



Hooksett, New Hampshire Police Department Review

Project Summary Findings and Recommendations

Prepared for:

The Hooksett Police Commission

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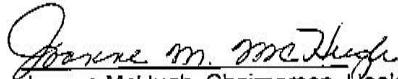
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The following is a scanned image of the signatures placed on the final report during the November 21, 2011 public meeting of the Hooksett Police Commission.

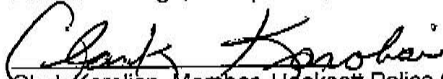
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The Public Safety Strategies Group LLC presented this report to the Police Commission and the public on November 15, 2011. The final copy of the report was accepted and entered into the record on Nov. 21, ____ 2011.

Signed:



Joanne McHugh, Chairperson, Hooksett Police Commission



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Hooksett Police Study Overview

The following provides an overview of the Town of Hooksett, New Hampshire, its Police Department and the review requested by the Hooksett Police Commission.

Background

Town of Hooksett

Hooksett, New Hampshire is located on the I93 corridor near Manchester, New Hampshire. According to the United States Census Bureau, the 2010 population was 13,451, up from 11,721 in 2000. There are three schools in the Town serving students through the eighth grade. Grade 9 – 12 students attend Manchester High Schools.

Geographically, the Merrimack River divides the town. The Town covers 37.3 square miles and is a community mixed with residential neighborhoods along with retail stores and industrial areas.

Hooksett Police Commission

The State of New Hampshire enacted special legislation establishing the three-member Hooksett Police Commission. The Town Council appoints members of the Police Commission from a list of interested applicants. Responsibilities of the Police Commission include hiring, evaluating, promoting and terminating members of the department as appropriate, and overseeing the management of the Department within the guidelines of the applicable laws and appropriate funding. The Commission is also responsible for setting wages and salaries, and for negotiating collective bargaining agreements with employees.

Hooksett Police Review

In May, 2011, the Hooksett, New Hampshire Police Commission contracted with Public Safety Strategies Group LLC (PSSG) to review the operations of the Police Department. PSSG performed the study in accordance with the set criteria of the commission, while advising them of issues during the process.

The objective of the project was to study the past and current operation of the department and make recommendations for the future of policing in Hooksett.

Hooksett Police Department

As of October 31, 2011, the department consisted of 24 sworn and 10 civilian members. Within the department, there is a detective division, an office of the prosecutor and a member assigned as a school resource officer.

Methodology

PSSG conducted an extensive review of the police department through internal and external interviews, community and law enforcement surveys, data analysis and the review of records, organizational charts, policies and procedures, and other material as presented by the department. The study approach ensured review of all information available and provided interview and survey opportunities to stakeholders.

Scope of the Study

PSSG conducted the review under a contract with the Police Commission. PSSG held interviews and meetings with past and present members of the Police Department, community members, civic leaders, and town officials. The meetings and interviews along with data analysis, surveys, and review of department records informed the recommendations.

The intended outcome of the study was to provide a comprehensive review of the Hooksett Police Department, including the organizational design, capacity, capabilities and effectiveness in order for the Police Commission to make informed decisions about the department and its budgetary needs.

The general services requested by the Police Commission during the review included:

- Interviews and surveys
- Calls for Service
- Personnel retention
- Priorities of policing analysis
- A comparison to other communities in New Hampshire
- Staffing and deployment
- Budget
- Policies and procedures

To assess these areas adequately, PSSG conducted the following:

Interviews

The PSSG team conducted over 50 interviews with members of the Police Commission, all members of the Police Department, past members of the Police Department, Town Council, Town Manager, town department heads, community members, civic groups, members of the media, and residents of the town.

PSSG interviewed past members of the department as well as individuals identified by key stakeholders.

Surveys

PSSG developed four surveys, one each for distribution to the sworn and civilian members of the police department, one for former employees of the police department and one for members of the community. Individuals participated anonymously in the survey process. Data collected from the surveys provides information on the perceptions of employees and residents, and assists with shaping future department operations.

Budget Analysis

PSSG requested budgets for 2006 – 2011. The budgets provided by the town were PDF files that required significant data entry prior to analysis. The budget categories included wages, overtime, FICA, health insurance, dental insurance, life and disability insurance, NH Retirement, gasoline, SPOTS, vehicle maintenance, communication maintenance, maintenance contracts, photography, telephone, selection process, training and dues, drug / alcohol / psychological / medical testing, publication, education, community services, vehicles and related purchases, police equipment, personnel equipment, uniforms, office equipment and related supplies, office equipment rentals, legal (police commission) and animal control operations.

The budgets for the review years appear in the table below.

Table 1: Hooksett Police Budget 2006 – 2010

Year	Amount
2006 – 2007	3,025,438
2007 – 2008	3,346,141
2008 – 2009	3,208,349
2009 – 2010	3,913,308
2010 – 2011	3,498,460

The department provided budgets in PDF format without providing the detailed yearly expenses. The department needs to submit additional information enabling PSSG to conduct further review. Despite the lack of budget detail, it is clear that there is overspending to create stockpiles of supplies, and training expenses are limited.

Data Analysis

PSSG reviewed the calls for services/incident data for the town for a five-year period covering 2006 – 2010. The table below shows total number of calls, responses, arrests and citations.

Table 2: Total Calls, Responses, Arrests and Citations 2006 – 2010

	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
Calls	24,258	21,605	-11%	22,072	2%	19,154	-13%	20,045	5%	-17%
Responses	29,642	26,920	-9%	27,420	2%	24,349	-11%	26,265	8%	-11%
Arrests	1,208	1,065	-12%	879	-17%	820	-7%	892	9%	-26%
Citations	6,987	5,366	-23%	5,907	10%	3,020	-49%	3,422	13%	-51%

As evidenced by the table, call categories are decreasing, however, citation and arrests are considerably lower than in previous years.

Comparison Community Review

PSSG reviewed community and police data for a variety of communities in New Hampshire. Each community had a varying level of data and information available. PSSG reviewed secondary sources for information regarding demographics and crime data. Reviewing comparison community information is illustrative only, specific conclusions are impossible, as the level of information required is not readily available.

Summary of Findings and Recommendations

During the study, PSSG found that the areas listed below have significant issues or that the department could use different strategies in these areas to enhance police services:

- Organizational Culture
- Communication
- General Operations
 - Strategic Planning
 - Recordkeeping and Use of Technology
 - Website and Transparency
- Organizational Structure

- Staffing
- Chain of Command
- Patrol
 - Supervision
 - Lack of Discretion
 - Office in Charge Procedures
- Administrative Procedures
 - Policies and Procedures
 - Disciplinary System
- Career Development
 - Training
 - Promotions / Officer Advancement
 - Retention of personnel
- Equipment
 - General Operating Equipment
 - Vehicles
- Community Policing / Community Engagement
 - Intelligence Led Policing and crime mapping
 - Public Information Officer (PIO)
 - K-9
 - School Resource Officer
- Facilities
- Calls for Service

The findings and recommendations section of the report contains further discussion on each topic.

The study showed that the department has a poorly developed culture, low morale and that there is a clear lack of trust. It appears that the limited amount of training, career development, lack of mentoring, and the implementation of an ineffective discipline system contributes to the department issues. Administratively, the department lacks a strategic plan, proper policies and procedures, effective budgeting, proper equipment tracking processes, and a productive discipline and evaluation system. Management has done little to foster positive relationships in the community.

There is significant change required to reorganize the operations at the Hooksett Police Department. Recent retirements and resignations have created gaps in the command staff and the department lacks the resources to complete the recommendations. In an effort to stabilize the department and create the change needed, PSSG suggests that the Police Commission hire a management team to oversee the changes and transition the department. The department members are committed to moving forward, however they need the tools and resources for the process to be successful.

Findings and Recommendations

Overview

When the study began, the department staffing consisted of the Chief, one captain, two lieutenants, four sergeants (two in patrol, one SRO and one in detectives), three detectives and thirteen patrol officers. In addition to the sworn staff members, the department has six dispatchers, two administrative assistants and one attorney in the prosecutor's office along with an assistant to the prosecutor. Just prior to the launch of the study, one captain retired, and in August 2011, a lieutenant resigned to accept a position as chief in another police department reducing the senior-level staffing in the department.

There has been considerable turmoil at the Hooksett Police Department that appears to date back to approximately 2005. Significant issues include a no confidence vote of the chief by some of the officers in the department; the Commission placed the chief on administrative leave and the firing of an officer who the Commission later reinstated. The former Commission hired a consultant to evaluate complaints made by the officers. The results of the prior study discussed management issues related to the operation of the department. In the report, there were suggestions for changes; however, it does not appear that the department instituted those changes.

To ensure that the results of the previous study did not influence the current study conducted by PSSG, the Commission did not provide a copy for review until after PSSG completed its initial assessment. The department continues to operate with a significant amount of public scrutiny along with low internal morale.

PSSG spent a significant amount of time interviewing current and former members of the department along with elected officials, department heads, and members of the community to gain an understanding of the perceptions internally and externally regarding the department. During the interview process, a clear trend of frustration and distrust between individuals appearing to be on opposing sides of issues related to the operation of the police department surfaced. As the goal of the study was to review the operations of the department and make suggestions for the future, PSSG continually refocused individuals away from anecdotal, "he said/she said" discussions back to specific incidents supported with facts and obtaining feedback on the future direction of the department. Despite the issues in the department, the officers are dedicated to the community and desire to move forward in a productive manner to serve those that live and work in Hooksett.

The following describes conditions at the department and the key findings and recommendations.

Organizational Culture

Organizations strive for a healthy and productive organizational culture as a means to increase productivity, growth, efficiency, effectiveness and reduce employee turnover.

According to Schein,¹ several key factors contribute to a healthy organization:

- Acceptance and appreciation for diversity
- Regard for and fair treatment of each employee as well as respect for each employee's contribution to the organization
- Employee pride and enthusiasm for the organization and the work performed
- Equal opportunity for each employee to realize their full potential within the organization
- Strong communication with all employees regarding policies and organizational issues
- Strong leaders with a strong sense of direction and purpose
- Ability to use innovation to meet demands
- Appropriate turnover rates
- Investment in learning, training, and employee knowledge

The Hooksett Police Department exhibits few of these traits. Department members expressed that the administration treats individuals differently and as explained further in this section, training and development of personnel is limited. Outdated artifacts located throughout the department show signs of an organization that was at one time unified, proud, and active in the community. Interviews with the members of the department revealed that distrust currently exists at all levels of the department.

Most members of the department work in separate areas than the administration. Having separate locations for patrol and command staff is not unusual; however, department members feel that the chief does not make himself visible, limiting communication, which contributes to the issues at the department.

Finding:

The culture of the department is poorly developed.

¹ Edgar Henry Schein (born 1928), a former professor at the MIT Sloan School of Management, has made a notable mark on the field of organizational development in many areas, including career development, group process consultation, and organizational culture.

Recommendations:

- Develop a short and long-range strategy to bring a sense of pride and unity back to the department through an involved command staff, member development initiatives, organized department events, community involvement, training and mentoring.
- Encourage input and suggestions from all levels of the department.
- Allow individuals to take ownership, responsibility and pride in their work and responsibilities.

Communication

The chief has little communication and contact, either formally or informally, with the majority of the department. The lack of trust within all levels of the department contributes to the poor communication, and the poor communication is fostering mistrust. Department members bypass the chain of command and go directly to individual Police Commissioners with issues and concerns normally handled by the department command staff.

Finding:

The communication within the department is almost nonexistent.

Recommendations:

- Make communication a priority in the department.
- Adopt a philosophy that promotes department-wide communications. This should be formal and informal in nature.
- Command staff should attend roll calls and participate in ride-alongs to deliver information, show visible support or receive feedback on department issues.
- Establish open lines of constructive communication between all ranks.
- Initially the command staff should hold daily briefings with on-duty supervisors.

General Operations

Planning

The Department operates without a strategic plan and does not use data to identify issues or deploy personnel or other resources. The mission statement appears to be generic in nature rather than customized to Hooksett.

Officers do not have individualized professional development plans. There is no organized or focused planning in any area of the department.

Finding:

The department lacks appropriate planning tools and strategies.

Recommendations:

Improve planning to ensure efficient and effective operations.

- The department needs to enlist or hire specialists that can assist the department with developing and implementing the strategic vision for community policing, crime prevention and community engagement.
- The department needs to create individual professional development plans that support the mission of the department, enhance training for officers and increases retention of personnel.

Recordkeeping and Use of Technology

A portion of the study reviewed the recordkeeping and the use of technology for administrative purposes. The department maintains some records electronically; however, several items such as caseload information, grievance information, and internal investigations exist only in paper formats. The department enters training records into a software program that tracks the hours for each individual with results produced in a PDF file. Given the output is in PDF format, the department is unable to analyze the type or number of hours in a meaningful manner. The training records contain the date of the training, but do not reflect certification renewal requirements if applicable, or the certifying agency.

During the study, department members told PSSG that there was an effort to scan all department files; however, the department retained the original copies as well as stored copies of reports on the computer. The effectiveness of this system is not evident as the process is time consuming and storing the originals is still required.

The Computer Aided Dispatch (CAD) and Records Management Systems (RMS) vendor is Microsystems. Microsystems is an older CAD/RMS system that requires the vendor to download the files into a Microsoft office compatible format to enable full analysis. This process is inefficient. The department does not have electronic maps of the patrol zones relying only on a list of locations to determine and review the patrol zones.

Finding:

The department has an inadequate system of recordkeeping.

- Recordkeeping is poor.
- The department relies on PDF files and non-electronic files, which is inefficient.
- Electronic spreadsheets are not used when developing budgets.

- The CAD / RMS setup is not conducive to continual and proper analysis of data to guide policing strategies.

Recommendations:

- The department needs to establish efficient and contemporary records management systems, train members in the use of the systems and require the use of the system throughout the department.
- The department needs to improve the current system or issue a Request for Information to CAD / RMS vendors to determine the features, benefits, potential drawbacks and the cost of a new system.

Website and Transparency

The department has an outdated and limited website. Department members do not have a Hooksett Police Department email. As there is not a strategic plan for the department, both department members and the community are limited in their knowledge of goals and objectives of the department, neither of which are reflected on the website. During Police Commission meetings, the department offers minimal information on its strategies, deployment or initiatives.

Findings:

The Hooksett Police Department does not use technology to communicate with the public and operations are not transparent.

Recommendation:

Establish a proper website, ensure all officers and police commission members have a department email account and publicize efforts for community review.

Organizational Structure

The current command staff consists of a chief, one captain and two lieutenants. The Police Commission did not fill the second captain position after the recent retirement pending the outcome of the study.

The captain has been overseeing the responsibilities of both captain positions and is now the acting chief, as the chief is on administrative leave. One lieutenant is an administrative position overseeing grants, equipment, vehicles and other administrative functions. The administrative lieutenant does not directly supervise anyone.

The second lieutenant's position oversees patrol, and currently the department has assigned a sergeant to fill this position in an acting capacity. In addition to the administrative and patrol lieutenant, there is a detective sergeant collecting a like work

stipend for the detective lieutenant position, despite the Commission eliminating the position as of July 1, 2010. At the patrol level, there are unfilled sergeants' positions.

Finding:

The current structure of the organizational chart does not maximize the use of the sworn members of the department; it includes a lieutenant's position that should be a civilian, an unnecessary captain position and unfilled sergeants positions.

Recommendations:

- Eliminate the administrative lieutenant and replace with a qualified civilian moving the lieutenant to the patrol division.
- Reduce lieutenants to one, with that position overseeing patrol.
- Do not fill the empty captain's position. For the interim time, use the salary allocated to the captain's position to support the strategic planning and department reorganization required to move the department forward.

Chain of Command

Following the chain of command enhances the effectiveness of a police department as it increases accountability of the employees. A well-defined chain of command shows the line of authority and responsibilities of department members. In Hooksett, department members consistently bypass the chain of command. It appears that the lack of trust and respect throughout the department plays a major role in the circumvention of the chain of command.

Finding:

The Chain of Command is often ignored or circumvented at all levels of the department.

Recommendations:

- Adopt a policy and procedure that clearly defines the chain of command within the department.
- Train all personnel in the proper procedures in following the chain of command.
- Develop a trusting and respectful atmosphere in the department.

Patrol

The patrol lieutenant works mostly during the weekdays when there are fewer technical calls requiring supervision and advance policing skills. The patrol lieutenant works during the same time that the captain and chief work. Patrol sergeants have not received leadership training and mentoring. The chief has limited the discretion of the sergeants requiring them to contact the patrol lieutenant prior to making many decisions that are typically the responsibility of the sergeant.

The department has not trained or mentored members at any level in preparation for advancement. There are vacant patrol sergeant positions resulting in the use of patrol officers assuming an Officer in Charge (OIC) position when there is not a sergeant on duty.

The process for selection of OICs appears flawed and often time less experienced officers act as OICs. There is no organized training for the OIC position.

Findings:

- There is a clear lack of supervision at the patrol level due to open patrol sergeant positions and improper scheduling of the lieutenant.
- Patrol sergeants have limited discretion and the department members lack training for advancement.

Recommendations:

- Assign the patrol lieutenant to a schedule allowing for rotating coverage on days, nights and weekends to ensure all officers have adequate supervision.
- The patrol lieutenant's position will be filled by the current administrative lieutenant. Develop and implement a short and long-term training program for current and future sergeants.
- Give patrol sergeants the tools and knowledge that allow them to use discretion in performing their supervisory duties.
- Determine criteria for the selection of OICs and develop OIC training.

Dispatch

There are six dispatchers in the department. The dispatch center occupies a section of the building at the far end of the police portion of the public safety center. Dispatch handled 20,045 calls in 2010—down from a high of 24,258 in 2006, but up from 19,145 in 2009. The dispatch area is clean and appears organized. The CAD/RMS program is not efficient and there are many input errors contained in the records. Dispatchers should be responsible for all log entries with a supervisor checking for accuracy.

Finding:

The dispatch center appears functional but would benefit from additional training and updated equipment.

Recommendations:

- Enhance training for dispatch.
- Ensure proper review of entries to decrease the error rate.

Administrative Procedures

Policies and Procedures

Policies and Procedures create the connection between the mission and vision of a department to the daily operations. A set of well-written and maintained policies and procedures provide employees with tools that enhance their roles and responsibilities using predetermined strategies. Policing is often self-directed. Proper policies and procedures allow the department to operate without continual monitoring by a supervisor or member of the command staff.

Many of the department policies and procedures date back to the 1990s. The format of the policies and procedures are inconsistent. In general, the policies and procedures are outdated, poorly written and often do not match current policing practices.

Finding:

Department policies are outdated, lacking substance and are not consistent with many current policing practices.

Recommendations:

- Obtain established policies from other New Hampshire police departments, and customize to Hooksett and incorporate them into department operations.
- Establish a rigorous training program on the new policies and adjust as needed through comment and feedback from department members.
- Prioritize policy training based on risk and frequency.

Disciplinary System

An effective discipline system is crucial in the operation of a police department. Officers and other department members are trusted public servants and following an established code of conduct instills confidence and trust. Consistent use of the discipline system fosters expectations with employees and corrects deficiencies through a defined set of progressive steps.

Discipline in the department is not consistent. Similar infractions receive different punishment. Supervisors tend to focus on small, administrative issues rather than operational and procedural infractions.

Finding:

The disciplinary system is arbitrary, capricious, inconsistent, punitive and ineffective. It is one of the major reasons the department has poor morale, lack of trust and respect for other members and the poor retention of personnel.

Recommendations:

- Adopt a new disciplinary process that focuses on positive reinforcement when appropriate with fair and just progressive discipline when needed.
- Allow supervisors at all levels to evaluate issues that may rise to the level of discipline, and handle at their level when appropriate.
- Ensure that supervisors fairly and consistently enforce policies and procedures throughout the department.

Career Development

Training

Police training is essential in creating an informed and successful organization. Training is also a motivator to improve performance and work toward organizational goals. Career-focused training allows department members to prepare for advancement within the organization while at the same time supporting organizational goals.

A review of both the training records and input obtained during the surveys and interviews show little emphasis on training. There is not a plan for training and supervisors make decisions about training based on “what they see is out there for training” rather than determining the proper training for department members to enhance the capabilities of the department. Perishable skills such as firearms training are limited.

Findings:

Training does not focus on career development or specialized areas of expertise and recordkeeping is not adequate.

- Training records are not maintained in a consistent format.
- Much of the training is not focused on long-term goals.
- Members are not offered or encouraged to participate in firearms training other than what is State mandated.
- Law updates are infrequent.
- There is very little professional development training offered beyond what is mandated.

Recommendations:

- Organize and review training records for all members.
- Identify all training needs to meet State standards as well as to comply with any requirements of certifications currently held by members.
- Develop a training questionnaire for all members to determine individual skills, expertise or desired training.

- Develop a training policy and plan with a purpose to match individual skills and needs to the needs of the department and the community.

Promotions / Officer Advancement

The long-term success of a police department is in part dependent on the ability of the members to advance through the organization. The philosophy currently in place at the department is to recruit for all openings for advancement from both inside and outside candidates in an attempt to get the best person for the position. While casting a wide net can produce a field of well-qualified individuals, hiring from the outside can decrease morale internally. In Hooksett, career planning and training is lacking, affecting the ability to promote internal candidates. This does not mean that there are not members of the department capable of assuming a leadership role. Interviews reveal an interest in obtaining supervisory positions; however, the department has not prepared members for advancement and additional responsibilities.

Findings:

- The department hires personnel from other departments due to lack of experience, training and mentoring with internal department members.
- The most recent patrol lieutenant was hired from outside the organization.
- The hiring of outside candidates has contributed to the poor morale in the department.
- The appearance of the lack of qualified inside candidates is reflective of the lack of leadership and career development training in the department.
- The lack of internal promotions, beyond affecting morale has a direct effect on the retention of personnel.

Recommendations:

- Provide the appropriate training to build the internal capabilities of the department and prepare them for advancement.
- Hire a management transition team from the outside on a short-term basis to assist with department training, growth and reorganization.
- Conduct an assessment of current personnel to determine training and mentoring needs.

Retention of Personnel

Hiring and training department members is time consuming and costly. It takes a year once a person is hired, trained and completes the probationary period. It is important to retain trained personnel to enhance department operations. Smaller departments tend to lose officers to larger departments that offer higher pay and opportunities for

advancement. However, a well-run department comprised of officers with high morale will have a greater chance of retention.

Findings:

The department has had a large number of sworn personnel leave the department prior to retirement.

- According to the survey of past employees, several members that have resigned during the past 10 years have left for other law enforcement positions; many went to smaller departments while others changed careers altogether.
- It appears past members have done well in their new department with some individuals attaining supervisory and specialty positions.
- The disciplinary system and leadership of the department has played a role in officers leaving.

Recommendations:

- Continue to hire qualified individuals.
- Retain employees by developing a work atmosphere that is positive, encourages innovation, training, leadership and respect.

Equipment Inventory

Proper equipment is essential to a police department. However, equipment often has a shelf life, is subject to recalls, and can become obsolete. In addition, companies are continually updating and improving products. The department must ensure that purchases are planned, based on sound business practices and that the equipment is necessary, that training is provided if appropriate, and a strategy for maintenance is in place. There are several issues related to the purchase of tires, the fleet and ancillary equipment that appear below.

General Operating Equipment

There is a stockpile of vehicle tires with many having been in storage for several years taking up valuable space in the department. Aging tires are a fiscal and safety concern the longer they are in storage.

The department has an overstock of ammunition that far exceeds the current and foreseeable needs of the department.²

The department purchased ballistic shields for most every vehicle in the fleet.

² A portion of the ammunition was donated by an insurance company after a claim had been filed by the department.

Finding:

The department has overspent and created stockpiles using both municipal and grant funding resulting in an excess of supplies and equipment in many areas of the department.

Recommendations:

- Complete an inventory of all equipment and determine what equipment is needed given the size and activity of the department.
- Develop a plan to either use or eliminate excess equipment.
- Create a purchase and replacement plan for needed equipment.

Vehicles

During the interview phase of the project, individuals raised issues related to the number, type and use patterns of vehicles. The department owns the following vehicles:

Table 3: Department Fleet

Assignment	Number	Low Mileage	High Mileage
Patrol	8	3,621	71,184
Administration	4	7,813	66,670
Detectives	3	51,362	70,846
Specialty	4	16,405	114,843

The specialty vehicles include a “crime scene” van and a prisoner transport vehicle, neither of which contributes to the efficient operation of the department. The department purchased a new prisoner van in anticipation of a change in prisoner transportation needs that did not occur.

In addition to the vehicles, the department owns an enclosed cargo trailer, a speed trailer, a snowmobile trailer, an Arctic Cat 4-wheeler and a Yamaha Dirt Bike. It does not appear that members of the department received training on the operation of the 4-wheeler and dirt bike.

The vehicle maintenance records are poorly kept, each in a word document created monthly. The system does not include the cost of the repair, current mileage or a way to roll up the costs of a single vehicle. As noted under recordkeeping, this is another example of the lack of use of technology in running the department.

There is neither a formal strategy for use of the fleet nor a replacement strategy.

Findings:

The department owns vehicles that are not necessary for the operation of the police department.

- Poorly kept records hamper the ability of the department to monitor the cost of each vehicle.
- Lack of a replacement strategy reflects poor fiscal planning.

Recommendations:

- Evaluate the usefulness of the prisoner van and other non-essential vehicles and make decisions to retain or eliminate these vehicles from the fleet.
 - As the fleet is owned by the town, funds from any sales would revert back to the general fund. This could be a discussion point for the Council; perhaps they would reallocate funds to support training and other department restructuring initiatives.
- Create electronic databases to track inventory and repairs.
- Evaluate the fleet inventory and develop a long-term plan for reduction in size, use, rotation, maintenance and replacement.

Community Policing / Community Engagement

A well thought out strategic plan requires the inclusion of community engagement and proactive, data informed police decision-making. Community policing is a popular term; however, strategy and content is more important than the name.

The department lacks an overall strategic plan and there is not a specific plan for community-based activities commonly referred to as community policing or community engagement. The department does not use a problem identification or problem solving strategy for community engagement.

Finding:

The department lacks a data-driven strategy for deployment and lacks community engagement with programming.

Recommendation:

To ensure efficient and effective operations, the department needs to use data to drive decision-making and create programs that enhance services to the community.

- Create strategic plans that include data-driven decision-making.
- Include community engagement in the strategic plan.

- Use proven programming such as Data Driven Approaches to Crime and Traffic Safety, Intelligence Led Policing and crime mapping as strategies to improve performance.
- Create opportunities such as the creation of a Citizens Police Academy to inform community members of police operations and engage them in proactive problem solving.
- Explore other service-based programming to enhance policing.

Public Information Officer (PIO)

Informing the public and transparency in government are strategies to instill confidence, create trust and foster collaboration. While the Hooksett Police Department is too small to have a PIO as a separate function, the intent of a PIO position is important. The department does little to publicize its efforts and keep the community informed.

Finding:

The department does not provide appropriate public communications.

Recommendation:

Create a strategy aligned with the role of a PIO.

- Incorporate messaging into the strategic plan.
- Ensure there is a policy on who can address the media regarding department issues.
- Provide information to the community on public service and crime-related issues.

K-9

Members of the department and the community expressed interest for reinstating the K-9 unit. Despite that there are often grants to obtain a K-9, the grant funds cover only the initial cost, not the ongoing care, training and maintenance of a K-9 unit. The maintenance costs of a K-9 are high and at this time is not an efficient use of funds. Further, review of the data does not support the need for a K-9.

Findings:

The cost to maintain a K-9 Unit is expensive and not an efficient use of funds for the department at this time.

- The introduction of a canine (K-9) into a small police department is an extremely expensive and time-consuming venture.
- The initial training of the K-9 and handler is approximately six weeks long.
- Daily training is required to keep the K-9 and handler certified and up to date.

- There is a cost to care for and house the K-9.
- A dedicated police cruiser is required for a K-9.
- The cruiser requires retrofitting to house and provide safeguards to protect the K-9 while in the cruiser.

Recommendation:

The department should not obtain a K-9, but coordinate mutual aid with other larger agencies if there is a need for a K-9.

School Resource Officer

A School Resource Officer can be an investment in the future of a community. When properly implemented, an SRO can provide a link to the schools and the police department, foster communication and understanding with young citizens while at the same time proactively educating students regarding risk-taking behavior. When issues arise at a school, the SRO can help mitigate disruption through early intervention.

Hooksett has three schools in the town supporting students through grade eight. High school students attend either Manchester public schools or the Pembroke Academy. During recent years, the SRO position has become a distraction for the town due to department issues. There is pressure internally and externally regarding the staffing and function of the SRO from a small number of individuals. All those assigned to the SRO position appear to have done a good job given the parameters of the position. A review of the job descriptions shows that the SRO job description it is markedly different from the others and it appears that the department wrote the job description from an operational rather than organizational perspective.

Given the number of schools, type of students and other community needs, the SRO position needs revamping to meet the needs of the community more closely. A more comprehensive approach, perhaps a community services officer would provide more programming and connection with the community. The SRO should be conducting training sessions such as bullying and safe use of the internet.

The patrol division in Hooksett is small and the SRO currently requires redeployment of a full-time officer to the schools. This is not the most effective and efficient use of the funds.

Findings:

The current job description and deployment of the SRO does not meet the needs of the community.

Recommendations:

Revamp the SRO strategy.

- Create a comprehensive job description.
- Expand the SRO position to include community services.
- Ensure the SRO connects with the students attending Manchester schools perhaps by meeting with officers from Manchester and / or attending some school functions.
- Consider hiring a former officer to fill the role of the SRO on a part time / 32 hour basis to ensure the patrol division remains staffed. This would also save funds.

Facilities

The police department is co-located with the fire department in a public safety building. In the facility, the department has use of a training room, a community meeting room, locker room space, exercise room, dispatch, reception area, detective offices, administrative offices, conference room, booking area, break room, report writing area, offices for supervisors and storage. Garage space is off the booking area and there is overhead cover for the cars adjacent to this area. Storage space is limited and large items, such as vehicles are stored outside.

The town owns the building and upgrades require permission from the Town Council.

Finding:

The space is adequate for a police department the size of Hooksett; however, storage space is limited.

Recommendation:

Maximize the space by eliminating unnecessary items and create secure storage areas.

- Create proper storage and filing space.
- Coordinate records keeping.
- Consider a fenced-in area and “pod” type storage.

Calls for Service and Incident Records Summary

PSSG reviewed five years of calls for service and incident-related records in an effort to obtain a clear picture of crime and traffic issues to determine the community need for police resources and strategies for deployment. Reviewing calls for service and incident records established the level of activity occurring each year in the community. Knowledge of key factors such as type of calls, incident locations, and time of day are important for planning future police services.

To use data productively, the department needs to be able to access all data in a timely fashion. The format of the current CAD / RMS requires that the vendor extract data.

Although there was an increase in each category in 2010 over 2009, overall numbers decreased since 2006. The number of citations fell by 51 percent, while arrests decreased by 26 percent. The number of calls decreased by 17 percent, while the number of officer responses fell by 11 percent.

Table 4: Annual Change in Records, 2006 to 2010

	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
Calls	24,258	21,605	-11%	22,072	2%	19,154	-13%	20,045	5%	-17%
Responses	29,642	26,920	-9%	27,420	2%	24,349	-11%	26,265	8%	-11%
Arrests	1,208	1,065	-12%	879	-17%	820	-7%	892	9%	-26%
Citations	6,987	5,366	-23%	5,907	10%	3,020	-49%	3,422	13%	-51%

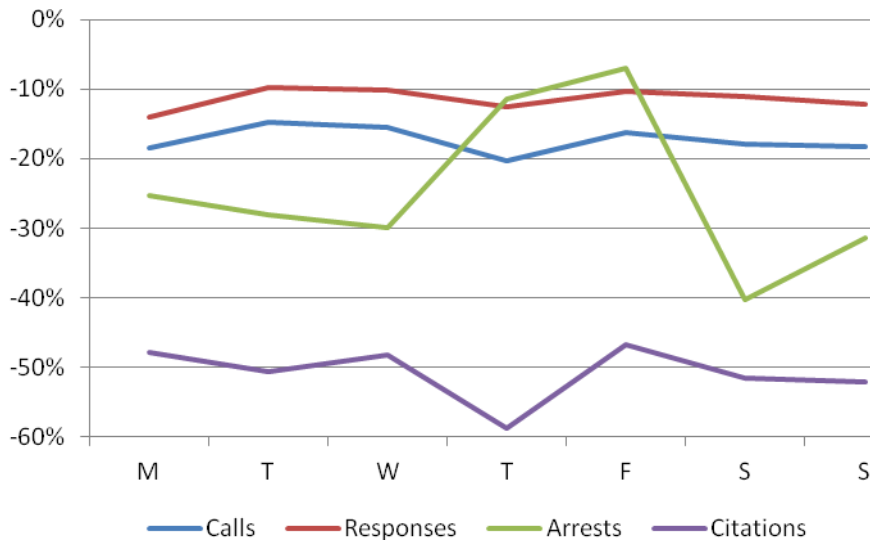
Table 5: Annual Change in Calls by Day of the Week, 2006 to 2010

Calls	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
M	3,113	2,720	-13%	2,940	8%	2,467	-16%	2,540	3%	-18%
T	3,391	3,114	-8%	3,138	1%	2,764	-12%	2,889	5%	-15%
W	3,432	3,166	-8%	3,284	4%	2,790	-15%	2,899	4%	-16%
T	3,632	3,179	-12%	3,236	2%	2,870	-11%	2,894	1%	-20%
F	3,538	3,155	-11%	3,223	2%	2,814	-13%	2,964	5%	-16%
S	3,728	3,296	-12%	3,327	1%	2,947	-11%	3,062	4%	-18%
S	3,424	2,975	-13%	2,924	-2%	2,502	-14%	2,797	12%	-18%

The number of arrests decreased by the least amount on Thursdays and Fridays, and decreased the most on Saturdays. The number of citations dipped the most on Thursdays, while calls and responses decreased relatively evenly across the days of the week.

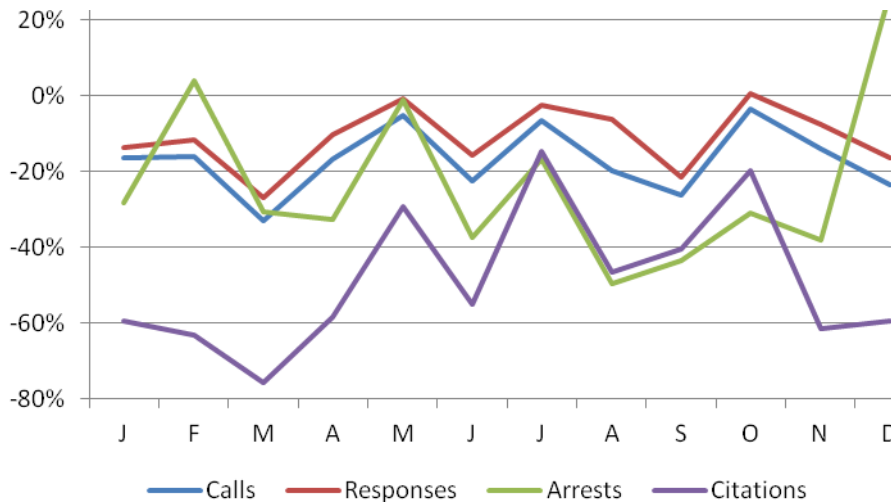
In 2010 versus 2009, Sundays saw a 12 percent increase in the share of calls received, while other days faced only low single-digit increases. Between 2006 and 2010, total calls for each day decreased between 15 and 20 percent, with Thursday experiencing the largest decline.

Figure 1: Percentage Change in Records by Day of the Week, 2006 versus 2010



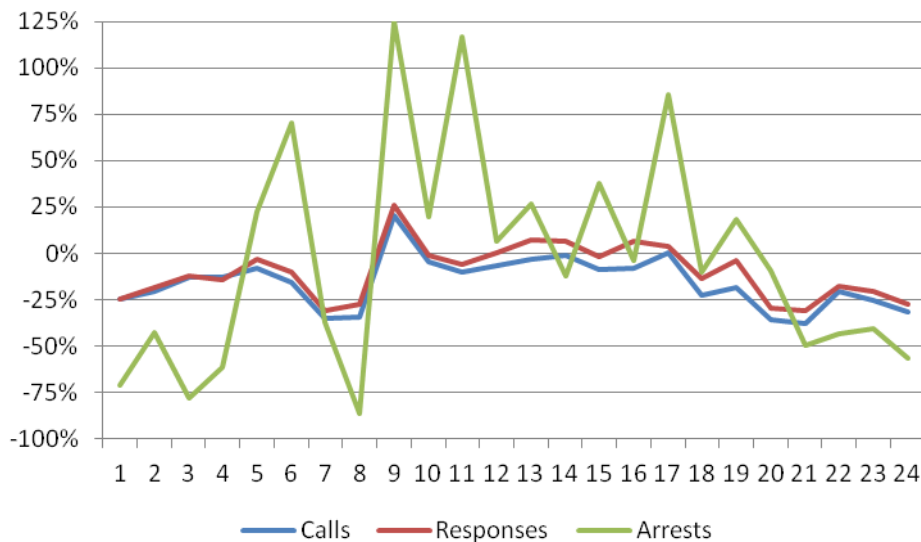
The number of citations decreased the most in March; although November through April recorded the largest level of decreases between 2006 and 2010. Arrests in February and December increased, while calls and arrests experienced their largest decreases in March.

Figure 2: Percentage Change in Records by Month, 2006 versus 2010



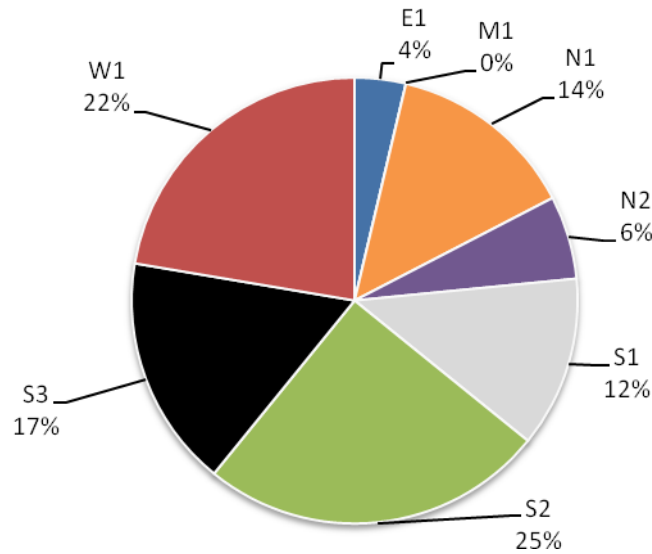
The number of arrests fell by the largest amount in the 8 am hour, decreasing by more than 75 percent. Despite that, overall morning hour arrests increased between 2006 and 2010. The number of calls and responses had their largest decreases in the 7 am and 8 am hours as well as the 8 pm and 9 pm hours, while the only major increase occurred in the 9 am hour.

Figure 3: Percentage Change in Records by Hour of the Day, 2006 versus 2010



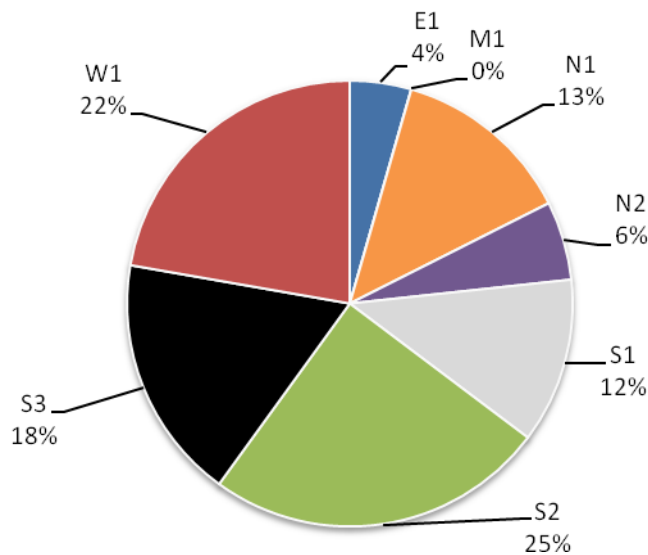
The following charts depict the calls, responses, and arrests by zone for the total 2006 to 2010 period and just for 2010.

Figure 4: Calls by Zone, 2006-2010



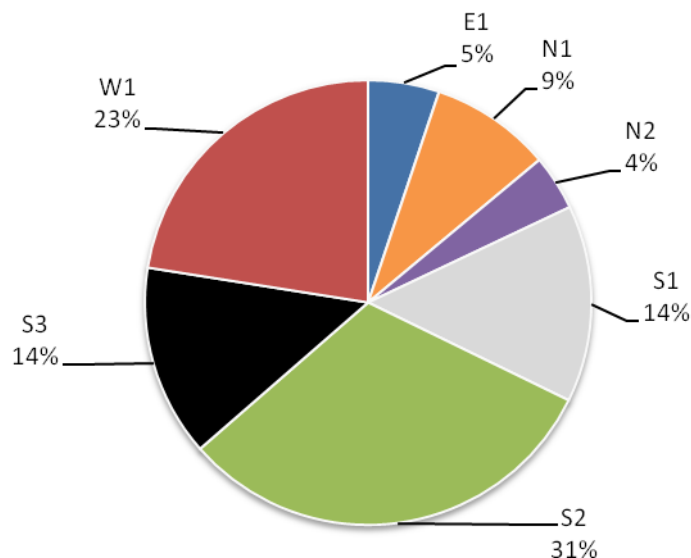
There were 106,100 records between January 1st 2006 and December 31st 2010.

Figure 5: Responses by Zone, 2006-2010



There were 26,051 records in 2010.

Figure 6: Arrests by Zone, 2006-2010



Zone N1 had the largest decrease in calls between 2006 and 2010, despite a five percent increase between 2009 and 2010. Zones S1 and S2 both decreased by a little over 20 percent in the five-year period, although S3 remained relatively even. Zone W1 decreased by 12 percent between 2006 and 2010, but had the largest increase between 2009 and 2010 with a 15 percent gain.

Table 6: Annual Change in Calls by Zone, 2006 to 2010

	2006		2007		2008		2009		2010		2006-2010
Zone	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change	
E1	967	963	0%	661	-31%	633	-4%	710	12%	-27%	
M1	3	1	-67%		-100%	2			-100%	-100%	
N1	3,678	2,980	-19%	2,912	-2%	2,412	-17%	2,540	5%	-31%	
N2	1,317	1,167	-11%	1,572	35%	1,175	-25%	1,172	0%	-11%	
S1	3,132	2,651	-15%	2,383	-10%	2,483	4%	2,481	0%	-21%	
S2	6,319	5,293	-16%	5,436	3%	4,690	-14%	4,859	4%	-23%	
S3	3,531	3,584	2%	3,690	3%	3,492	-5%	3,509	0%	-1%	
W1	5202	4738	-9%	5185	9%	3985	-23%	4592	15%	-12%	

As would be expected given the change in calls, Zone N1 had the largest decrease in responses between 2006 and 2010, despite an eight percent increase between 2009 and 2010. Zones S1 and S2 both decreased by about 20 percent in the five-year period, although S3 increased by 11 percent. Zone W1 decreased by four percent between 2006 and 2010, but had the largest increase between 2009 and 2010 with a 20 percent gain.

Table 7: Annual Change in Responses by Zone, 2006 to 2010

	2006	2007		2008		2009		2010		2006-2010
Zone	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
E1	1,354	1,442	6%	1,085	-25%	949	-13%	1,112	17%	-18%
M1	6	1	-83%		-100%	2			-100%	-100%
N1	4,334	3,576	-17%	3,459	-3%	2,950	-15%	3,178	8%	-27%
N2	1,544	1,399	-9%	1,844	32%	1,386	-25%	1,442	4%	-7%
S1	3,684	3,218	-13%	3,029	-6%	2,981	-2%	3,034	2%	-18%
S2	7,814	6,484	-17%	6,634	2%	5,854	-12%	6,228	6%	-20%
S3	4,470	4,696	5%	4,777	2%	4,767	0%	4,960	4%	11%
W1	6,326	5,858	-7%	6,328	8%	5,063	-20%	6,097	20%	-4%

Arrests in zone N2 dropped by 68 percent between 2006 and 2010, although much of that drop occurred in 2008 and 2010. Zone N2 fell by half over the five-year period, although both S1 and S3 increased by seven percent. The number of arrests in Zone W1 increased by 47 percent in 2010 compared to 2009, despite decreases in the preceding years; overall the number of arrests in that zone increased by 15 percent over the five-year period.

Table 8: Annual Change in Arrests by Zone, 2006 to 2010

	2006	2007		2008		2009		2010		2006-2010
Zone	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
E1	38	88	132%	57	-35%	27	-53%	36	33%	-5%
N1	125	127	2%	42	-67%	67	60%	57	-15%	-54%
N2	56	52	-7%	35	-33%	31	-11%	18	-42%	-68%
S1	132	128	-3%	141	10%	138	-2%	141	2%	7%
S2	455	337	-26%	264	-22%	210	-20%	229	9%	-50%
S3	127	113	-11%	128	13%	159	24%	136	-14%	7%
W1	227	208	-8%	200	-4%	177	-12%	260	47%	15%

Shifts A and C consistently experienced larger decreases in calls, responses, and arrests compared to Shift B, which remained relatively flat for calls and responses between 2006 and 2010 but increased by 27 percent for arrests.

Table 9: Annual Change in Calls by Shift, 2006 to 2010

SHIFT	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
A	7,577	6,685	-12%	6,722	1%	5,957	-11%	5,959	0%	-21%
B	7,515	7,264	-3%	7,776	7%	6,991	-10%	7,191	3%	-4%
C	9,166	7,656	-16%	7,574	-1%	6,206	-18%	6,895	11%	-25%

Table 10: Annual Change in Responses by Shift, 2006 to 2010

SHIFT	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
A	8,738	7,769	-11%	7,864	1%	6,883	-12%	7,089	3%	-19%
B	9,583	9,534	-1%	9,991	5%	9,301	-7%	9,892	6%	3%
C	11,321	9,617	-15%	9,565	-1%	8,165	-15%	9,284	14%	-18%

Table 11: Annual Change in Arrests by Shift, 2006 to 2010

SHIFT	2006	2007		2008		2009		2010		2006-2010
	Total	Total	% Change	Total	% Change	Total	% Change	Total	% Change	% Change
A	367	279	-24%	195	-30%	161	-17%	185	15%	-50%
B	247	307	24%	296	-4%	253	-15%	313	24%	27%
C	548	474	-14%	380	-20%	404	6%	389	-4%	-29%

The next table shows the calls by group for 2010. This table allows for review of the broad categories. The broad categories can be further refined to show incident type by hours and day of the week.

Table 12: Calls by Category, 2010

Call Category	2010	Change from 2006
MV Stopped by Cruiser	3,584	-10%
Patrol-Directed	3,446	29%
Patrol-Check	2,037	5%
Patrol-Radar	1,326	25%
Alarm	947	35%
Fire Department-Medical	621	16%
Patrol-Walk	599	-39%
MV Accident	516	3%
Misc	513	41%
MV Related	493	0%
Assistance-Citizen	441	-24%

Call Category	2010	Change from 2006
Fire Department	402	-2%
MV Assistance	379	-37%
Officer Generated	362	-47%
Administration	345	-30%
MV Suspicious	305	-13%
Complaint-General	300	-29%
Animal	231	-3%
Suspicious Person/Activity	221	-56%
911 Hang Up Call/Issue	164	-50%
Assistance-Authority	157	-50%
Quality of Life	152	63%
NA	150	-3%
Drug/Alcohol in Vehicle	143	-15%
Theft	132	159%
MV Unsafe	128	-7%
Criminal Mischief	108	-4%
House Check	104	49%
Domestic	101	49%
Civil Related	86	72%
Sex Crime Related	82	95%
Juvenile	74	-11%
Burglary	63	58%
Stalking/Harassment	60	-17%
Trespassing	53	179%
Fraud	49	0%
DWI	33	-56%
Disorderly	14	56%
Alcohol	10	-64%
Arrest Related	10	-62%
K-9	10	-84%
Medical Related	9	-31%

The following tables show arrests by category, 2006 – 2010, 2006 compared to 2010 and then by zone.

Figure 7: Arrests by Category, 2006 to 2010

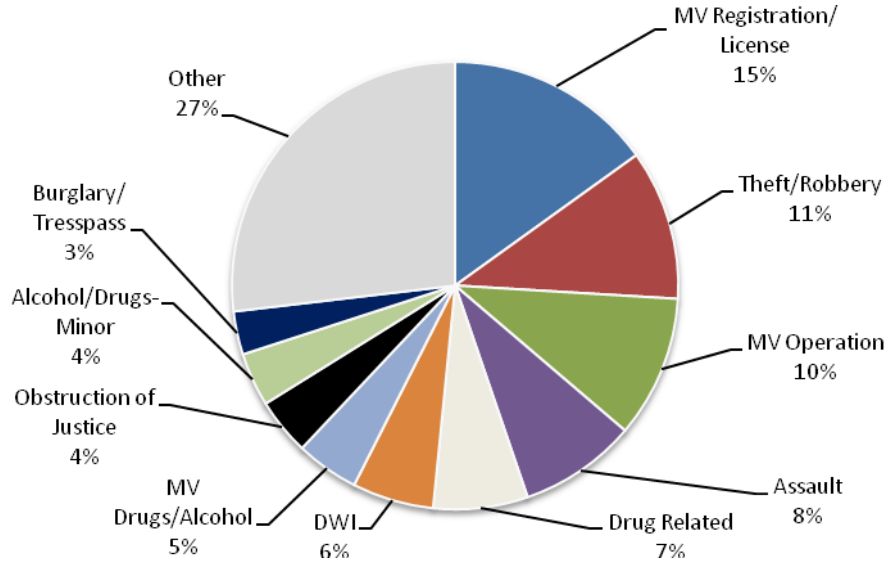


Table 13: Arrests by Category, 2006 versus 2010

Arrest Category	2006	2010	% Change
Theft/Robbery	54	160	196%
Assault	70	99	41%
MV Registration/License	237	76	-68%
MV Operation	168	61	-64%
Drug Related	110	39	-65%
DWI	98	38	-61%
MV Drugs/Alcohol	81	33	-59%
Burglary/Trespass	19	30	58%
Conspiracy	9	30	233%
Bail Violation	21	29	38%
Fraud/Forgery	3	29	867%
Alcohol/Drugs-Minor	56	26	-54%
Obstruction of Justice	53	26	-51%
Criminal Threatening	8	25	213%
Disorderly Conduct	24	18	-25%
Domestic	12	17	42%
Harassment/Loitering	9	15	67%
Animal	1	8	700%
Child/Juvenile Welfare	8	8	0%
Stalking/False Imprisonment	5	8	60%
Sex Crime	1	6	500%
Accomplice		5	-
Alcohol-Protective Custody	35	5	-86%
Arson		4	-
Assist	3	2	-33%
Quality of Life	3	2	-33%
Probation		1	-
Weapon Related	10	1	-90%
Alcohol -Other	6		-100%
Town Ordinance	1		-100%
Misc	57	86	51%

Table 14: Arrests by Category by Zone, 2006 to 2010

Group	Total	E1	N1	N2	S1	S2	S3	W1
MV Registration/License	732	4%	12%	7%	12%	37%	10%	19%
MV Operation	498	4%	12%	5%	11%	35%	14%	19%
Assault	408	7%	10%	5%	11%	27%	25%	15%
Drug Related	333	2%	7%	4%	19%	39%	9%	20%
DWI	287	4%	8%	6%	10%	35%	16%	21%
MV Drugs/Alcohol	222	5%	10%	3%	12%	40%	8%	22%
Misc	191	10%	6%	4%	28%	23%	15%	15%
Alcohol/Drugs-Minor	186	5%	7%	3%	8%	51%	8%	19%
Burglary/Trespass	151	5%	9%	4%	7%	37%	19%	19%
Bail	134	16%	5%	4%	12%	32%	12%	19%
Conspiracy	100	1%	2%	2%	15%	14%	19%	47%
Disorderly Conduct	94	11%	4%	1%	12%	37%	18%	17%
Alcohol-Protective Custody	81	1%	14%	7%	11%	48%	12%	6%
Criminal Threatening	80	15%	4%	3%	15%	33%	13%	19%
Harassment/Loitering	68	10%	3%	3%	10%	26%	16%	31%
Fraud/Forgery	64	3%	3%		48%	3%	17%	25%
Domestic	54	4%	4%	4%	20%	30%	22%	17%
Child/Juvenile Welfare	45	16%	9%	2%	16%	27%	11%	20%
Animal	26	15%	15%		19%	4%	42%	4%
Assist	17		24%	6%	6%	29%	24%	12%
Accomplice	6				17%	17%		67%
Alcohol -Other	6					50%		50%
Arson	5			40%		40%	20%	

In general, the data shows clear downward trends in several areas. To determine the reasons for the changes, additional review is required. However, the trends are clear. The department must take steps to ensure efforts focus on problem areas. Calls have decreased; however, the responses have decreased at a higher rate.

Findings:

- Responses have decreased at a higher rate than the drop in calls.
- The department does not review and use data in a manner that supports deployment and the CAD / RMS systems is out of date.
- The department does not use maps to identify hot spots.

Recommendations:

- Use the data extracted for this study for planning purposes to determine the reason for the changes in data.
- Research other CAD / RMS systems.
- Use maps to identify hot spots and guide deployment.

Survey Results

PSSG conducted four surveys during the study, one each for sworn and civilian department members, one for past members and one for the community. Participation in the department surveys was good; however, community participation was limited. Results from the surveys inform the report findings and recommendations; however, results from the survey alone do not shape the recommendations.

A key theme for the department survey was low morale with 81 % of the sworn members and 62 % of the civilian members reporting low morale.

Both sworn and civilians were dissatisfied with pay, overtime, computers, training and professional development opportunities.

General department member themes in the comments point to a lack of faith in the administration, the desire for additional training, a desire for additional community policing, and a need for a change in how officers bid for shifts. Both civilians and sworn members note the current relationship between the department and Police Commission requires change. Comments include the desire for less micro managing and daily oversight, discontinuance of officers being able to go directly to the Police Commission and the Police Commission to pay attention to all community members, not just a few that try to become involved in day to day decision making.

Of the community members who responded to the survey 57 % report being either satisfied or extremely satisfied with the department. For those that called the department for any reason, 51 % were either satisfied or extremely satisfied with the services of dispatch and 56% with the services of the officer. There was little agreement on the exact services expected from the police department; one exception was in the area of underage drinking for which 85% believed should be a priority area.

General community comments about the department vary widely from being in support of the administration, to displeasure with the administration, the Police Commission and the officers. Individuals have thoughts on the SRO, Traffic Safety, and staffing. The vast differences point to a department that does not have a strategic plan and does not have a close or positive working relationship with the community.

Conclusions

The Hooksett Police Department is experiencing several issues, scrutiny by some community members, low morale, lack of leadership and negative media attention. In recent history there have been lawsuits affecting the operation of the department. The culture of the department is poor with lack of trust evident at all levels.

Despite the conflicts, members of the department are committed to improving conditions and changing the department image. For a number of years the department has suffered from limited training, career development, lack of mentoring, and the implementation of an ineffective discipline system contributing to low morale.

Administratively, the department lacks a strategic plan, proper policies and procedures, an effective budgeting and equipment tracking process, and a productive discipline and evaluation system. Management has done little to foster positive relationships in the community.

The following are critical to an improved future for the Hooksett Police Department:

- Re-engineering of the organizational culture
- Creation of a strategic plan
- Review and updating of the policies and procedures
- Development of proper discipline and performance management process
- Creation of a career development process that includes appropriate training
- Streamlining of the organizational chart

These key areas will begin the process of change; however, given the level of turmoil in the department and community, the current staff cannot oversee implementation of the recommendations without additional support. Retirements and resignations have left a gap in the command staff and the department in general does not trust or have faith in the chief.

In an effort to stabilize the department and create the change needed, PSSG suggests that the Police Commission hire a management team to transition the department. Working on a contractual basis, the team will be responsible for the implementation plan, allowing the current sworn personnel to work on patrol and detective levels. The process will include department members helping to shape the future of the department while ensuring response to calls for services and providing community assistance remain a priority.