could easily be used by a prisoner to hang themselves or break and use as a weapon. This was brought to the Chief's attention on September 6, 2017, and he was told it was a potential for an in-custody hanging and needed to be corrected immediately. During MRI's October 19 site-visit, the situation was not corrected, and the Chief was reminded of the significant threat to a prisoner that it presented. The cells are old and need to be professionally cleaned and painted.

RECOMMENDATIONS

- 8.1 Immediate corrections should be made to the booking room to include fixing the cells to remove/cover the lights and grates in the ceiling to prevent an in-custody death or injury to an officer.
- 8.2 A camera that can be monitored by the dispatch center needs to be installed for officer safety in the booking room.
- 8.3 A booking counter with a stationary ring should be installed, so that a prisoner can be restrained during the booking process.
- 8.4 The booking room should have the ability to be locked during booking, so that a prisoner cannot overpower an officer and escape the building.
- 8.5 MRI recommends that the Chief get together with the local mutual aid departments and review how they could enter the police department to help an officer. Items such as key locations or garage door openers could be discussed.
- 8.6 Policies should be written that give officers guidelines when dealing with the arrest of juvenile offenders, and outlining the actual booking room procedure. Items such as sight and sound isolation for juveniles, locking up weapons, storage of prisoner property, and photographing and fingerprinting of prisoners should be delineated.
- 8.7 A first aid kit should be placed in the booking room.

- 8.8 The Epsom Police Department should consult a physician or local medical director, and adopt a policy that identifies the procedures to be followed when a detainee is in need of medical attention, as discussed in CALEA, Standard 72.6.1.
- 8.9 A panic alarm should be installed (in both the booking room and interview room) along with video monitoring capability for both Epsom personnel and the regional dispatch, consistent with national best practices (CALEA, Chapter 72).



CHAPTER 9

CITIZEN COMPLAINTS AND INTERNAL INVESTIGATIONS

A police department's citizen complaint and internal investigation process is necessary to ensure that all allegations made against the agency or its personnel are thoroughly investigated to determine the validity of such claims, clear innocent employees and provide transparency to its citizenry. Additionally, comprehensive internal affairs practices also provide for the identification of training and equipment needs, as well as early identification of officers experiencing difficulty carrying out their duties, so that intervention can take place to elevate the need for discharge had actions gone unnoticed until a serious violation occurred.

OBSERVATIONS

Chief Preve was interviewed regarding the department's handling of citizen complaints and internal affairs investigations, and was asked to provide MRI with his complaint log. Chief Preve does not maintain a complaint log and further indicated that the officers' personnel files are maintained at the Town Hall. Chief Preve advised MRI that the citizen complaint files are maintained in a file cabinet inside his locked closet, and retrieved several file folders from that area. Chief Preve advised MRI that the department does not have a written directive dealing with internal affairs and citizen complaints; however, by practice all complaints are directed to him for submission and investigation. The department provided MRI with a policy and procedure CD in September 2017, which included multiple Epsom Police Department policies and procedures including one labeled "Internal Affairs/Citizen Complaints". All of the policies listed the date of implementation as March 18, 2013, and a review date of January 01, 2018. The above-referenced policy included assigning a control number, length of investigation, classification of investigation, security of files, notification to complainant/officer, and annual audit, all consistent with national best practices (CALEA, Chapter 52). MRI was provided with two internal affairs investigations secondary to citizen complaints, and they were investigated and documented in a professional manner. The Epsom Police Department should adopt a comprehensive citizen complaint/internal affairs policy consisting of bullet points meeting national best practices (CALEA Chapter 53). MRI suggested that the department adopt a reporting form, which could be available at the front counter, and circulated on the website for citizen complaints/compliments.

Although the department exhibits an Early Warning System (which helps to identify potential problems with officers) policy in its CD, it is unlikely that the practice is enforced, due to the fact that there was no citizen complaint log, or use of force log kept by the department, which is a criteria or threshold that triggers the system. MRI recommends that the Epsom Police Department re-evaluate its policy and procedure manual, and determine how to adapt them to the agency and begin practices consistent with existing policies and procedures.

MRI had subsequent conversations with Chief Preve and he explained that he made a mistake during the site-visit and forgot that the agency had the Internal Affairs policy. MRI explained to the Chief that it appears the entire policy and procedure CD was uploaded and became effective on the March 18, 2013, date, further explaining that the officers probably didn't receive training on the policies and it doesn't appear that the agency follows them. MRI explained to Chief Preve that it is more of a liability to have policies and not follow them than not having them at all. He was advised that the appropriate way to distribute newly adopted policies to department personnel is one per week, per two-week period, and allow for supervisors to review them with subordinates at roll call or during staff meetings. The Epsom Police Department should begin a complete review of the policy and procedures manual, starting with high-risk policies, updating them to reflect the Epsom Police Department, and redistribute them on a staggered basis, to include training with department personnel immediately. All officers should sign an acknowledgement form indicating they have read and understand each policy. These acknowledgment forms should be retained in the file.

RECOMMENDATIONS

- 9.1 The Epsom Police Department should begin a complete review of the policy and procedures manual, starting with high-risk policies, updating them to reflect the Epsom Police Department, and redistribute them on a staggered basis, to include training with department personnel immediately.
- 9.2 All officers should sign an acknowledgement form indicating they have read and understand each policy.
- 9.3 The Epsom Police Department should consider drafting a tri-part brochure describing the process for citizens to submit compliments/complaints.
- 9.4 The Epsom Police Department should adopt a comprehensive citizen complaint/internal affairs policy consisting of bullet points meeting national best practices (CALEA Chapter 53).

CHAPTER 10

FISCAL MANAGEMENT

OBSERVATIONS

The MRI Team examined the recent line item budgets of the Epsom Police Department. All categories of expenses appeared to be necessary and appropriate. The police budget increased by .69% from \$649,181.00 in calendar year 2016, to \$653,646.00 in 2017, and 1.48% from \$639,712.00 in calendar year 2015, to \$649,181.00 in 2016. The largest change between 2015 and 2016 was the allocation of \$34,400.00 in the vehicle line item, as compared to \$15,600.000 for 2016 and \$18,650.00 for 2017. Overtime was also appropriated at \$39,230.00 for 2016 as compared to \$19,000.00 for 2015 and \$21,000.00 for 2017; however, actual expenditures resulted in \$51,923 for 2016, \$54,165 for 2015 and \$25,078.00 thus far for 2017. Overtime expenditures are offset by the fact that there is funding for six authorized sworn positions; however, one has been unfilled for some time. MRI recommends that additional monies be allocated for training in future years to enable enhanced specialization for younger officers, along with the ability to scale back some of the Lieutenant's areas of responsibility that require large investments of overtime, such as investigations and sexual assault investigations, which could easily be done by a patrol officer. Additional monies should be allocated for janitorial services within the police facility and snow removal, either by the Road Agent or a private contractor.

RECOMMENDATIONS

- 10.1 MRI recommends the Town of Epsom Police Department increase its training budget to enable officer's to be trained in specialized areas, such as investigations and sexual assault investigations, to enhance greater growth among patrol officers and reduce the current specialized non-supervisory responsibilities of the Lieutenant.
- 10.2 MRI recommends the Town of Epsom Police Department allocate additional monies for janitorial services within the police facility and snow removal, either by the Road Agent or a private contractor.

CHAPTER 11

VEHICLES, UNIFORMS, AND EQUIPMENT

OBSERVATIONS

The Epsom Police Department currently has a fleet of seven vehicles. This number includes four Ford Explorer SUVs, one Ford Crown Victoria, and two all-terrain vehicles. The four Explorers are the main patrol vehicles for the department, the Crown Victoria is only used for details, and the ATVs are for special circumstances.

2017 Ford Explorer with 2,270 miles as of 10/03/2017

2016 Ford Explorer with 46,776 miles as of 10/03/2017

2015 Ford Explorer with 70,857 miles as of 10/03/2017

2014 Ford Explorer with 89,517 miles as of 10/03/2017

2011 Ford Crown Victoria with 104,950 miles as of 10/03/2017

The Department budgets the cost of one new vehicle a year and rotates the oldest vehicle out. The Chief is able to offset some of the cost by using money in a detail revolving account towards the purchase of a new vehicle. The Chief advised that he has given an old police vehicle to the highway department for their use in the past. If the vehicle is not needed by another town department, the vehicle is taken to the state auction. Any proceeds from the sale are turned over to the general fund. The current rotation of the vehicles works well in keeping the vehicles in good condition, while keeping repairs at a minimum.

In an attempt to keep repair costs down, minor repairs are performed by the Chief, who has a background in the automotive business. All other work, such as oil changes and brake work, is done by local vendors. MRI suggests that all repair work performed on the police fleet should be completed by an Automotive Service Excellence (ASE) certified facility consistent with national best practices. There are occasions that the vehicles can be returned to the dealership for warranty work. The MRI team did an inspection of the vehicles. The inspection revealed that the cars were in general, clean both inside and out. No vehicle had any damage or major scratches that would suggest the cars are not treated with care. Officers are required to keep the vehicles clean as part of their responsibilities. The officers fill out daily logs that the vehicles were checked, and all equipment accounted for in the vehicle.

The Department supplied MRI with a list of all equipment that is located in all the vehicles. The cruisers are well equipped with all necessary items for the officers to perform their duties.

Although well-equipped, the items are not very organized in the cruiser. Some vehicles have plastic tote boxes with no rhyme or reason as to what is in them. Other cars have the equipment sitting in the rear of the car, although the user may have an idea of where the equipment is, it needs to be stored properly. Cruiser organizers are commercially available that would help alleviate this concern. All the cruisers are equipped with some standard built-in equipment to include radar units, prisoner petitions, and emergency lighting. All the cruisers are equipped with a patrol rifle and a shotgun. These weapons are kept in the rear of the vehicle. To access them, the officer has to leave the cab of the cruiser, open the rear hatch, and remove the weapon from the case. This situation also creates a weapon security issue when the cruiser is at a traffic stop or a motor vehicle crash, and the officer is out of the cruiser, due to the accessibility of someone opening the lift gate and removing the weapon from the case. In employee interviews this was an issue that did come up. The officers felt it was a safety concern not having the weapons available in the cab of the vehicle. The Epsom Police Department should purchase/procure locking long gun mounts and place them within the cockpit of the vehicle, so officers can retrieve them as they exit the cruiser to enhance officer safety and eliminate the current security issue which exists. Many commercially available units are available to correct this concern.

Both the Chief and the Lieutenant take their cars home and are available for callback. Currently, there are no regulations or policies on the use of a take home vehicle. Both the Chief and Lieutenant understand the need for a policy covering this, and there has been conversation at the selectman level about developing a policy. MRI would encourage the selectmen and the department to work together to adopt a policy on take home vehicles. It is likely that the Town's insurer requires such a policy for take home vehicles.

The Epsom police officers wear a dark blue 511 type of uniform, with an external bulletproof vest. Currently, the department does not have a mandatory wear policy for the bulletproof vest. This is surprising due to the fact that the Bulletproof Vest Partnership Grant Program requires a mandatory wear policy to obtain reimbursement. The Epsom Police Department should adopt a bulletproof vest requirement minimally at pre-planned, high-risk incidents, consistent with national best practices (CALEA, Chapter 41). However, a mandatory wear policy makes the most sense in today's policing environment, and as mentioned previously, is a requirement of the BVP Program. The officers appear to like this uniform, which they are required to keep clean and serviceable. MRI was supplied with an inventory list of all officer issued equipment. In reviewing the list of issued equipment, officers are supplied with all necessary equipment. All uniform and equipment needs are taken care of by the department. There is no "clothing allowance" for the department and that arrangement appears to work for the department and officers. During employee interviews, all the officers were satisfied with the equipment that is available to them to perform their jobs.

RECOMMENDATIONS

- 11.1 The Epsom Police Department should purchase/procure locking long gun mounts and place them within the cockpit of the vehicle, so officers can retrieve them as they exit the cruiser, to enhance officer safety and eliminate the current security issue which exists.
- 11.2 Due to the amount of equipment carried in the cruisers, the Chief should consider installing equipment organizers. This will allow the equipment to be placed orderly and be available when the officers need it.
- 11.3 The police department, as well as the Town, should write a policy on the use of a take home vehicle. Currently, no such document exists in either location. The need for a take home vehicle should be based on the actual need. There should be documented reasons for the need of a take home vehicle to justify it to the community.
- 11.4 The Epsom Police Department should adopt a bulletproof vest requirement, minimally at pre-planned, high-risk incidents, consistent with national best practices (CALEA, Chapter 41); however, a mandatory wear policy makes the most sense in today's policing environment.
- 11.5 The department should become involved once again with the Bulletproof Vest Partnership program. This program allows for the department to be reimbursed up to 50% of the cost of a new ballistic vest for the officers.
- 11.6 A constant complaint from the administration is the need to upgrade the IMC system to the dispatch module. This will allow for a broader use of the administrative functions of the department. This would include adding training records, evidence tracking, as well as a faster report writing function.
- 11.7 MRI suggests that all repair work performed on the police fleet should be completed by an Automotive Serve Excellence (ASE) certified facility.

CHAPTER 12

USE OF TECHNOLOGY

OBSERVATIONS

The Epsom Police Department utilizes technology within the work environment consisting of desktop personal computers, Patrol PC in-cruiser tablets, and an IMC/ TriTech Enterprise Police Records system. The department is equipped with e-mail through an externally hosted server provided by Metrocast, the cable television service provider. MRI inquired as to the archiving capability of the e-mail system, deletion of data, and concerns regarding criminal offender record information, as well as criminal background screening of Metrocast employees, who have unfettered access to data. Lieutenant Michael advised MRI that he was unfamiliar with the specifics of the e-mail hosting and believed that criminal record information was kept to a minimum on department e-mail, describing how a case number is referenced in department-wide emails, when an incident needs to be highlighted for oncoming officers. MRI suggests that the Epsom Police Department immediately evaluate the current e-mail system as it relates to New Hampshire public records retention laws, Criminal Justice Information System compliance, and Criminal Offender Record Information compliance, and take necessary steps to conform to those laws and guidelines.

The Epsom Police Department utilizes predominately Motorola two-way radio equipment consisting of one Spectra Console, two Motorola Spectra mobile radios and five Kenwood P25 mobile radios, six Motorola XTS300 portable radios, four Motorola APCO-25 portable radios, and four Motorola portable radios, and one each of the Motorola GP300, P200, and APX6000 portable radios. Given the department has an authorized strength of six sworn officers, it is unclear why the department is still maintaining seventeen portable radios.

The Epsom Police Department utilizes two Custom Signal KR-10R radar units, two Decatur Genesis radar units, two Kustom Signal Raptor radar units, two Kustom Signal Golden Eagle ICCI radar units, one Kustom Signal Falcon HR handheld radar unit, and one Kustom Signal ProLaser III hand held radar unit. Additionally, the department has partnered with the Towns of Pittsfield, and Chichester for a 2006 Kustom Smart speed trailer. The department's speed measuring equipment is certified and calibrated by Z-Way Communications Service Inc. of Newington, New Hampshire and are scheduled to expire on April 3, 2018. MRI questions the need for maintaining ten different speed measuring devices in a six-person department.

The Epsom Police Department utilizes in-car mobile computing by way of 2015 model year Patrol PCs Core 1 Intel Generation 2, Fixed Mount Computer Portscape TM mounting, with 2.4 G HZ Core I3 2 core, 4 GB DDR3-1600 Ram computers. The benefit of these units is that the screen portion and keyboard remain in the cockpit, while the system processor is mounted inside the trunk/hatch area elevating significant space and storage issues. The units are

noteworthy in policing today due to the efficiency of allowing for electronic reporting, policy and procedure availability, and direct access to the web for officers on patrol. Desktop personal computers purchased in August of 2014 include, Dell Tower i5 quad core windows 8 Pro 4 ghtz ram x6 custom pc with real-time backup for file serving, Windows 8 pro, i5 quad core processor, 8 gigs ram, which are networked. Information Technology services are provided through Computer Commuter, by Josh Schoenfield, a private contractor, who is available on call 24/7 should a problem or malfunction arise. Mr. Schoenfield, of Computer Commuter, the Town's contracted IT vendor, was unable to confirm whether the computers had dual authentication and were password protected. When MRI pressed him regarding this issue, inquiring how he signs onto a work station at the department, Schoenfield stated he has hundreds of contracts and does not recall. Archiving for the department is accomplished by way of a "high end" computer with windows 10, and has RAID running (two hard drives that mirror each other) that serves as a file server for the agency. The Chief's computer also has individual backup capability which records every night.

MRI would suggest that the Epsom Police Department purchase/procure a Windows Sequel Server capable of running the entire Epsom Police Department network, with additional capability for additional drives for training, the ability to run a Microsoft SharePoint intranet, along with an internal proprietary e-mail system. This upgrade will eliminate the internet service provider's access to data, and solidify IT solutions necessary for a modern police facility for the foreseeable future.

Chief Preve and Josh Schoenfield were unaware that any type of criminal history check/security training should be conducted on any vendor who has access to police data, including but not limited to, criminal offender record information. Both the Chief and Mr. Schoenfield were encouraged to look into CJIS required security training and screening due to the fact he is allowed to work and move about within the agency without escort. According to the Federal Bureau of Investigation the following description applies to those individuals who have access to National Crime Information Center (NCIC) and Criminal Justice Information System (CJIS):

"Background Check Requirements (1) State, national, and state-of-residency fingerprint-based background checks shall be conducted on all individuals, including vendors and contractors, with unescorted access to secure areas of a law enforcement or criminal justice agency as required by the CSP. These checks are also required for individuals who have direct access to the CJIS system or to local systems and networks which connect to the CJIS network, such as dispatchers and city/town information technology staff, whether or not they have unescorted access to secure areas".

Video surveillance equipment utilized in the department was replaced in December 2014, by Northeast Security Agency of Alton, New Hampshire. The system includes a 3X Logic Vigil Micro Recorder, 8 Analog input 500 GIG HDD remote view hardware, 2 very High-Resolution IR Vandal Dome 700 TVL Day/Night Cameras, and 3 Sony Effio Series Display Bullet cameras with IR 130-

foot range, which cost the department \$3,426.00. Currently, video surveillance capability exists in the front of the police facility, side walkway, garage, front lobby, and interview room. The booking room is not monitored at this time, nor is the evidence room, in either live view or recorded mode. Chief Preve explained that he changed the practice as a result of a management decision, due to potential discovery by criminal defendants and losing cases because the agency was unable to produce recordings after the system overwrite had taken place. According to Chief Preve, the archiving capacity of the new recorder is 30-45 days, after which data is overwritten by the system. All personal computer work stations within the facility have the ability to view all camera locations from their respective desktops. MRI would encourage the Epsom Police Department to revisit this decision on several levels, given that there is no way to monitor the booking area for officer safety/officer assault either by Epsom PD on-duty personnel or Merrimack County Sheriff's Department Regional Dispatch Center employees, in the case of after-hours arrests, when a single Epsom police officer is booking an individual. Additionally, the evidence room area should be monitored with a motion activated camera with three-year retention capability consistent with New Hampshire Public Records requirements. This is especially important, due to the fact it is housed in the basement of the facility.

The agency should immediately change the current access control situation in the evidence room, as there are three employees who currently have access to the key and utilize the same security code for access. The Evidence Officer should be the primary person entering the area unless he/she is away, and evidence is needed for trial. In any event, all personnel deemed appropriate to have access to the area should have independent security credentials and a logbook should be implemented immediately to record the date, time, person, and reason for entry into this high security area. Any alarm activations should be recorded as a computer aided dispatch (CAD), and responded to as any other alarm activation within the community. The alarm should also be tested periodically and documented. The Epsom Police Department should adopt an evidence and property written directive consistent with national best practices (CALEA, Chapter 84).

RECOMMENDATIONS

- 12.1 The Town of Epsom Police Department should reconsider implementing real-time video surveillance within the booking room available to Merrimack County Sheriff's Regional Dispatch Center personnel to enhance officer safety during bookings when one officer is on-duty.
- 12.2 The Town of Epsom Police Department evidence room area should be monitored with a motion activated camera with three-year retention capability, consistent with New Hampshire Public Records requirements.

- 12.3 The Town of Epsom Police Department should determine personnel deemed appropriate to have access to the evidence area, and assign independent security access credentials. A logbook should be implemented immediately to record the date, time, person, and reason for entry into this high security area.
- 12.4 The Epsom Police Department should ensure that any alarm activations for the evidence room should be recorded as a computer aided dispatch (CAD), incident and responded to as any other alarm activation within the community. The alarm should also be tested periodically and documented.
- 12.5 The Epsom Police Department should adopt an evidence and property written directive consistent with national best practices (CALEA, Chapter 84).
- 12.6 MRI suggests that the Epsom Police Department immediately evaluate the current e-mail system as it relates to New Hampshire public records retention laws, Criminal Justice Information System (CJIS) compliance, and Criminal Offender Record Information compliance and take necessary steps to conform to those laws and guidelines. The Department must be sure it is complying with CJIS requirements for background screening of individuals with access to CJIS derived information.
- 12.7 MRI would suggest that the Epsom Police Department purchase/procure a Windows Sequel Server capable of running the entire Epsom Police Department network, with additional capability for additional drives for training, the ability to run a Microsoft SharePoint intranet, along with an internal proprietary e-mail system.

CHAPTER 13

PERCEPTIONS OF THE EPSOM POLICE DEPARTMENT

OBSERVATIONS

The MRI Team interviewed four municipal department heads in Epsom, as well as all the members of the Board of Selectmen. Additionally, all members of the Epsom Police Department were offered an opportunity to speak with an MRI consultant. All department employees responded to the offer and spoke with MRI. Many of the issues that were brought up during interviews are contained within the body of the report. Perceptions from employees resulted in a common theme that they enjoyed working for the agency, got along with fellow employees and the administration well, felt that they performed their job well, and that the community respected them. Concerns raised by officers included the need for additional training opportunities, specialized training involving active shooter/terrorism/school shooting scenario's, increased staffing especially on the midnight shift when one officer is on patrol, secure employee parking at the rear of the building, and the need for professional cleaning and snow removal services for the department facility. Officer communicated concerns regarding the current forty-three-hour work-week with non-compensated mandatory overtime, the lack of regularly scheduled weekends off, the lack of family time due to forced overtime, and the desire to have their pay and benefits consistently competitive with surrounding departments given the professionalism in which they perform their duties.

MRI challenged the officer's views in the area of community policing and interacting while on duty with residents and youths within the community. Initially personnel were of the opinion that any community policing activity would have to be scheduled separately from patrol and the current staffing did not allow for it. As MRI challenged this opinion, it was clear that the patrol officers understood their current perceptions were not reality and every officer has the time during their shift to make an impact on community policing, whether it be by stopping at the school for lunch, stopping by the ball park during the evening, or stopping by a business or community event, they can have productive daily interaction with the citizens. MRI suggests that the Epsom Police Department incorporate some type of community policing assignment within the officer's daily routine, and look to initiate a citizen police academy in the coming year.

RECOMMENDATIONS

- 13.1 The Epsom Police Department could consider offering additional programs within the school, such as firearms safety and winter safety, if requested by the Epsom Village School. One goal would be for an Epsom Police Officer to make a presentation in each grade level once a year.

- 13.2 MRI suggests that the Epsom Police Department incorporate some type of community policing assignment within the officer's daily routine, and look to initiate a citizen police academy in the coming year.



CHAPTER 14

CONCLUSIONS

The Epsom, New Hampshire, Police Department is a good agency with caring employees, a solid budget, and an acceptable facility. This report contains multiple suggestions for enhancing the safety and functioning of the police facility and Epsom should move forward in a graduated approach giving safety and security issues primary focus. It has functioned for many years in a manner that was consistent with a community with a small population, that experienced very little crime and disorder. While there have been some retention issues within the agency, the majority of personnel enjoy working within the department. The department administration must re-evaluate/update current published policy and procedures to reflect an agency of its size, then methodically re-issue the policies and procedures beginning with those litigious high-risk areas and provide proper training to personnel, so that they are understood and followed. The department is creating significant liability by blindly adopting a generic policy and procedure manual, while it is clear from MRI's review that they do not follow the incorporated standards.

This risk study was not created to embarrass or direct blame within the Epsom Police Department, but to provide a workable roadmap to transition the department to best practices, as they relate to high-risk litigious areas of today's policing environment. The department appears to have dedicated, loyal, motivated personnel, who want to provide professional ethical police services to the community.

CHAPTER 15

SUMMARY OF RECOMMENDATIONS

CHAPTER 1 – ORGANIZATIONAL DESIGN

The Epsom Police Department should create an organizational chart depicting the Chain of Command, to accurately describe authority and reporting relationships within the department, according to national best practices (CALEA, Chapter 11).

- 1.1 The Epsom Police Department should create a functional table of organization, which describes roles and responsibilities for established positions within the department, according to national best practices (CALEA, Chapter 11).
- 1.2 The Epsom Police Department should review the current work schedule in order to ensure appropriate periods of rest between work assignments and for best coverage by a supervisor.
- 1.3 The Epsom Police Department should collaborate with the University of New Hampshire to provide research methods student internships to assist the department in data collection, crime analysis, and selective enforcement assignments.
- 1.4 The Epsom Police Department should consider assigning personnel to a rotating four day on/two day off or four day on/ three day off work schedule, to provide adequate patrol/supervisory coverage, while allowing all officers the benefit of having some weekends off.
- 1.5 The Epsom Police Department should explore appointing part-time officers, utilizing full-time officers or recently retired full-time officers from other agencies to supplement the full-time compliment to cover requested time off, sick calls, and emergencies.
- 1.6 The Epsom Police Department should create a scheduling platform on Excel or paper format to allow for immediate access to duty rosters, and archived work schedules, consistent with national best practices (CALEA, Chapter 81).
- 1.7 MRI suggests that the Epsom Police Department incorporate some type of assigned community policing activity for assigned personnel to complete during downtime, such as walk and talk, sports fields, elderly housing, or a business within the community.
- 1.8 Eventually, the Epsom Police Department would be well served to train an officer as a DARE instructor.

CHAPTER 2 – HIRING/RETENTION/PROMOTION

- 2.1 The Epsom Police Department should consider implementing a Police Explorer program.
- 2.2 The department should consider recruiting and hiring full-time officers from other departments to work part-time for Epsom. These officers could cover regular shifts or be used as back fill to cover vacations, training, etc. Consideration should be given to recruiting and hiring retired officers who are full-time certified and want to continue to work as part-time officers. Recruiting new part-time officers entering the field of law enforcement does give a department potential full-time candidates to hire. These candidates would be familiar with the Epsom Police Department's functions and require less training.
- 2.3 New Hampshire has many colleges that have criminal justice programs. These programs require students to perform internships in a law enforcement agency. The Epsom Police Department must reach out to these colleges and offer internship opportunities to the students. An individual that interns at the department may become a potential recruit in the future. It is a good opportunity to sell the department.
- 2.4 The Epsom Police Department should immediately improve their website and Facebook presence. Currently the web displays a contact list for department personnel and offers no insight into departmental resources.
- 2.5 The department should send officers to the site of the Seacoast Testing on the test dates and speak to the test takers about Epsom PD. This would provide an opportunity to give out information to the test takers on the police department.
- 2.6 The department should consider putting together a recruitment pamphlet on the department that could be used as a recruitment tool. It could be handed out on test dates at Great Bay, placed on the department website, handed out at town buildings, distributed at local gyms, or sent to local colleges with Criminal Justice programs.
- 2.7 The department has a three-year employment contract. This practice should continue and if the contract is broken, the town should enforce the provisions of the agreement and collect monies that are owed to them.
- 2.8 The Chief should develop a better schedule for the officers to work. In addition to providing optimal police coverage, the schedule should be looked at as a tool to retain officers at the department, as well as to attract new recruits.

- 2.9 The Epsom Police Department should seek to ensure their pay is consistent with other agencies within the area to prevent officers from transitioning to higher paying departments.

CHAPTER 3 – SUPERVISION

- 3.1 The Epsom Police Department should seriously consider the purchase of the CAD module for their current records management system to ensure operational awareness between shifts.
- 3.2 The department should acquire and institute some type of electronic roll call system, which auto-archives to capture real-time, day-to-day functionality for heightened awareness, continuity of messaging, and act as a repository for roll call training material.
- 3.3 MRI suggests that the department assign the Lieutenant to the evening shift, thereby creating continuity of supervision across the day and evening shift, allowing the master patrol officers to fill in the supervisory void on the superior officers' days off.

CHAPTER 4 – POLICY AND PRACTICE REVIEW

- 4.1 The Epsom Police Department response to Resistance Policy should be updated to include annual training/qualification in the use of force/policy consistent with national best practices (CALEA, Chapter 1).
- 4.2 The Epsom Police Department should update/adopt a use of force policy, which stipulates a department issued firearm, approved personal firearms, and approved ammunition, including caliber, weight, and type, consistent with national best practices (CALEA, Chapter 1).
- 4.3 The policy of having dispatch contact the Chief or Lieutenant if a pursuit is initiated when there is just one officer on-duty, particularly during the midnight shift, is not reasonable or practical. The time it may take to make that contact and for good judgment to be exercised when waking the Chief or Lieutenant from a deep sleep causes unnecessary risk exposure to the Town.
- 4.4 The Epsom Police Department should update/adopt a use of force policy requiring annual low light firearms training, consistent with best practices (CALEA, Chapter 1).
- 4.5 The Epsom Police Department should update/adopt a use of force policy which identifies with specificity authorized force weapons, and requires biannual training and

re-certification, in the case of less-lethal force options, consistent with national best practices (CALEA, Chapter 1).

- 4.6 The Epsom Police Department should update/adopt a use of force policy to reflect those individuals described as emotionally disturbed individuals, and insert prohibitive language regarding deployment of electronic control devices in the area of the heart, cautionary language for deployment on suspects who are in flight or attempting to flee, or who may be susceptible to significant injury should they be incapacitated in motion, consistent with national best practices (CALEA, Chapter1).
- 4.7 The Epsom Police Department should consider updating their policy after consultation with EMS providers to require EMS personnel to remove Taser probes from a suspect.
- 4.8 The Epsom Police Department should update/adopt a use of force policy, which requires an annual review of force incidents in an effort to detect training and equipment needs for the department consistent with national best practices (CALEA Chapter 1).
- 4.9 The Epsom Police Department should update/adopt a use of force policy, which requires any employee whose actions result in death or serious bodily injury, be removed from line duty assignment pending administrative review of the use of force consistent with best practices (CALEA, Chapter 1).
- 4.10 The Epsom Police Department should update/adopt Pursuit and Emergency Driving policy to include procedures for responding to routine and emergency calls, and guidelines for the use of authorized emergency equipment consistent with national best practices (CALEA, Chapter 41).
- 4.11 The Epsom Police Department should update/adopt a Pursuit policy and the Use of Force Policy to describe specific criteria for use and training required by personnel, prior to implementing forceful stopping techniques (CALEA, Chapter 61).
- 4.12 MRI encourages the Epsom Police Department to adopt a more global definition of pursuits going forward and require procedures for reporting and administrative review of each pursuit along with an annual documented analysis, which should include radio turret tapes, consistent with national best practices (CALEA, Chapter 41).
- 4.13 The Epsom Police Department should adopt a policy relating to special purpose vehicles, including any statement of objectives, instructions, conditions, and limitations of usage, qualifications, or training consistent with national best practices. Additionally, the job description identified an officer responsible for maintenance of these high-speed vehicles it is unclear if he/she is expected to service the vehicles and what training/certification is required (CALEA, Chapter 41).

- 4.14 The Epsom Police Department should adopt a policy listing the equipment to be kept on the special purpose vehicle(s) consistent with national best practices (CALEA, Chapter 41).
- 4.15 The Epsom Police Department needs to re-define the call for service category and properly identify those call types to accurately reflect the department activity, consistent with national best practices (CALEA, Chapter 81).
- 4.16 The Epsom Police Department needs to procure TriTech's Computer Aided Dispatch module to properly log all calls for service, consistent with national best practices (CALEA, Chapter 1).
- 4.17 The Epsom Police Department should acquire a telephone recording system capable of recording emergency calls for service, which are reported through non-911 telephone lines, to provide immediate playback capability or recording capability consistent with national best practices (CALEA, Chapter 81).
- 4.18 MRI suggests that the Town and Police Chief open dialogue with the effected contractors to establish a workable detail policy for the future.

CHAPTER 5 – TRAINING

- 5.1 The department, as part of upgrading the information management system, would benefit greatly from the training module. This module would track all training that the department does and produce official reports. It will assist in tracking annual training requirements. This module will assist the Lieutenant greatly in his duties as the training officer. The savings in time to the Lieutenant who compiles all this information would be noticeable.
- 5.2 The department needs to identify an officer and designate him/her as the field training officer (FTO). Once this is accomplished, he/she should attend the FTO School and become a certified field training officer.
- 5.3 A standard operating policy on field training operations needs to be developed and added to the department policies.
- 5.4 The department should consider a training plan and calendar for the year to identify the training needs of the department. Courses that should be considered are active shooter, drug recognition and enforcement, supervision training, warrant preparation, tactical training such as building searches, defensive tactics, investigations, evidence collection

and high-speed driving. These courses are ones that have been identified by officers as needed training areas.

- 5.5 Understanding the restrictions on training because of overtime and training costs, the department should look into on-line training that can be done on duty. There are a number of different companies that offer training programs at a reasonable cost that should be considered. This would allow for on-duty training on a multitude of training concerns.
- 5.6 The department should take advantage of free training offered by the town's workers compensation carrier, Primex.
- 5.7 Best practices require a lesson plan for all training courses conducted by the agency, to include job-related objectives, content and instructional techniques, process for approval of the lesson plan, and identification of any testing used in the training (CALEA, Chapter 33).

CHAPTER 6 – THE POLICE FACILITY

- 6.1 The Epsom Police Department should request that more signage be placed in strategic areas around Epsom directing customers to the department.
- 6.2 The Epsom Police Department should consider hiring a private cleaning company come into the department once a week and do a general cleaning.
- 6.3 The Epsom Police Department should require the road agent to be responsible for walkways and garage entrance clearing during snow plowing operations.
- 6.4 MRI recommends that the backup generator and propane tank be secured with fencing to prohibit unauthorized access consistent with national best practices (CALEA, Chapter 82).
- 6.5 MRI recommends that additional cameras be located on the outside of the station to get coverage of the rear and sides of the building.
- 6.6 The Epsom Police Department should clear out the interview room of the items being stored there, and it should be used strictly as an interview room.
- 6.7 The Epsom Police Department should implement a records policy including national best practices for security, requiring proper sign in and sign out procedures. Access should be controlled to only employees required to be accessing files.

- 6.8 The Epsom Police Department should isolate the sally port area from all potential weapons of opportunity which could be utilized to assault an officer, including, but not limited to, shovels, rakes, and chemicals.
- 6.9 Consideration should be given to increase the department's repair and maintenance line item if major repairs are going to be the responsibility of the department.
- 6.10 The Epsom Police Department should provide for the secure storage of large evidence items to prohibit personnel from accessing these items in the basement, consistent with national best practices.

CHAPTER 7 – PROSECUTION, EVIDENCE, AND PROPERTY CONTROL

- 7.1 MRI strongly recommends that general orders on evidence and property be followed more closely by the department and evidence officer, including conducting unannounced inspections, audits, and inventories (when the evidence function changes hands) consistent with national best practices. The general order is a generic one that has to be rewritten to apply to the Epsom Police Department. This general order was written for a much larger agency.
- 7.2 There should be a written directive requiring that only authorized personnel have access to areas used by Epsom Police for storage of in-custody or evidentiary property.
- 7.3 MRI highly recommends that Officer Kear attend an evidence officer training class. A superior officer should be designated to supervise the evidence process. That person usually has access ability in an emergency or when the evidence officer is away, but should not routinely enter the evidence room unescorted by the evidence officer.
- 7.4 Items of non-evidence should be removed from the evidence room and stored at a different location.
- 7.5 A camera that records either inside the evidence room or outside should be installed.
- 7.6 The Epsom Police Department should install a key card access system with dual authentication for the evidence room and install an alarm key-pad inside the room which will need to be disarmed with an authorized party's individual code upon entry. Any alarm activation will be recorded and dispatched similar to a business alarm within the community. This alarm must be tested and recorded on a monthly basis.
- 7.7 No evidence room key should be available to anyone except the evidence officer.

- 7.8 The department should purchase and put in place a second refrigerator for the temporary storage of evidence.
- 7.9 A directive should be written instructing the prosecutor and officers to notify the evidence officer when evidence in a case can be destroyed or returned to the owner.
- 7.10 The department should amend the evidence policy to require two levels of security for drugs, cash and jewelry.
- 7.11 The department should require the location tab in the RMS system be utilized as it provides historical data, indicates when an item is sent to the lab, out to court, disposed /destroyed, or returned to its rightful owner.

CHAPTER 8 – PRISONER HANDLING AND HOLDING

- 8.1 Immediate corrections should be made to the booking room to include fixing the cells to remove/cover the lights and grates in the ceiling to prevent an in-custody death or injury to an officer.
- 8.2 A camera that can be monitored by the dispatch center needs to be installed for officer safety in the booking room.
- 8.3 A booking counter with a stationary ring should be installed, so that a prisoner can be restrained during the booking process.
- 8.4 The booking room should have the ability to be locked during booking, so that a prisoner cannot overpower an officer and escape the building.
- 8.5 MRI recommends that the Chief get together with the local mutual aid departments and review how they could enter the police department to help an officer. Items such as key locations or garage door openers could be discussed.
- 8.6 Policies should be written that give officers guidelines when dealing with the arrest of juvenile offenders, and outlining the actual booking room procedure. Items such as sight and sound isolation for juveniles, locking up weapons, storage of prisoner property, and photographing and fingerprinting of prisoners should be delineated.
- 8.7 A first aid kit should be placed in the booking room.

- 8.8 The Epsom Police Department should consult a physician or local medical director, and adopt a policy that identifies the procedures to be followed when a detainee is in need of medical attention, as discussed in CALEA, Standard 72.6.1.
- 8.9 A panic alarm should be installed (in both the booking room and interview room) along with video monitoring capability for both Epsom personnel and the regional dispatch, consistent with national best practices (CALEA, Chapter 72).

CHAPTER 9 – CITIZEN COMPLAINTS AND INTERNAL INVESTIGATIONS

- 9.1 The Epsom Police Department should begin a complete review of the policy and procedures manual, starting with high-risk policies, updating them to reflect the Epsom Police Department, and redistribute them on a staggered basis, to include training with department personnel immediately.
- 9.2 All officers should sign an acknowledgement form indicating they have read and understand each policy.
- 9.3 The Epsom Police Department should consider drafting a tri-part brochure describing the process for citizens to submit compliments/complaints.
- 9.4 The Epsom Police Department should adopt a comprehensive citizen complaint/internal affairs policy consisting of bullet points meeting national best practices (CALEA Chapter 53).

CHAPTER 10 – FISCAL MANAGEMENT

- 10.1 MRI recommends the Town of Epsom Police Department increase its training budget to enable officer's to be trained in specialized areas, such as investigations and sexual assault investigations, to enhance greater growth among patrol officers and reduce the current specialized non-supervisory responsibilities of the Lieutenant.
- 10.2 MRI recommends the Town of Epsom Police Department allocate additional monies for janitorial services within the police facility and snow removal, either by the Road Agent or a private contractor.

CHAPTER 11 – VEHICLES, UNIFORMS, AND EQUIPMENT

- 11.1 The Epsom Police Department should purchase/procure locking long gun mounts and place them within the cockpit of the vehicle, so officers can retrieve them as they exit the cruiser, to enhance officer safety and eliminate the current security issue which exists.
- 11.2 Due to the amount of equipment carried in the cruisers, the Chief should consider installing equipment organizers. This will allow the equipment to be placed orderly and be available when the officers need it.
- 11.3 The police department, as well as the Town, should write a policy on the use of a take home vehicle. Currently, no such document exists in either location. The need for a take home vehicle should be based on the actual need. There should be documented reasons for the need of a take home vehicle to justify it to the community.
- 11.4 The Epsom Police Department should adopt a bulletproof vest requirement, minimally at pre-planned, high-risk incidents, consistent with national best practices (CALEA, Chapter 41); however, a mandatory wear policy makes the most sense in today's policing environment.
- 11.5 The department should become involved once again with the Bulletproof Vest Partnership program. This program allows for the department to be reimbursed up to 50% of the cost of a new ballistic vest for the officers.
- 11.6 A constant complaint from the administration is the need to upgrade the IMC system to the dispatch module. This will allow for a broader use of the administrative functions of the department. This would include adding training records, evidence tracking, as well as a faster report writing function.
- 11.7 MRI suggests that all repair work performed on the police fleet should be completed by an Automotive Serve Excellence (ASE) certified facility.

CHAPTER 12 – USE OF TECHNOLOGY

- 12.1 The Town of Epsom Police Department should reconsider implementing real-time video surveillance within the booking room available to Merrimack County Sheriff's Regional Dispatch Center personnel to enhance officer safety during bookings when one officer is on-duty.

- 12.2 The Town of Epsom Police Department evidence room area should be monitored with a motion activated camera with three-year retention capability, consistent with New Hampshire Public Records requirements.
- 12.3 The Town of Epsom Police Department should determine personnel deemed appropriate to have access to the evidence area, and assign independent security access credentials. A logbook should be implemented immediately to record the date, time, person, and reason for entry into this high security area.
- 12.4 The Epsom Police Department should ensure that any alarm activations for the evidence room should be recorded as a computer aided dispatch (CAD), incident and responded to as any other alarm activation within the community. The alarm should also be tested periodically and documented.
- 12.5 The Epsom Police Department should adopt an evidence and property written directive consistent with national best practices (CALEA, Chapter 84).
- 12.6 MRI suggests that the Epsom Police Department immediately evaluate the current e-mail system as it relates to New Hampshire public records retention laws, Criminal Justice Information System (CJIS) compliance, and Criminal Offender Record Information compliance and take necessary steps to conform to those laws and guidelines. The Department must be sure it is complying with CJIS requirements for background screening of individuals with access to CJIS derived information.
- 12.7 MRI would suggest that the Epsom Police Department purchase/procure a Windows Sequel Server capable of running the entire Epsom Police Department network, with additional capability for additional drives for training, the ability to run a Microsoft SharePoint intranet, along with an internal proprietary e-mail system.

CHAPTER 13 – PERCEPTIONS OF THE EPSOM POLICE DEPARTMENT

- 13.1 The Epsom Police Department could consider offering additional programs within the school, such as firearms safety and winter safety, if requested by the Epsom Village School. One goal would be for an Epsom Police Officer to make a presentation in each grade level once a year.
- 13.2 MRI suggests that the Epsom Police Department incorporate some type of community policing assignment within the officer's daily routine, and look to initiate a citizen police academy in the coming year.

CHAPTER 16

THE PROJECT TEAM

PRINCIPAL IN CHARGE AND PROJECT MANAGER

Alan S. Gould, President and Chief Operating Officer, is a graduate of Saint Anselm College with a BS degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement community. Mr. Gould began his public-sector career with the Salem, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining MRI in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law, and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age. He continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould manages most of the company's public safety projects including operational studies and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed dozens of processes for top management positions throughout New England.

PROJECT TEAM MEMBERS

Richard Kane is a graduate of the Granite State College, University System of New Hampshire, with a BS degree in Management. He also holds an Associate's Degree in Criminal Justice from Massasoit Community College in Brockton, Massachusetts. He is a graduate of The Babson Command Training Institute and the 182nd session of the FBI National Academy. He has completed numerous management and leadership programs throughout his 35-year career in Law Enforcement. Mr. Kane was a founding member of the Seacoast Emergency Management Response Team. The team is a regional team of officers from the seacoast area specializing in high risk police operations. He also served two terms as President of the Board of Directors for the team. Mr. Kane spent his entire career with the Exeter, NH, Police Department where, during his thirty-five years, he served at all ranks of the Department, including sixteen as the chief. During his tenure with the Exeter Police Department, he instituted the first School Resource Officer, led the department to its first NH accreditation process, and introduced social

media as a communication tool with the community. Upon retirement from law enforcement, he became the coordinator of School Safety and Security for School Administrative Unit (SAU) 16. This SAU covers six towns and eleven different kindergarten, elementary, and high schools. Mr. Kane works with police and fire departments from all six communities to ensure a safe and secure environment for all students and staff. Among his many community involvements, Mr. Kane served as a member and chair of the NH Exploring program, member of the Board of Directors of the Seacoast Credit Union, and serves as a volunteer coach at Exeter High School in football and baseball. Mr. Kane is certified to a level four in Homeland Security, certified in managing an Emergency Operations Center, and certified in six levels of the incident command system.

Neil F. Ouellette obtained a Bachelor's Degree in Criminal Justice Administration from Salem State College in June 1991. He continued his education at the University of Massachusetts-Lowell, obtaining his Master's Degree in Criminal Justice Administration and a Certificate in Domestic Violence Prevention in June 1997. He has attended the Massachusetts Police Leadership Institute at the University of Massachusetts-Lowell, FBI LEEDS Program, and is a graduate of the 237th session of the FBI National Academy. He is an adjunct professor at North Shore Community College in Danvers and previously lectured at Endicott College in Beverly. He retired in May of 2015 after serving thirty-two years with the Danvers Police Department, having led the Nationally Accredited Police Agency for the past eleven years. In 2011 the Danvers Police Department was re-accredited with CALEA's Award of Excellence at Colorado Springs, Colorado. The Danvers Police Department is also accredited by the Massachusetts Police Accreditation Commission. Chief Ouellette began his career in 1979 as an Auxiliary Police Officer in Danvers and was appointed a reserve Officer in 1983, and served as a full-time Boxford Police Officer for eighteen months after completing the police academy. Returning to Danvers as a full-time officer in 1987 he moved through the ranks as a patrol officer, patrol supervisor, and Operations Commander, having responsibility for Patrol, Dispatch and Detectives, which comprised ninety-two percent of the agency. During his career, he served in specialized assignments including Field Training Officer, Background Investigator, Court Prosecutor, Evidence Officer, and CPR and First Aid Instructor. As Chief of the department, he was responsible for managing all aspects of the department consisting of forty-six sworn personnel and a total staff of fifty-nine employees. The department served twenty-six thousand residents with a very robust commercial and retail business sector, encompassing multiple highways, malls and entertainment venues. The department was very community oriented, initiating the first drug take back program in Massachusetts, along with initiating a Jail Diversion Program, Crisis Intervention Team Policing, and enhanced lockdown procedures within the school district. Chief Ouellette served as past President of the Essex County Chiefs of Police Association, served on the Board of Directors of the Massachusetts Chiefs of Police Association, Chaired the Northeastern Massachusetts Law Enforcement Councils' Technology Committee, and was a member of MCOPA's Civil Service Committee, and Traffic Records Coordinating Committee.