

SOMERVILLE, MASSACHUSETTS

Management Study of the Police Department

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EXECUTIVE SUMMARY

This *Management Study of the Somerville Police Department* was conducted by MMA Consulting Group, Inc. The study examined the Police Department's organization, staffing, management functions, field operations, support services and related functions.

The review of the Somerville Police Department required the consulting team to make several visits to the City to meet with staff of the Police Department and members of the community to discuss public safety needs and expectations in Somerville. Consultants reviewed policies, procedures, practices, equipment and facilities of the Police Department and analyzed the Department's organizational structure, internal communications, internal affairs, communication with the public, distribution of personnel, patrol strategies, investigation strategies and techniques, training, promotional processes, staff development practices, police records management, Department equipment, and related functions.

The purpose of this report is to assess the entire organization and the functions of the organization. There are many statements and presentations of details which may be viewed as uncomplimentary; however, these observations should not be viewed as criticisms of individual officers. The consultants' focus and concern is the presentation of a plan for the long-term benefit of the organization. The Somerville Police Department has many dedicated men and women who are sincerely interested in providing quality services to the community and desire to work for an effective police organization.

This report contains many recommendations for change and improvement; the focus of the report is not on finding fault or assigning blame, but rather on taking those steps which are needed to bring the Department to the level of operational readiness and customer service which the public deserves.

This report contains 82 significant recommendations which, if implemented, should enable the Police Department to continue to respond to citizen requests for service and provide an acceptable level of public safety to the residents of Somerville in the future. Primary findings of this analysis include:

- The Police Department does not make effective use of existing resources. The Department is not organized or managed in a manner that ensures the efficient delivery of police services.
- The Department exists and operates exclusively in a reactive mode. There is no proactive planning.
- Many personnel within the Police Department are demoralized and frustrated, resulting in low productivity.
- The Department does not engage in effective or systematic community outreach.
- Community policing, as a philosophy, has not been integrated into the fabric of the Police Department. The current Community Policing Program is the function of one unit of officers, while the rest of the Department continues to practice policing the way it had always been done.
- Internal communications within the Police Department are not adequate.
- Training is not adequate.
- There is a lack of accountability in the Department.

The recommendations in this report cover a full range of management and operational issues. Some of the primary recommendations in this report are highlighted below:

- *Reorganize the Department.* The organizational structure of the Police Department should be altered to strengthen the chain of command and accountability. The organizational change will result in the establishment of:
 - › The new position of Deputy Police Chief. The Deputy Chief should be an exempt rank position.
 - › Four divisions, including Patrol Division, Criminal Investigations Division, Community Services Division and Technical Services Division. Each division would be commanded by a captain, reducing the number of captains from seven to four.
 - › A new organizational unit, the Office of Professional Standards, with responsibility for internal affairs investigations, an affirmative program of staff inspections and quality control.
 - › The Technical Services Division, a Communications Unit and an Information Services Unit which would integrate all communications personnel and reception personnel officially into the Police Department.
- *Remove the position of Chief of Police from Civil Service.*
- *Develop a plan to adopt a new staffing and rank structure model for the Police Department.* The recommended staffing model for sworn personnel is summarized on the following page.

RECOMMENDED STAFFING MODEL (SWORN PERSONNEL)

Rank	Current Rank Structure	Proposed Rank Structure
Chief of Police	1	1
Deputy Chief	0	1
Captain	7	4
Lieutenant	12	9
Sergeant	18	18
Police Officer	101	79
<i>Total</i>	<i>139</i>	<i>112</i>

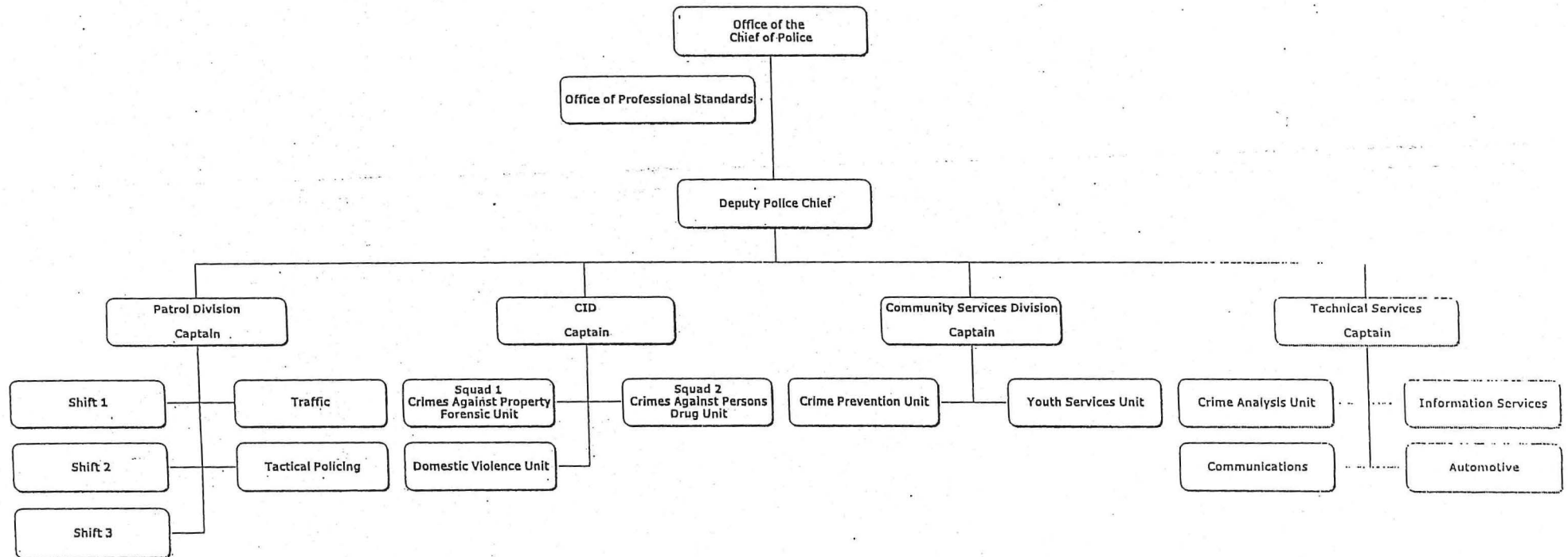
- *The Department's composition is recommended to include 112 sworn personnel and 33 civilian personnel.*
- *The Department should develop a five to seven year staffing and attrition plan. This staffing and attrition plan should gradually introduce the recommended staffing model. This plan should ensure that incumbent employees are protected and allow the Department to develop a plan to diversify the workforce.*
- *The Community Policing Program should be redesigned. The community policing philosophy should be integrated into the entire Police Department as an essential part of all operations.*
- *The Police Department leadership should engage in an assertive community outreach effort. This effort should include the Chief and principal command officers, as well as other members of the Department. This effort should entail:*
 - *Meeting with community organizations representing various ethnic, racial and cultural groups, and engaging in continuous communication with the leadership of these groups.*

- › The outreach effort should include efforts to diversify the Police Department by using Civil Service selective certification procedures and Personnel Administration Rules which help enhance diversification.
- *A citizens' police advisory committee should be established.* This committee should be a mechanism for gathering community input for the Police Department. The intent of this committee is to ensure communication between the Police Department and the community.
- *A process for improving internal communication should begin immediately.* This will require the institution of weekly staff meetings for the command staff, divisional staff meetings and other procedures.
- *Revise Departmental policies and procedures and rules and regulations.* A task force of members from throughout the Department should be formed to begin the process of revising rules and regulations.

On the following pages, two charts are presented. The first presents the proposed organization of the Somerville Police Department. The second lists each of 82 major recommendations in the order they are presented in this report, along with assigned priorities and the anticipated result of implementation.

SOMERVILLE, MASSACHUSETTS POLICE DEPARTMENT

PROPOSED ORGANIZATION



RECOMMENDATIONS

	Recommendation	Priority	Result
II-1	Reorganize the Police Department.	2	Achieve greater accountability.
II-2	Develop a new Police Department staffing model to revise the rank structure and use civilian personnel to perform non-sworn functions.	2	Create a stronger chain of command and more effective use of resources.
II-3	Develop an attrition and staffing plan.	1	Develop a transition plan from the current structure to the new structure.
III-1	The Chief of Police should take steps to train staff and delegate the budget preparation process to all division and unit commanders. Division and unit commanders should be involved in the budget preparation process and be held accountable for those funds allocated to their respective units and divisions.	2	Enhance command officers' involvement in and commitment to the planning and management process.
III-2	The Chief of Police should form a planning committee that will meet on a regular basis for the purpose of both strategic and tactical planning. Strategic planning efforts should be directed toward identifying long-term and short-range goals for the Department, while tactical planning efforts should focus on making the Department more capable of dealing with emergencies when they occur.	2	Make the Department more capable of anticipating and dealing with problems.
III-3	All contingency plans should be reviewed and updated regularly. All members of the Department should receive annual training in selected tactical plans so that they fully understand their role in them.	3	Ensure that all plans are maintained in a state of readiness and reflect new and changing conditions.
III-4	The Chief of Police should initiate weekly staff meetings with top command officers. These meetings should follow a set agenda and minutes of the meetings should be recorded and disseminated, as necessary, to all personnel.	1	Improve internal communications.
III-5	The Chief of Police should direct all division commanders to hold divisional staff meetings on a regular basis for the purpose of discussing emerging problems and sharing necessary information.	3	Improve internal communications and inter-divisional coordination.
III-6	The Chief of Police should conduct semi-annual meetings with all supervisory and command personnel for the purpose of providing information and soliciting suggestions on policy and procedural matters.	1	Improve internal communications; allow supervisory and command officers the opportunity to contribute to policy-making.

	Recommendation	Priority	Result
III-7	The Chief of Police should meet at least annually with all personnel for the purpose of answering questions and soliciting their ideas and suggestions on all pertinent topics.	2	Improve internal communications; allow members of the Department to have a voice in decisions.
III-8	The Chief of Police should take steps to reorganize and rewrite all policies and procedures and rules and regulations. A task force, consisting of representatives of all Department ranks and assignments, should be appointed. Once completed, revised policies and procedures and rules and regulations should be submitted to the police union for comment.	2	Improve the written directives system; ensure that it is consistent and reflects current practices and procedures.
III-9	The City should make it a top priority to remove, through negotiation, any language in the union contract that inhibits the ability of the Chief of Police to adopt policies and procedures for the Police Department.	1	Restore necessary management authority to the Chief of Police.
III-10	The Police Department should be encouraged to resume periodic hosting of training programs, including entrance level and in-service.	3	Improve relationships with other law enforcement and criminal justice agencies.
III-11	The Chief of Police should take an active role in working with other agencies to exchange information and resources relative to areas of mutual concern.	1	Improve the working relationship between the Department and other law enforcement and criminal justice agencies.
III-12	Each command officer should be encouraged to participate in a local community organization or civic activity to promote harmonious relations between the Police Department and the community.	2	Enhance the credibility, status and reputation of the Department in the community.
III-13	The Police Chief should begin an aggressive outreach program to ensure that the entire community is served. The Department should be a regular participant at community meetings and community events. The Chief of Police should lead this effort.	1	Enhance the credibility, status and reputation of the Department in the community.
III-14	The City of Somerville should establish a Citizens' Advisory Council to engender communication between the Police Department and the community. The Council should represent various segments of the community.	1	Enhance the credibility, status and reputation of the Department in the community.

	Recommendation	Priority	Result
III-15	City officials should take steps to remove the position of Chief of Police, and the proposed position of Deputy Chief, from Civil Service and engage in recruitment and selection methods that will ensure that only the most qualified and suitable candidates are appointed to these positions in the future.	1	Provide for the appointment of the best persons to fill the positions from the widest possible pool of applicants.
IV-1	The Police Department should make use of selective certification processes to employ personnel with needed language skills. As part of this process, the Police Department should participate in aggressive outreach efforts to encourage members of minority groups to take Civil Service examinations.	2	Diversify the workforce; increase the skill base of the Department.
IV-2	The City of Somerville should petition the HRD to delegate the promotional examination process to include a combination of written examination and structured oral examination for sergeants and assessment centers for lieutenants and captains. (See text for examples of cities and towns that have used this approach.)	2	Identify skills and abilities during the examination process.
IV-3	The Chief of Police should be directed to contract for the design of a performance evaluation system and assistance with its implementation. The system should provide minimum standards of performance for all positions in the Department. This same system should provide incentives for officers to excel as well as penalties for those who fail to maintain minimum standards of performance.	1	Establish performance standards for all ranks and assignments; restore accountability in the Department.
IV-4	The position of Training Director should be placed organizationally within the Office of Professional Standards.	2	Ensure unity of command; place greater organizational emphasis on the training function.
IV-5	The primary focus of the Training Director should be the development, coordination and management of the training efforts.	2	Provide added emphasis on the training function; upgrade the quality of training.
IV-6	The Training Director should be responsible for the development and management of the training budget, consistent with the Department's Annual Training Plan.	2	Ensure that training meets the needs of the Department.
IV-7	The Department should take steps to computerize all Departmental training records. Additionally, training records of all personnel should be placed in their personnel files.	3	Maintain better records of training and make them more accessible.

	Recommendation	Priority	Result
IV-8	The Chief of Police should be directed to create a Field Training Officer program. Only those motivated and proven performers should be selected to serve as Field Training Officers, and they should receive compensation for accepting this additional responsibility. To be effective, this program must include a meaningful performance evaluation system with the options for re-training and, if necessary, termination of the probationary officer. The Patrol Division commander should have responsibility for supervising the FTO program.	1	Enhance the quality of training provided to police recruits and ensure that new officers successfully complete the probationary period.
IV-9	The Training Director should use all available data to identify training needs on a continuing basis. Ongoing monitoring of use of force, Departmental accidents, citizen complaints, and procedural errors are measures of training needs. Copies of all reports pertaining to these incidents should be automatically forwarded to the Training Director.	2	Ensure that training accurately reflects the needs of the Department and enhances individual officers' skills and abilities.
IV-10	The Department should adopt a "use of force continuum" outlining the proper escalation of force appropriate to the level of resistance encountered.	1	Provide specific guidelines on the use of force and reduce the legal liability of the City when force is used.
IV-11	Attendance at annual in-service classroom training should be mandatory for all members below the rank of captain. Command-level training should be made available at least annually for senior ranks.	3	Ensure that all personnel are kept current on changes in law, policy, procedure or technology that affect the performance of duties.
IV-12	The Chief of Police should ensure that all sworn members of the Department successfully complete a firearms combat qualification course to include night firing (simulation or actual) on a semi-annual basis. Certified instructors should conduct this training. Persons failing to post a qualifying score should not be permitted to work in an enforcement capacity until they qualify with the service weapon.	1	Reduce the legal liability of the City in the event an officer resorts to deadly force.
IV-13	The Department should take the lead in hosting a region-wide training officers' meeting. The goal would be to exchange ideas and resources in the training arena. Ultimately, periodic meetings should result in increased training opportunities for all concerned.	3	Maintain effective working relationships with other law enforcement and criminal justice agencies.
IV-14	Those persons whose promotion in rank is imminent should be scheduled for advanced training in leadership development.	3	Enhance the skills of persons elevated to positions of higher authority.

	Recommendation	Priority	Result
IV-15	The training unit should publish periodic "training bulletins" to update the force on all topical issues.	3	Keep all personnel abreast of opportunities.
IV-16	Roll call training should be an ongoing activity. Five to ten minute blocks of instruction can be used to keep officers current on many issues, including law updates and procedural changes.	3	Enhance the knowledge and proficiency of patrol officers and supervisors.
IV-17	An annual training plan should address the training goals and objectives of the Department. This document should be disseminated and posted conspicuously.	2	Upgrade the overall level and quality of the training program; enable the Department to plan for future training needs.
IV-18	Opportunities for training should be posted, read at roll calls, and included in training bulletins. All personnel should be permitted to apply. Recommendations from superiors, performance of applicants and the overall benefit to the agency should be factors in determining who is selected to participate.	3	Upgrade the level of specialized training available to all members of the Department.
IV-19	A revised internal affairs investigation process should be adopted which will ensure investigation of police misconduct.	1	Engender public respect for the Department.
IV-20	The Chief of Police should take steps to hold all members of the Department accountable for their own acts and supervisors accountable for the actions of their subordinates.	1	Increase responsiveness of the Department.
IV-21	Individual supervisors and unit commanders should be required to conduct daily inspections of personnel, equipment and facilities to ensure compliance with existing policies and procedures and that discrepancies are noted. Disciplinary action should be taken against violators, when appropriate.	1	Ensure accountability in the Department and enforce the responsibilities of supervisors.
IV-22	The Office of Professional Standards should be charged with responsibility for conducting periodic staff inspections and for noting discrepancies along with proposing recommendations for corrective action.	2	Ensure accountability in the Department.
IV-23	The Chief of Police should continue his initiative to implement a policy to curtail the abuse of sick leave and impose penalties on those who are found to violate the policy.	2	Make effective use of resources.
IV-24	The Chief of Police should be directed to create a procedure for implementing the employee drug testing procedures provided for in the current labor contract.	1	Ensure integrity in the Department.
V-1	The Patrol Division should be reorganized.	1	Achieve greater efficiency and coordination of operations.

	Recommendation	Priority	Result
V-2	The position of "inside man" should be eliminated.	1	Increase operational efficiency and make better use of available resources.
V-3	The Department should consider alternative scheduling arrangements to make the most efficient and effective use of available personnel.	3	Provide a better fit between available personnel and demands for police services.
V-4	The Department should promote a more proactive patrol methodology which encourages officers to use their own initiative to seek out and resolve problems in their assigned areas.	3	Upgrade the level and quality of police services to the community; hold officers accountable for their actions.
V-5	Future collective bargaining negotiations should focus on the elimination of seniority as it relates to the area of assignment.	1	Allow management greater flexibility in assignment of personnel.
V-6	The City should consider authorizing between one and three canine units to be assigned to the patrol force to enhance its patrol capability.	3	Upgrade and enhance the level and quality of police services.
V-7	The Police Department should be encouraged to either develop its own Strategic Response Team or join with other communities in a regional Strategic Response Team that will allow it to be able to respond effectively to strategic emergency situations.	3	Make the Department better prepared to deal with emergency situations.
V-8	The existing Community Policing Division should be eliminated and replaced with the Community Services Division.	1	Make the Department more efficient and responsive to community needs.
V-9	The Traffic Division should be abolished and reconstituted as the Traffic Unit within the Patrol Division.	1	Increase organizational efficiency; promote greater operating effectiveness.
V-10	The Traffic Unit commander should be charged with the development and implementation of a selective enforcement program.	2	Make the traffic enforcement program more responsive to the needs of the community.
V-11	The Patrol Division commander should take steps to ensure that all members of the Patrol Division participate in the selective enforcement program.	3	Enhance the overall quality and level of the traffic enforcement program.

	Recommendation	Priority	Result
V-12	The Chief of Police should issue a policy requiring that all officer-involved accidents are investigated by members of the Traffic Unit, or by an outside police agency.	2	Provide integrity in the investigation of officer-involved accidents; hold officers responsible for their actions.
V-13	The commanding officer of the Criminal Investigations Division should be directed to implement a case management system which will ensure that cases are properly screened on their merits before being assigned to detectives and that an adequate case load is maintained by each detective.	2	Provide better management controls of case assignment; improve operating efficiency and effectiveness in criminal investigation.
V-14	The Chief of Police should implement a policy calling for the uniformed patrol officer to conduct the preliminary investigations and take the initial report on all cases assigned to his or her area of responsibility. Detectives should be called only when the case is of sufficient gravity to warrant immediate intervention by detectives.	1	Enhance the role of patrol officers; improve the level and quality of criminal investigation.
V-15	Detectives should be required to submit daily work logs showing the cases worked, the actions taken, and the time allocated to each case, to allow monitoring of performance.	2	Ensure greater accountability among investigators; provide better tracking of cases.
V-16	Detective sergeants and lieutenants should be responsible for monitoring and evaluating the work of the personnel assigned to them and assisting in investigating selected cases.	2	Provide better unity of command; enhance coordination of operations.
V-17	The Domestic Violence Unit should continue to be part of the Criminal Investigations Division.	1	Maintain coordination of operations.
VI-1	The 911 center should be placed organizationally within the Technical Services Division and should be staffed with a communications manager, three communications supervisors and eight communications operators.	1	Achieve greater unity of command, better supervision of personnel and improved coordination of operations.
VI-2	The 911 center should be included in the Police Department operating budget.	2	Ensure greater accountability and control of communications center operations.
VI-3	The Police Department should not use uniformed police personnel on an overtime basis to fill vacancies in the 911 center.	1	Reduce unnecessary costs in staffing the communications center.

	Recommendation	Priority	Result
VI-4	The Department should provide one week of formal training to all newly-employed 911 center personnel. Regular in-service and refresher training should be provided to all 911 center personnel on an annual basis.	2	Improve the caliber of communications services and enhance the skills of communications personnel.
VI-5	The Department should immediately develop a resource bank of civilian translators. Shift commanders should be authorized to use the ATT Language Line.	1	Improve responsiveness to the public.
VI-6	The Department should address several administrative and physical features associated with the communication operations.	1	Improve safety of emergency personnel.
VI-7	The Police Department should be authorized to employ the services of a qualified consultant to assist in designing a centralized records system to include all criminal and traffic records maintained by the Department.	1	Enable the Department to operate an effective centralized record system.
VI-8	The Department should be authorized to purchase a new computer system to support the centralized record system and be compatible with the existing Computer-Aided Dispatch System.	1	Improve the overall level and quality of information maintained, collected, and stored.
VI-9	The two officers assigned to the records section should be reassigned to uniformed patrol duties and replaced by qualified clerical personnel.	1	Improve the operating efficiency of the Department
VI-10	Uniformed patrol officers should be required to take reports on all offenses brought to their attention and uniform guidelines should be established detailing when incident reports are to be taken.	2	Improve the level and quality of the record-keeping and data collection process and the quality of criminal investigation.
VI-11	Supervisors should be required to review and approve all reports prepared by their subordinates and unacceptable reports should be returned to the reporting officer for correction.	2	Improve accountability among officers and supervisors.
VI-12	The Department should acquire the capability of allowing officers to use their laptop computers to prepare their reports in order to improve their operating efficiency.	2	Increase operating efficiency; improve the level and quality of information contained in the records system.
VI-13	The position of warrant officer should be retained. Uniformed patrol officers should be expected to assist in warrant service.	3	Increase the effectiveness of the warrant service process; make better use of the time of patrol officers.

	Recommendation	Priority	Result
VI-14	The Chief of Police should issue a written directive outlining security procedures for the police facility and designating specific responsibilities for maintaining those procedures.	1	Improve the level of security within the police facility; make all personnel responsible for observing security procedures.
VI-15	Supervisory personnel and command officers should be held responsible for lapses of security that are discovered in their area of responsibility.	1	Improve the level of security within the police facility; make all personnel responsible for observing security procedures.
VI-16	Line and staff inspections should be conducted periodically to ensure that all necessary security procedures within the police facility are properly observed.	2	Improve the level of security within the police facility; make all personnel responsible for observing security procedures.
VI-17	The City should continue planning for the construction of a new police facility to meet the needs of the Police Department.	1	Provide a more efficient and business-like working environment.
VI-18	The Police Department should develop a long-range capital equipment plan for the specific purpose of identifying long-range computer and computer-related needs, obtain the funding to support the plan, and implement the plan so that the most efficient use of available resources can be achieved. The plan should be in accordance with the recently developed City-wide plan.	2	Upgrade the quality of equipment used by the Police Department and forecast future needs.
VI-19	A similar multi-year plan for the acquisition of all other equipment, including copy machines, telephones, crime scene kits and surveillance equipment, should be developed, funded and implemented.	3	Provide needed equipment for the Police Department.
VI-20	The Chief of Police should issue a written directive reinforcing the responsibility of each member of the Department to be responsible for the equipment entrusted to his or her use and providing sanctions for those who are discovered to be guilty of willfully damaging equipment.	2	Improve the care and maintenance of equipment; make each officer and supervisor responsible for equipment.
VI-21	The City should continue to develop a capital equipment budget which would provide for the purchase and replacement of police cars on a regular basis and would further ensure that police cars are replaced when they are no longer serviceable.	2	Enhance the planning process; provide for the delivery of capital equipment to the Department in a more systematic manner.

	Recommendation	Priority	Result
VI-22	All motorcycles should be assigned to the Traffic Unit. Those not needed for use by traffic officers should be eliminated.	3	Make better use of available equipment.
VI-23	All officers, including detectives and supervisors, who have a vehicle assigned to them, should be required to inspect the vehicle at the beginning of each shift and note any damage or operating problems requiring attention. Supervisors should be notified immediately when any new damage or mechanical condition that was not previously reported is detected.	2	Make all personnel more accountable for the equipment under their care and custody.

This report contains an Executive Summary, eight chapters and an Appendix. *Chapter I* describes the consultants' approach to conducting the study and contains background information about the City of Somerville and the Somerville Police Department.

Chapter II examines organization and staffing issues and suggests a significant change in the organization of the Department and its rank structure. A new organizational structure is proposed and specific staffing recommendations are presented.

Chapter III discusses numerous issues relating to the management of the Department and contains a number of recommendations for improvement in internal communications, external communications, planning, civil service and the position of Police Chief.

Chapter IV focuses on personnel management, discipline and accountability of personnel. Training and promotional practices are also discussed.

Chapter V addresses the key issues of police services, including patrol, traffic enforcement, criminal investigation and community policing and suggests several ways in which these basic services can be improved.

Chapter VI discusses the key function of support services. In this chapter, a broad range of subjects are discussed, including vehicle maintenance, records, data processing, crime analysis and evidence processing

and control. This chapter also contains a number of recommendations for improvement.

Chapter VII presents the results of an employee attitude survey.

Chapter VIII contains a plan of implementation which is intended to assist City officials in implementing the recommendations contained in this report. Each major recommendation is presented with a suggested priority assigned by the consultants and the anticipated result of implementation. Additional comments are made with respect to an implementation process.

The Appendix to the report presents the results of a survey of the City's business community conducted with the assistance of the Somerville Chamber of Commerce.

I. INTRODUCTION

This report presents the findings, conclusions and recommendations resulting from a management study of the Somerville Police Department conducted during June through November 2000. The study examined the Police Department's organization, staffing, management functions, field operations, support services and related functions.

The study was conducted by a team of consultants with extensive practical experience and knowledge of municipal police operations, municipal management, and human resource management. To complete the study, interviews were conducted with members of the Police Department, City officials and community representatives. In addition, interviews were conducted with representatives of other municipal police agencies and state and federal law enforcement and criminal justice agencies to obtain their views of the operations of the Somerville Police Department. During the course of field work, notices of consultant presence were posted with telephone numbers to allow any member of the Department to reach consultants. As site work was concluded, a letter was distributed to all sworn personnel of the Police Department providing personnel with an opportunity to make further comments.

Members of the study team also rode with police officers and supervisors as they performed their regular duties. Numerous department records and documents were examined, including policies and procedures, budgets and annual reports, activity data, computer-generated reports, and records relating to employee leave and other duty absences.

A confidential employee survey was designed to elicit the opinions of members of the Department covering a variety of issues, including operations, facilities, equipment and leadership. Each member of the Department was provided with a survey and a stamped, self-addressed envelope allowing the member to complete the survey and return it to MMA Consulting Group, Inc. The survey included a telephone number to allow any member of the Department to contact the consultants. Respondents were not asked to identify

themselves and were assured that individual responses would remain confidential. Sixty-three percent of the sworn members of the Department returned completed surveys; the results are summarized in Chapter VII of this report.

During the course of a management study, the practices of the organization under review are often compared to well-established standards, or benchmarks. When conducting a study of a police department, in particular, there are several other principles, which are always considered, including:

- The delivery of public service is, or should be, the department's primary and overriding goal. All other goals should be secondary.
- A police department must be staffed, organized and managed to serve the needs of the particular community. No single formula for staffing, organizing or managing a police department can apply equally well to different police departments.
- Management is more art than science. The successful management of a police department requires not only the application of textbook principles and well-established theories of behavior, but the employment of common sense and consideration for the views of others.
- A police department must be capable of growth and development in order to meet new and changing demands. The environment in which policing is conducted is constantly changing; police departments must adapt and respond to these changes.

It is also important to consider that no organization is perfect and never will be. All organizations, regardless of type or purpose, suffer from weaknesses and must, from time to time, be reevaluated and examined for the purpose of determining changes needed to make them more responsive to the needs of their constituency.

Background Information

The City of Somerville has an estimated population of 74,100 and occupies 4.2 square miles, resulting in a density of 18,543 persons per square mile. It is located in Middlesex County and shares boundaries with Arlington, Cambridge, Boston, Medford and Everett.

The City of Somerville is located four miles from downtown Boston and 3.5 miles from Logan Airport. It is served by Routes 16, 28 and 38 and Interstate Route 93, which passes through the eastern portion of the City.

Somerville was incorporated as a town in 1842 and as a city 30 years later. It operates under a Mayor-Council form of government, with an elected Mayor serving as the chief executive officer of the City and an eleven-member Board of Aldermen serving as the City's legislative body.

As of October 28, 2000, the Somerville Police Department had 139 commissioned officers and ten civilian personnel. In addition to the Chief of Police, the Department has seven captains, 12 lieutenants, 18 sergeants and 101 police officers. The Somerville Police Department operates with a current budget of \$9,897,128, which reflects an increase of 19.1 percent since 1997. Police staffing comparisons for other communities in Massachusetts in the same population range are shown in Exhibit 3.

According to the Department's records, serious crime in the City has declined in recent years. The 1999 Annual Report of the Police Department stated that the crime rate in the City had declined for seven consecutive years. As shown in Exhibit 4, serious crime declined by 27 percent between 1996 and 1999. As shown in Exhibit 5, the crime rate in Somerville in 1998, which is the most recent year for which this data was available from the Commonwealth, was lower than the average for cities in Massachusetts in the same population range.

EXHIBIT 1
COMMUNITY COMPARISONS

Community	Pop. 1998	EQV per Capita	Annual Police Exp. FY '99	Annual Municipal Exp. FY '99	Police as Percent of Total Exp.
Brockton	93,173	\$35,558	\$12,020,677	\$177,885,991	6.76
Cambridge	93,352	\$134,591	\$18,758,588	\$276,204,623	6.79
Fall River	90,654	\$31,140	\$12,591,345	\$139,407,390	9.03
Framingham	64,646	\$78,404	\$7,469,949	\$121,881,891	6.13
Lynn	81,075	\$36,791	\$11,602,840	\$176,610,164	6.57
Medford	55,981	\$65,202	\$7,393,149	\$86,195,566	8.58
Newton	80,345	\$149,587	\$11,048,480	\$165,318,888	6.68
New Bedford	96,353	\$29,147	\$15,135,502	\$173,315,979	8.73
Quincy	85,752	\$63,350	\$15,897,685	\$160,259,472	9.92
Waltham	58,540	\$93,125	\$9,675,619	\$97,525,380	9.92
Somerville	74,100	\$64,276	\$9,099,385	\$169,004,986	6.82
<i>Average</i>	<i>93,852</i>	<i>\$79,255</i>	<i>\$13,708,938</i>	<i>\$203,285,543</i>	<i>7.91</i>

Source: Commonwealth of Massachusetts, Department of Revenue, Division of Local Services, *Municipal Data Bank*

Note: Equalized valuation per capita based on proposed 2000 EQV. Expenditures exclude capital outlay. FY '99 data reflects most recent data from *Municipal Data Bank*.

EXHIBIT 2
SOMERVILLE, MASSACHUSETTS
POLICE EXPENDITURES 1997-2000

Category	FY '97	FY '98	FY '99	FY '00	% Change
<i>Salaries & Benefits</i>	\$8,033,731	\$8,445,721	\$8,401,523	\$9,556,208	19.0%
<i>Operations</i>	\$273,919	\$273,919	\$273,919	\$340,920	24.5%
<i>Total</i>	\$8,307,650	\$8,719,640	\$8,675,442	\$9,897,128	19.1%

Source: City of Somerville

Note: The Somerville Police Department does not have a budget category for capital expenditures.

EXHIBIT 3

POLICE STAFFING COMPARISONS

Community	Pop. *	Full-time Sworn Officers	Full-time Sworn Officers (per 1,000 pop.)	Full-time Police Personnel	Full-time Police Personnel (per 1,000 pop.)	% Civilian Personnel
Dorchester	92,788	189	2.0	217	2.3	12.9%
Cambridge	95,802	267	2.8	303	3.2	11.9%
Woll River	92,703	240	2.6	282	3.0	14.9%
Cambridge	64,989	117	1.8	130	2.0	10.0%
Wynn	81,245	191	2.4	209	2.6	8.6%
Bedford	57,407	111	1.9	116	2.0	4.3%
New Bedford	99,922	264	2.6	307	3.1	14.0%
Weymouth	82,585	158	1.9	181	2.2	12.7%
Worcester	84,985	222	2.6	252	3.0	11.9%
Medford**	76,210	139	1.8	149	2.0	6.7%
Waltham	57,878	144	2.5	159	2.7	9.4%
Average (excluding Somerville)	81,030	190	2.3	216	2.6	11.1%

Source: Massachusetts State Police, *Police Employment in Massachusetts*, 1998

* Population data varies from Exhibit 1; population data included as reported by the State Police.

** Somerville numbers are accurate as of 10/28/2000.

EXHIBIT 4

SOMERVILLE, MASSACHUSETTS 1996-1999
SERIOUS CRIME TRENDS

Offense	1996	1997	1998	1999	Percent Change
Murder	2	1	1	0	-100.0%
Rape	12	12	19	17	41.7%
Robbery	108	80	57	52	-51.9%
Aggravated Assault	333	232	207	101	-69.7%
<i>Sub-total</i>	455	325	284	170	-62.6%
Burglary	432	403	441	260	-39.8%
Larceny	1,243	1,239	989	944	-24.1%
Motor Vehicle Theft	583	570	569	602	3.3%
Arson	9	6	4	3	-66.7%
<i>Sub-total</i>	2,267	2,218	2,003	1,809	-20.2%
<i>Crimes Total</i>	2,722	2,543	2,287	1,979	-27.3%

Source: Somerville Police Department, Annual Reports, 1997, 1998, 1999

EXHIBIT 5
1998 SERIOUS CRIME COMPARISONS

Community	Pop.	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Motor Vehicle Theft	Total Index Crimes	Index Crime Rate *
Brockton	92,788	7	53	219	765	785	2,293	972	5,094	54.90
Cambridge	95,802	2	24	206	367	689	2,677	397	4,362	45.53
Fall River	92,703	3	22	130	488	892	2,017	460	4,012	43.28
Framingham	64,989	0	18	32	139	261	947	99	1,496	23.02
Lynn	81,245	1	36	165	715	795	1,990	974	4,676	57.55
Medford	57,407	0	13	22	82	282	904	161	1,464	25.50
New Bedford	99,922	4	47	187	790	946	1,161	679	3,814	38.17
Newton	82,585	0	6	17	49	205	958	101	1,336	16.18
Quincy	84,985	2	24	41	177	616	1,516	293	2,669	31.41
Somerville	76,210	1	8	55	218	435	1,040	494	2,251	29.54
Waltham	57,878	0	17	20	86	198	920	108	1,349	23.31
<i>Average (excluding Somerville)</i>	<i>81,030</i>	<i>2</i>	<i>26</i>	<i>104</i>	<i>365.8</i>	<i>567</i>	<i>1,538</i>	<i>424</i>	<i>3,027</i>	<i>35.88</i>

Source: Massachusetts State Police, *Police Employment in Massachusetts*, 1998

* The "Index Crime Rate" is the number of "Index" offenses per 1,000 population.

II. ORGANIZATION AND STAFFING

The purpose of a police organization is to accomplish goals in an efficient manner and achieve maximum accomplishment with expenditure of available resources. Police departments are unique in many ways. For example, they operate 24 hours a day, 365 days a year; they rely on a paramilitary rank structure; a chain of command is used to ensure compliance with orders and directives; and officers at the lowest echelons of the organization operate with little direct supervision and exercise a high level of discretion.

The most basic element of any police department is the patrol division, which provides direct services to the public. As a police department grows, it adds specialized units, such as criminal investigation, traffic enforcement, drug enforcement, etc. In addition, there are numerous support units which are essential to a successful police organization. These include records, evidence and property control, and facility and fleet maintenance.

Principles of Organization

A successful police organization is one in which there is a proper blend and balance between line and support functions, in which there is a sound balance between rank and authority, and in which each person is placed in a position where he or she can utilize the full range of their skills and abilities to accomplish the objectives of the organization. To this end, there are certain fundamental principles which should be observed.

Span of Control. The principle of span of control holds that there is a limit to the number of persons that one supervisor or manager can successfully supervise or manage, and that the ability of that supervisor or manager to discharge his or her obligations will be limited by the number of persons he or she is expected to supervise. While there is no set number in a police organization, the optimum span of control will depend on several factors, including the complexity of the work being performed, the environment in which the work is being performed, and the skills of the individual manager or supervisor.

Unity of Command. The principle of unity of command states that, in any given situation, a person should have one and only one immediate superior to whom he or she is accountable. This principle is important in police work in those common situations in which members of different organizational units (e.g., patrol, traffic or criminal investigations) are working together at one time and the issue of "who is in charge" is raised. Written directives usually spell out how such situations are to be handled. In their absence, confusion and duplication of effort will often occur.

Rank and Position Commensurate with Authority. The purpose of rank is to designate authority and formal status within the organization. Police departments typically rely on a military rank structure in which police officers are the equivalent of Army or Marine Corps privates, sergeants are squad leaders, lieutenants are platoon leaders, and captains are company commanders. In Massachusetts police departments, the first level supervisor is usually the sergeant, who serves as the field supervisor in the patrol division. In other units, such as criminal investigation or traffic, the sergeant will serve as the unit commander (e.g., the sergeant in charge of the Crimes against Property Unit in the Criminal Investigations Division). Lieutenants typically serve as shift commanders and may supervise several sergeants, who in turn may supervise as many as six to eight police officers. Captains are assigned to administer major divisions in the department, such as the Patrol Division, the Criminal Investigations Division, etc.

Chain of Command. This principle is derived from the military practice of ensuring that information is communicated upward and downward through the organization by means of ascending and descending levels of authority. In a quasi-military organization, where reliance upon order and discipline is important, it is imperative that the chain of command be followed closely so that each level of authority is informed of actions that are taking place.

Functional Arrangement. This principle holds that it is in the interest of efficiency to have like functions performed by the same or related units and to group like functions under a single point of command, or

supervision. For example, the functions of police records, data processing, and communications are related functions and should be performed under a single point of command to ensure comparability, optimum coordination and minimum redundancy. Similarly, related investigative activities, such as vice, narcotics, and organized crime, should be grouped together under a single division or bureau commanded by a single person.

Organization Chart. It is essential that any police department, regardless of size, have a published organization chart that displays each operating division and its subdivisions and which clearly and logically depicts the vertical and horizontal relationships among all organizational units. The organization chart may also include a description of the ranks of the personnel in command of, and assigned to, each unit.

Description of the Current Organization

The Somerville Police Department is organized into major operating divisions and subdivisions. The six major divisions have a captain assigned to command each one. A seventh captain is assigned as the Executive Officer and serves in the capacity of assistant to the Chief of Police.

The largest of the operating divisions is the Patrol Division, which accounts for more than half of the total complement of the Police Department. The Patrol Division is divided into three shifts: day shift, first half, and last half. These latter two shifts alternate between an afternoon assignment and an evening assignment, thus the designation of "first half" and "last half." Officers assigned to the day shift do not alternate their shift assignment. A lieutenant is assigned as the shift commander, or "commanding officer" on each shift, while sergeants are assigned as field supervisors. There are two captains who serve as Patrol Division commanders. They rotate between the afternoon and night shifts.

The second largest division is the Criminal Investigations Division, which is also commanded by a captain. The Criminal Investigations Division is further divided into shifts, as well as units. For example, there is a Domestic Violence Unit, with officers assigned to both the day shift and the afternoon

shift. There are also teams of general assignment investigators assigned to both the day and afternoon shifts. In addition, one sergeant is assigned as the Court Liaison Officer in the Superior Court in Cambridge. He also supervises the officer assigned to the evidence room. Another officer serves as the clerk, while another serves as the photographer and crime scene investigator.

The third major division is the Traffic Division which is also commanded by a captain. There are two sergeants assigned to this division along with six officers, one of whom serves as the clerk. One sergeant is assigned as the "hackney unit" supervisor, which means that he has overall responsibility for licensing taxi drivers and inspecting cabs. He is also in charge of the selective enforcement program and supervises the traffic grants. The second sergeant is the Court Liaison Officer and is the accident investigator and handles hit and run cases and abandoned automobiles. The captain of the Traffic Unit spends a portion of each day in the District Court handling paperwork. There are also three police officers assigned to traffic on the afternoon shift. They work a four-and-two schedule. There are two officers assigned to the day shift who work a five-and-two schedule.

The fourth major operating division of the Somerville Police Department is the Community Policing Division. This division consists of 15 officers and one sergeant and is also commanded by a captain. The Community Policing Division is divided into the day shift and the afternoon shift and one officer on each shift is assigned to each of the City's electoral wards. For reasons that are not entirely clear, there are two officers assigned to one ward on the day shift.

The remaining division is the Administrative Division, also commanded by a captain.

Analysis of the Current Organization

The major functions of the Somerville Police Department are grouped into operating divisions under a single (in most cases) point of command. There are, however, several significant weaknesses that need to be addressed. These weaknesses include:

- There is an imbalance in the span of control which is manifested throughout the entire organization. The most obvious example is in the Criminal Investigations Division, where an investigative "team" consists of one lieutenant, one sergeant and one detective. However, neither lieutenants nor sergeants in this division serve as supervisors or command officers, but as investigators. For the most part, there is little differentiation in their duties. The single exception is the sergeant who is the designated Court Liaison Officer in Superior Court and who also supervises the evidence control function. The Criminal Investigations Division rank structure is not balanced and lacks a clear supervisory structure.

Another example of this imbalance within the organization is the difference in responsibility between a lieutenant in the Criminal Investigations Division and his or her counterpart in the Patrol Division. While the lieutenant in the Criminal Investigations Division has limited supervisory responsibility, a lieutenant in the Patrol Division is responsible for as many as 20 officers on a single shift.

- The Department has more than enough superior officers. There are at least three positions of captain which are unnecessary. For example, there are two captains assigned to the Patrol Division; there should be only one, who would serve as the commanding officer of that division. The captain in the Traffic Division performs more clerical duties than managerial duties and the position could be eliminated. The captain assigned to the Administrative Division performs a function that could be assigned to a position of less rank and authority.
- The position of Executive Officer (currently a position of captain) should be eliminated and replaced with an exempt-rank position of Deputy Chief. Currently, the Executive Officer acts in a fashion similar to a Deputy Chief. The Chief of Police, with the approval of the Mayor and the Board of Aldermen, should have the ability to fill this position with anyone meeting the established qualifications for the position, including persons from outside the Department, if necessary.

- The level of supervision on some shifts and in some divisions is lacking. For example, there is one sergeant assigned to the Community Policing Division. The sergeant is assigned to the day shift and theoretically supervises the officers on that shift, but no one supervises the officers on the afternoon shift. Supervision is needed on both shifts. The same is true of the Traffic Division, where there are two sergeants on the day shift and none on the afternoon shift. Moreover, these two sergeants really perform other duties, such as accident investigation and hackney inspection, which have little to do with supervision. For the most part, officers assigned to this division receive little direct supervision from these two sergeants.
- There are several examples of commissioned officers performing basic office, or clerical, duties that should be performed by civilian personnel. For example, there are officers assigned to the Traffic Division, the Criminal Investigations Division and Records Unit who are performing clerical duties which do not require the attention of a commissioned officer.
- There are also several examples of positions assigned to posts with questionable utility. For example, one lieutenant and one officer are assigned to supervise details. Details are essentially outside jobs to which police officers are assigned and which have little connection to their official duties. Details should be handled by non-uniformed personnel. Devoting two full-time positions to this function, including one command-level officer, is not an effective use of police personnel.

Another example of questionable utility of job assignments is the two "inside officers" who are assigned to an office adjacent to the 911 center. There are two uniformed officers on each shift assigned to this function; the purpose of this assignment is unclear. There is no justification for this assignment and it should be eliminated.

Three officers are assigned to City Hall details. Historically, there have been three assignments within the Police Department that are exempt from the seniority bid process. These positions are

commonly referred to by police personnel as the "Mayor's Picks." These positions include: Inspectional Services, in which a patrol officer investigates complaints of non-compliance with 17 different local licensing ordinances, including junk dealers, outside parking, bottle redemption centers, outside seating, bowling alleys, electronic amusement devices, etc.; one sergeant is assigned to liquor licensing and responds to complaints of violations of the liquor laws, (e.g., underage drinking, rowdy establishments, etc.); and a lieutenant, assigned to the City Solicitor's Office, whose duties include investigating allegations of negligence and other civil actions brought against the City, as well as answering interrogatories and conducting legal research.

The duties performed by these three positions do not require assignment of a person who has the powers of arrest.

The Somerville Police Department does not make the best use of available resources, resulting in underutilization of personnel, poor or limited supervision, lack of management controls, and decreased operational efficiency. Recommendations describing how these organizational weaknesses can be eliminated are discussed later in this chapter, following the analysis of current patrol staffing levels.

Analysis of Staffing Levels (Patrol Force)

The patrol force is the backbone of the police organization; other functions are intended to complement the patrol force. The following discussion focuses on the uniformed patrol force. Staffing levels of other specialized units, such as criminal investigation, traffic, and community policing, are discussed elsewhere in this report.

The number, type, and assignment of personnel within a police department is a question of considerable importance. Because a police department is heavily labor-intensive, personnel costs typically represent up to 80 percent of a police department's operating budget. If capital expenditures are excluded, this figure may be as much as 90 percent. Unfortunately, there is no universal formula which may be used to determine how many police officers and civilian employees are sufficient to provide a satisfactory level of

services. While some authorities cite the Federal Bureau of Investigations annual *Uniform Crime Report* as a source for staffing recommendations, this publication merely lists the average staffing levels for cities of different population ranges and does not purport to make recommendations on this subject.

There is, in fact, no single satisfactory explanation to guide city officials when determining whether the staffing level of their police department is adequate. Moreover, since each community is different and has unique problems requiring different kinds of police response, little help can be found by comparing one community to another. While those comparisons are helpful in learning just how one community compares to another with regard to expenditures for police service, crime rates, or police staffing levels, these comparisons should not be used in assessing the adequacy of police staffing in any one community.

The most reliable way of determining acceptable staffing levels for a police department is through an analysis of *workload* and the application of specific, generally accepted principles concerning the distribution of police personnel. Any reliable analysis of workload depends on a reliable data base that accurately reflects police activity as measured by calls for service, arrests, traffic accidents, and certain officer-initiated activity. Due to the large volume of data which a police department must receive, digest, disseminate and store on a daily basis, rather sophisticated computer systems are required for all but the smallest police departments. A system does exist in the Somerville Police Department and the subject of record-keeping and data processing is discussed in Chapter V of this report. For the purpose of workload analysis, however, it must be said that we do not view the existing system as particularly reliable. For example, we are not at all confident that every call for service or every officer-initiated activity is faithfully recorded in the current system, nor are we confident that the system is refined enough to facilitate the type of workload analysis that should be conducted by the Department on a regular basis. This defect was obvious when the consultants requested information about the total time required for officers to respond to and handle calls for service. That information was not immediately available and actually took several days to obtain, because the computer programmer needed to write a program just to retrieve the data in that format.

The basic unit we used in our analysis of police activity was the category referred to as "calls for service," those calls received and logged by the Police Department that require the response of a uniformed police officer to a particular location for a particular purpose. We purposely excluded officer-initiated activity from the analysis because this is dictated by the number of officers working and is not an accurate indicator of demands for police services.

For the purpose of this analysis, we obtained calls for service data for the years 1997, 1998, 1999 and from January 1 to August 31, 2000. We were provided with an analysis of all calls for service by type and total time consumed by type of call. These data are summarized in Exhibit 6.

EXHIBIT 6
ANALYSIS OF CALLS FOR SERVICE

Period	Total Calls in Sample	Total Calls per Year	Average Time per Call
01/01/97 to 12/31/97	48,484	48,484	16 minutes
01/01/98 to 12/31/98	47,105	47,105	16 minutes
01/01/99 to 12/31/99	46,079	46,079	16 minutes
01/01/00 to 8/31/00	29,601	44,401 *	16 minutes

* This number is extrapolated, based on the first eight months of the year.

The calls for service have gradually decreased during each of the past four years. Whether this pattern will continue is not known, but for the purpose of this analysis, we used an average for the four years shown above. This produced an estimated calls for service figure of 46,540. Thus, for the purpose of this analysis, we are basing our staffing recommendations on an average volume of calls for service of 46,540. These calls range from the most serious (aggravated assault, robbery, and sexual assault) to the routine (parking problems, neighborhood disputes, etc.). Our analysis revealed that the average time required to handle each of these calls for service was 16 minutes.

Obviously, many of these calls required considerably longer than 16 minutes, while others required considerably less.

The data processing system does not provide information on the number of officers responding to each call for service. We realize that some calls can be handled in a satisfactory manner by a single officer while others, due to their severity, may require two, three or more officers. Since we do not know exactly how many officers responded to each of the calls for service, we can only approximate. Based on our previous experience, we used the following assumptions:

- 25 percent of the calls were handled by a single officer
- 50 percent of the calls were handled by two officers
- 25 percent of the calls were handled by three officers

Using these assumptions, we can calculate the actual number of officers responding to all calls as follows:

11,635 calls required one officer =	11,635 officers
23,270 calls required two officers =	46,540 officers
11,635 calls required three officers =	34,905 officers
Total 46,540 calls =	93,080 officers
Average number of officers per call =	2 officers

Therefore, the average call required two officers to respond. This is a reasonable assumption, based on our past experience. Assuming that an average of two officers responded to each call for service, we can assume that the average call requires 32 minutes to handle, rather than 16. Thus, a total of 24,821 hours will be required to handle the 46,540 calls for service ($46,540 \times 32$ minutes equals 24,821 hours).

A uniformed police officer assigned to patrol must have sufficient time to perform routine preventive patrol, to perform other administrative duties,

such as supervisory conferences, etc., and to handle calls for service. The percent of time that should be devoted to each category of activity is open to discussion and will depend, to some extent, on the specific community and what it expects of its police department. A generally accepted rule provides that one-third of an officer's time should be devoted to responding to calls for service, one-third to administrative duties, and one-third to preventive patrol. For purposes of this analysis, we have assumed that one-third of an officer's time would be devoted to handling calls for service.

Since we previously determined that 24,821 hours would be required to handle the 46,540 calls for service, we can now say that a total of 74,463 hours will be required to staff the Patrol Division to allow sufficient additional time for preventive patrol and administrative duties. To determine the number of officers required (to arrive at 74,463 hours), the number of hours the average officer works in a single year must be calculated. Consultants referred to Department work records.

Uniformed patrol officers in Somerville work a "four-on and two-off" schedule, which means they work a six-day cycle; two of those days are off and four are duty days. Thus, in a 365-day period, an officer can theoretically be expected to work 244 days or 1,952 hours (244 x eight). To determine the actual availability of personnel, however, time off due to vacation, sick time, injury, holidays and other absences must also be accounted for. Consultants were provided with information from the Police Department's payroll office that revealed that the average officer in the Department is absent from work 413.3 hours in one year, as shown in Exhibit 7. Therefore, on average, one officer in Somerville can be expected to work 1,539 hours in one year. By dividing this figure into 74,463, which is the desired number of hours needed to provide effective services, we can see that 48.4 officers will be required to produce this number of hours in one year. (See Exhibit 8.) This number does not include supervisors or specialist positions, such as community policing or traffic officers.

EXHIBIT 7

SOMERVILLE POLICE DEPARTMENT
SICK AND INJURED TIME
1997 THROUGH 1999

	1997	1998	1999	Average
Total Days Sick Time	1,129	1,442	1,710	1,427
Total Personnel	115	109	121	115
Average per Officer	9.8	13.2	14.1	12.4
Total Days Injured	528	885	1,321	911.3
Total Personnel	115	109	121	115
Average per Officer	4.6	8.1	10.9	7.9
Combined Sick/Injured	1,657	2,327	3,031	2,338.3
Total Personnel	115	109	121	115
Average per Officer	14.4	21.3	25.1	20.3

EXHIBIT 8

AVERAGE ABSENTEEISM

	Hours Vacation	Hours Personal	Hours Sick	Hours Injured	Hours Other	Hours Total
Total Officers (N=140)	24,616	1,788	13,888	8,848	8,724	57,864
Average Per Officer	175.8	12.8	99.2	63.2	62.3	413.3
Percent by Category	42.5%	3.1%	24.0%	15.3%	15.1%	100.0%

Recommended Organization

To address organizational weaknesses, provide an acceptable level of service to the community, and make the most efficient use of available resources; the consultants recommend that the Somerville Police Department be reorganized in the following manner.

Office of the Chief of Police

The Office of the Chief of Police would consist of the Chief of Police, the Deputy Chief of Police, and designated clerical and administrative support personnel, including the Administrative Assistant. The Chief of Police, assisted by the Deputy Chief, will be responsible for overall Police Department administration and management, policy development and delivery of services.

Office of Professional Standards

The Office of Professional Standards would be a new organizational unit within the Police Department. Its primary mission would be to upgrade the Department through an affirmative program of staff inspections and quality control, enhanced training and education of police personnel, and preparing the Department for either state or national accreditation through a review and update of its policies and procedures.

This office would be commanded by a lieutenant who would serve as the Internal Affairs Investigator and would be responsible for implementing a staff inspection function that would be intended to ensure quality control for police services. A sergeant would be assigned to organize and manage the Department's training program and would be assisted by a police officer who could also provide support in the internal investigations and staff inspections functions. An administrative assistant would provide support services.

The Patrol Division

The Patrol Division would consist of the existing Patrol Division, including the functions of the current Community Policing Division, a Traffic Unit and a Tactical Policing Unit. A deficiency in the current organization is the fact that community policing is performed by a separate division, thus making it appear to be a specialized function, rather than the operating philosophy of

the Police Department, as it should be. The consultants recommend incorporating community policing into the mainstream of police operations.

The Patrol Division would be commanded by a single captain who would be responsible for overseeing the patrol function. The Division would be divided into three shifts, with a lieutenant assigned to each shift as the commander. We also recommend two designated relief shift commanders who would be responsible for covering the regular days off of the designated shift commanders.

We recommend that the three patrol shifts be staffed in the following manner to better reflect the distribution of workload (i.e., calls for service).

Shift 1	7:00 a.m. to 3:00 p.m.	2 sergeants	18 police officers
Shift 2	3:00 p.m. to 11:00 p.m.	2 sergeants	18 police officers
Shift 3	11:00 p.m. to 7:00 a.m.	2 sergeants	12 police officers

In addition to the uniformed force, we recommend that the Patrol Division include the Traffic Unit, as well as a Tactical Policing Unit.

The Traffic Unit would be commanded by a lieutenant who would be responsible for planning, directing and evaluating the overall traffic enforcement efforts of the Department, as well as the selective enforcement program which would be the primary mission of the Traffic Unit. We recommend that two sergeants be assigned to the Traffic Unit and that one be assigned as the shift supervisor on the day shift and the other as the shift supervisor on the afternoon shift. We recommend that six officers be assigned to the Traffic Unit. One officer on each shift should be designated as the accident investigator, but would also be responsible for engaging in routine traffic enforcement efforts. One officer on the day shift would be primarily responsible for overseeing the hackney inspection program.

The Tactical Policing Unit would consist of one sergeant and six officers and would be responsible for engaging in tactical policing efforts directed toward issues identified by higher authority (i.e., the division commander). For example, the officers assigned to this unit would be allowed to patrol either in

marked or unmarked cars and either in uniform or plainclothes, depending on the nature of the assignment. They would be able to respond quickly to designated problems and engage in non-routine patrol techniques for the purpose of crime suppression.

The Criminal Investigations Division

The Criminal Investigations Division would be commanded by a captain and would consist of several individual units assigned to specific functions, as described below. The CID would be organized into two squads and the specialized Domestic Violence Unit. Each squad would be commanded by a lieutenant. The Domestic Violence Unit would be commanded by a sergeant.

Squad 1 would be assigned to work from 7:00 a.m. until 3:00 p.m. and would consist of the following units:

The Crimes Against Property Unit would consist of three officers supervised by a sergeant, who would be the unit commander and would be responsible for directing and evaluating the work of the members of the team. The sergeant would also serve as the Court Liaison Officer in Superior Court.

The Forensic Unit would consist of a Photographer/ID Officer and the Evidence Control Officer. These positions should be cross-trained.

Squad 2 would be assigned to work from 2:00 p.m. until 10:00 p.m. and would consist of the following units:

The Crimes Against Persons Unit would consist of three officers supervised by a sergeant, who would be the unit commander and would be responsible for directing and evaluating the work of the members of the team.

The Drug Unit would consist of two officers and one sergeant and would be assigned to work exclusively on drug enforcement investigations.

The two squads would cover the day and afternoon shifts. The schedules should be sufficiently flexible so that officers can be reassigned from one shift to another as needed, depending on case load and investigative needs.

Lieutenants would serve as squad leaders and would be responsible for supervising the work of the teams as well as for case assignment and case management, i.e., each officer should have a caseload sufficient to ensure the maximum use of his or her available time.

The Domestic Violence Unit would include two officers and would be supervised by one sergeant. This unit has both investigatory functions and community liaison functions.

The Community Services Division

The Community Services Division would be commanded by a captain and would include several units intended to provide community outreach services, including crime prevention and community relations. This Division would be commanded by a captain who would also serve as the Department's Public Information Officer. The Division would include the following units:

The Crime Prevention Unit would consist of one sergeant and one officer assigned exclusively to implementing community-based crime prevention programs and encouraging community involvement in these programs.

The Youth Services Unit would consist of one sergeant and three officers who would be assigned to investigate crimes involving youthful offenders or victims. This unit would also be responsible for developing and maintaining the Department's school liaison officer program as well as the DARE program.

The Technical Services Division

The Technical Services Division would be commanded by a captain and would include a number of important support units:

The Crime Analysis Unit would include a crime analyst and one clerk. This unit would be responsible for performing crime analysis duties to support patrol and criminal investigation efforts.

The Information Services Unit would include a computer programmer, a records manager, and three clerks who would be responsible for managing the Department's records system and providing support for the data processing system. There would also be five civilian desk personnel assigned to this unit responsible for attending the reception desk at the police station and performing clerical and data entry functions. The current staff working at the reception desk are not officially assigned to the Police Department, but should be officially transferred to the Department.

The Communications Unit would include a communications manager, three communications supervisors, and eight communications operators. Communications supervisors would be working supervisors who would work an assigned shift and supervise one or two communications operators on each shift. The communications manager would be responsible for managing the entire communications operation. The current communication staff are not officially assigned to the Police Department, but should be officially transferred to the Department.

The Automotive Unit would consist of the Automotive Mechanic and the Assistant Mechanic.

Exhibit 9 provides specific staffing recommendations. The exhibit presents current position assignments, proposed assignments and any difference between the existing and recommended number of personnel; the recapitulation of position assignments is shown on the last page of the exhibit. The proposed staffing would reduce the Department by a total of four persons, but would increase the civilian staffing. Most of these civilian personnel (i.e., communications operators and receptionists) already work inside the Police Department but are officially assigned to another department with a separate budget. We recommend that these personnel be assigned to the Police Department, with costs reflected in the Department's budget.

The actual police budget would be decreased, since the increase in civilian personnel would be more than offset by a reduction in the number of commissioned personnel. The result would be higher productivity and efficiency with no decrease in service. The recommendations contained in subsequent chapters, if implemented, will have the effect of increasing productivity even more and improving the level and quality of police services.

The staffing recommendations propose a reduction in the sworn strength of the Police Department by 27 personnel. At the same time, we have reduced the span of control and provided a more realistic grouping of functions. While the bulk of the reductions in the rank of police officer would affect the Patrol Division, the workload analysis clearly supports this reduction.

The reorganization of the Criminal Investigations Division will result in making this unit more goal oriented and will require improved case management efforts. The creation of a Tactical Patrol Unit will allow the Department to focus high-visibility and low-visibility patrol efforts toward significant crime problems in the City. The reorganization of the Community Services Division will allow the Department to provide a much more effective program of crime prevention and community involvement in anti-crime efforts.

Overall, the recommended organization structure will allow the Somerville Police Department to operate more efficiently and be more responsive to the needs of the community.

EXHIBIT 9
CURRENT AND PROPOSED STAFFING

<i>Office of the Chief of Police</i>			
Position Title	Current	Recommended	Difference
Chief of Police	1	1	0
Deputy Chief of Police	0	1	1
Captain	1	0	-1
Executive Assistant	1	1	0
Administrative Assistant	0	1	1
Clerk ¹	3	0	-3
<i>Unit Total</i>	<i>6</i>	<i>4</i>	<i>-2</i>

¹ Includes Head Clerk, Principal Clerk and Junior Clerk Typist.

<i>Office of Professional Standards</i>			
Position Title	Current	Recommended	Difference
Police Lieutenant ²	1	1	0
Police Sergeant	0	1	1
Police Officer	0	1	1
Administrative Assistant	0	1	1
<i>Unit Total</i>	<i>1</i>	<i>4</i>	<i>3</i>

² Position is currently assigned to the Training Division.

<i>Patrol Division ³</i>			
Position Title	Current	Recommended	Difference
Captain	2	1	-1
Lieutenant	6	5	-1
Sergeant	7	6	-1
Police Officer	58	48	-10
Administrative Assistant	0	1	+1
<i>Division Total</i>	<i>73</i>	<i>61</i>	<i>-12</i>

³ These numbers do not include the Traffic Unit or the Tactical Patrol Unit, which are shown separately below.

<i>Traffic Unit</i>			
Position Title	Current	Recommended	Difference
Captain	1	0	-1
Lieutenant	0	1	1
Sergeant	2	2	0
Police Officer	7	6	-1
Clerk	0	1	1
<i>Division Total</i>	<i>10</i>	<i>10</i>	<i>0</i>

<i>Tactical Policing Unit</i>			
Position Title	Current	Recommended	Difference
Sergeant	0	1	1
Police Officer	0	6	6
<i>Division Total</i>	<i>0</i>	<i>7</i>	<i>7</i>

<i>Criminal Investigations Division</i>			
Position Title	Current	Recommended	Difference
Captain	1	1	0
Lieutenant	3	2	-1
Sergeant	7	6	-1
Police Officer	15	14	-1
Administrative Assistant	0	1	1
<i>Division Total</i>	<i>26</i>	<i>24</i>	<i>-2</i>

<i>Community Services Division ⁴</i>			
Position Title	Current	Recommended	Difference
Captain	1	1	0
Police Sergeant	1	2	1
Police Officer	15	4	-11
Clerk	1	1	0
<i>Division Total</i>	<i>18</i>	<i>8</i>	<i>-10</i>

⁴ Currently designated as Community Policing Division.

<i>Technical Services Division ⁵</i>			
Position Title	Current	Recommended	Difference
Captain	1	1	0
Lieutenant ⁶	2	0	-2
Sergeant ⁷	1	0	-1
Police Officer ⁸	6	0	-6
Computer Programmer	1	1	0
Records Manager	0	1	1
Communications Manager	0	1	1
Communications Supervisor	0	3	3
Crime Analyst	1	1	0
Automotive Mechanic	1	1	0
Mechanic Assistant	1	1	0
Communications Operator ⁹	0	8	8
Clerk ¹⁰	1	4	3
Receptionist ⁹	0	5	5
<i>Division Total</i>	<i>15</i>	<i>27</i>	<i>12</i>

⁵ Currently designated as Administrative Division.

⁶ Includes one position assigned to City Hall and another assigned to Details.

⁷ Includes one position assigned to City Hall.

⁸ Includes one position assigned to City Hall, one assigned to the Courthouse, two assigned to Records, one assigned to Warrants and one assigned to Details.

⁹ Positions currently not included in the Police Department budget.

¹⁰ Includes one person assigned to the Crime Analysis Unit.

<i>Recapitulation</i>			
Position Title	Current	Recommended	Difference
Chief of Police	1	1	0
Deputy Chief of Police	0	1	1
Captain	7	4	-3
Lieutenant	12	9	-3
Sergeant	18	18	0
Police Officer	101	79	-22
<i>Total Sworn</i>	<i>139</i>	<i>112</i>	<i>-27</i>
Computer Programmer	1	1	0
Records Manager	0	1	1
Communications Manager	0	1	1
Communications Supervisor	0	3	3
Executive Assistant	1	1	0
Crime Analyst	1	1	0
Automotive Mechanic	1	1	0
Mechanic Assistant	1	1	0
Communications Operator ¹¹	0	8	8
Administrative Assistant	0	4	4
Clerk ¹²	5	6	1
Receptionist	0	5	5
<i>Total Civilian</i>	<i>10</i>	<i>33</i>	<i>23</i>
<i>Department Total</i>	<i>149</i>	<i>145</i>	<i>-4</i>

¹¹ Positions currently not included in the Police Department budget.

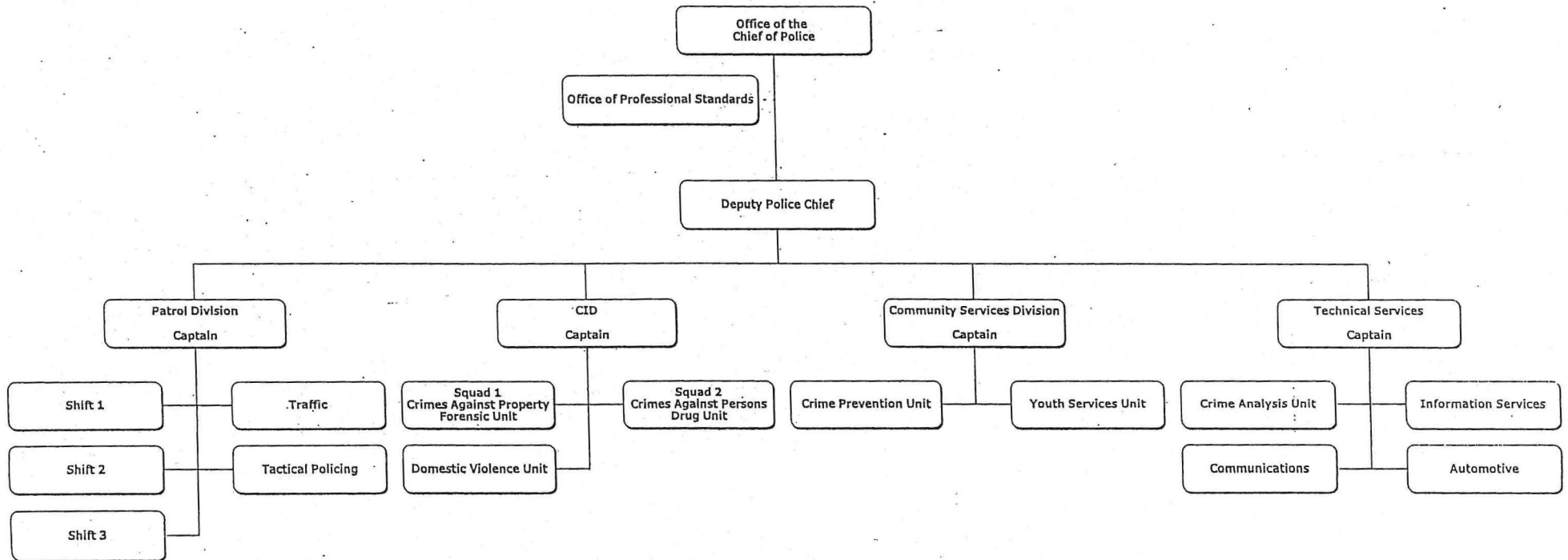
¹² Includes Head Clerk, Principal Clerk and Junior Clerk Typist.

On the following page, Exhibit 10, *Proposed Organization*, shows the primary operating divisions recommended for the Police Department.

EXHIBIT 10

SOMERVILLE, MASSACHUSETTS POLICE DEPARTMENT

PROPOSED ORGANIZATION



To fully implement the proposed organization and the staffing plan will take several years. Moreover, the development of the plan will require the Department to develop an attrition and staffing plan which considers the interests of current personnel and the future of the Department. This plan should be developed by the Departmental leadership. The plan should analyze the time in service of the personnel within the Department and develop a prediction of staff turnover, as well as predict specific staffing needs. This plan should be designed to accomplish a new staffing plan over a five to seven year period. Additionally, the plan should be reviewed annually, to adjust for changes in anticipated staff turnover and possible workload increases. This plan should be directly linked to efforts to diversify the Police Department.

Recommendation II-1: Reorganize the Police Department.

Recommendation II-2: Develop a new Police Department staffing model to revise the rank structure and use civilian personnel to perform non-sworn functions.

Recommendation II-3: Develop an attrition and staffing plan.

III. MANAGEMENT FUNCTIONS

The ultimate goal of management is to effectively capitalize on the available resources of an organization to accomplish stated goals in the most efficient manner possible. A police department is not unlike any other complex organization in which the principles of management that have been developed and modified over many years are applied. This chapter examines some of the basic principles of management that have a direct bearing on the manner in which a police department is operated and examines how these principles are currently being applied in the Somerville Police Department.

Organizational Planning

One of the most common criticisms of police agencies in recent years has been that they are reactive, rather than proactive; that is, they typically spend most of their time reacting to events that have occurred and relatively little time planning for future contingencies. This is due, in part, to the nature of police work, which is somewhat unpredictable. However, it is essential that police departments have contingency plans for dealing with a wide range of predictable occurrences, ranging from bank robberies, to lost children, to weather-related emergencies.

To be successful, police administrators need to develop a planning process. The most obvious first step is the financial plan, or budget. The annual budget allocates available funds to various functions and projects which should be prioritized to enable decision-makers to choose from available alternatives. Sound financial management and cost accounting practices are essential to ensure that the budget, once approved, is adhered to during the year and that approved spending levels are not exceeded, except in extraordinary circumstances.

Good budget preparation requires participation by command and supervisory personnel at all levels. Each division and unit commander should be asked to provide budget estimates for their respective divisions or units and prioritize them according to perceived need. Once budgets are approved,

managers must be held accountable for maintaining costs within approved levels.

A second example of planning in a police agency is the development of a series of strategic plans for dealing with a variety of possible occurrences, such as natural disasters, bank robberies, hostage situations, etc. A police agency cannot possibly respond to such contingencies without sound planning which will assist with identifying objectives, resource allocation strategies, methodologies, time frames, key decision points, and other critical details. These plans must be reviewed and modified from time to time, as conditions change. In addition, in-service training should be conducted to ensure that all personnel are thoroughly familiar with their individual responsibilities relating to each plan.

A police department must be goal-oriented. It must develop a planning process to identify both short-term and long-range goals so that the organization will be able to clearly focus its efforts on future goals and objectives.

The Somerville Police Department does not plan for the future. It operates in a reactive mode and there is no evidence that the Department has given consideration to future goals or how to deal with emergencies when they arise. The only tangible evidence of planning in the Department is the police budget, but that involves only a few individuals and is not widely shared among command personnel, nor is their input sought in its development. As a result, division and unit commanders may not be aware of available resources. For example, the Training Director does not participate in the development of the training budget, and is not even made aware of its contents.

The Somerville Police Department functions on a day-to-day basis without future direction, dealing with each new situation as it arises. Serious effort is required to make the Department more proactive and able to respond to changing circumstances.

Recommendation III-1: The Chief of Police should take steps to train staff and delegate the budget preparation process to all division and unit commanders. Division and unit commanders

should be involved in the budget preparation process and be held accountable for those funds allocated to their respective units and divisions.

Recommendation III-2: The Chief of Police should form a planning committee that will meet on a regular basis for the purpose of both strategic and tactical planning. Strategic planning efforts should be directed toward identifying long-term and short-range goals for the Department, while tactical planning efforts should focus on making the Department more capable of dealing with emergencies when they occur.

Recommendation III-3: All contingency plans should be reviewed and updated regularly. All members of the Department should receive annual training in selected tactical plans so that they fully understand their role in them.

Internal Communications

Maintaining an accurate and timely flow of information vertically and horizontally throughout the organization is an important responsibility. Because the police organization operates 24 hours a day, 365 days a year, and because it consists of diverse units and interrelated units and divisions, maintaining adequate internal communications can sometimes be difficult. Informal communications, accomplished on a personal basis, often occur more rapidly than even the most sophisticated formal communication systems. When formal communication fails, rumor and half-truths replace fact and accuracy, resulting in false expectations, misunderstanding and confusion.

A police department requires a formal system of communication that will ensure that everyone who needs to know something is informed quickly and accurately. Accurate and timely information needs to be disseminated through two basic methods: periodic staff meetings with command and supervisory personnel and a written directives system through which policies, procedures, rules, and regulations can be disseminated to all members of the Department on a timely basis.

Staff meetings are absolutely essential for the chief executive officer of any organization to disseminate information to the command staff and obtain feedback from them on important issues. Staff meetings with division commanders should be held on a weekly basis and should follow a formal agenda. Written minutes of the meetings should be recorded and disseminated to all appropriate personnel, with the obvious exception of confidential information.

The written directives system of a police department typically includes several components:

Rules and Regulations, which describe required and prohibited conduct by members of the department and usually become the basis for the police disciplinary system.

General and Special Orders, which contain the policies and standard operating procedures of the police department and describe the manner in which specific tasks should be performed.

Personnel Orders and Memoranda, which are used to disseminate information on a variety of topics among individuals within the police organization.

There is an obvious lack of communication within the Somerville Police Department. For example, members of the Department stated that they were not informed by the administration of the inception of this study; they learned about it by reading the newspaper. Less than ten percent of those responding to the employee attitude survey agreed with the statement, "the administration of the Department does a good job of keeping the members of the Department informed about issues that concern them." (See Chapter VII.)

The consultants were repeatedly told by supervisors and officers that the firing range had been closed by the Mayor, due to concerns about the ventilation system. We were later informed by the Training Director that the range had been re-opened, but none of the uniformed personnel seemed to be aware of this fact.

Some command officers reported that they had not been to a staff meeting in about four years. They alleged that communication is one way: down, not up. Detectives reported that they get very little information from uniformed officers. Detectives, on the other hand, do not routinely attend roll call meetings in the Patrol Division and do not make a practice of sharing information with patrol officers. Although the Department is semi-computerized, there is no e-mail system. Most personnel the consultants spoke with identified lack of communication as a major problem in the Department.

It was reported that there have been more staff meetings since the study was initiated than there had been during the entire three prior years. It was reported that, soon after being appointed to his current position, the Chief of Police called for a general Department meeting, but the various accounts of that meeting agree only in that it was not very useful, and no follow-up meetings have been held.

The only division that holds regular meetings is the Criminal Investigations Division. These meetings are held every other week and are reported to be helpful in disseminating important information and keeping members of the Division informed about new developments.

Throughout the consultants' interviews with the members of the Somerville Police Department, there were continual complaints about the failure of the current Police Department administration to correct the problems that have plagued the Department for several years. These complaints were reinforced in responses to the employee attitude survey; more than 70 percent of those responding disagreed with the statement, "the Chief of Police is clearly concerned about the needs of the employees." (See Chapter VII.) A substantial majority of the persons interviewed, who represent a significant cross-section of the Department, expressed little confidence in the ability or the interest of the current Chief of Police to correct the many problems that continue to exist in the Somerville Police Department.

In terms of written directives, the Department is using a 1985 version of the Municipal Police Institute (MPI) policies. A later version of this manual was ordered, but was never issued and remains in boxes. The MPI Policy Manual is a generic manual that provides general guidelines on a variety of issues, but

does not necessarily meet the needs of an individual department. At the very least, these policies need to be supplemented with local directives to make them more department-specific. The Department also has a series of 12, or more, three-ring binders which consist of an assortment of memoranda organized into years, one volume for each year. These are the authoritative directives of the Department, but they have never been organized or codified. The Executive Officer has tried to organize and codify them and put them into four separate volumes: Patrol, Criminal Investigation, Administration and Special Operations. However, these have never been officially adopted. It is claimed that this is due to a clause in the union contract that requires the Chief to get the approval of the union before any such regulations are adopted.

Any contractual obligation that requires the Chief of Police to submit revised policies, procedures, rules and regulations to the union for approval unnecessarily limits the management prerogatives of the Chief of Police and the City. Every effort needs to be made to correct this situation in future bargaining sessions.

It is the consultants' understanding that the Department has the original MPI rules and regulations but these have never been adopted. Once again, the Chief's office has been working on an updated version of the rules and regulations, but they have never been adopted. The proposed policies were briefly reviewed and were found to be inadequately worded, confusing, incomplete, undated, and unsigned.

Recommendation III-4: The Chief of Police should initiate weekly staff meetings with top command officers. These meetings should follow a set agenda and minutes of the meetings should be recorded and disseminated, as necessary, to all personnel.

Recommendation III-5: The Chief of Police should direct all division commanders to hold divisional staff meetings on a regular basis for the purpose of discussing emerging problems and sharing necessary information.

Recommendation III-6: The Chief of Police should conduct semi-annual meetings with all supervisory and command personnel for

the purpose of providing information and soliciting suggestions on policy and procedural matters.

Recommendation III-7: The Chief of Police should meet at least annually with all personnel for the purpose of answering questions and soliciting their ideas and suggestions on all pertinent topics.

Recommendation III-8: The Chief of Police should take steps to reorganize and rewrite all policies and procedures and rules and regulations. A task force, consisting of representatives of all Department ranks and assignments, should be appointed. Once completed, revised policies and procedures and rules and regulations should be submitted to the police union for comment.

Recommendation III-9: The City should make it a top priority to remove, through negotiation, any language in the union contract that inhibits the ability of the Chief of Police to adopt policies and procedures for the Police Department.

External Relationships

A police department does not operate in a vacuum, but rather as a part of an extensive and intricate network of other municipal, social, service, community, and criminal justice agencies functioning at the local, state and federal levels. One of the most important responsibilities of a police executive is to cultivate and maintain effective working relationships with the myriad of other agencies and organizations with which the police department must work and cooperate on a daily basis. In many respects, the burden of maintaining effective working relationships outside the police agency outweighs the police manager's responsibilities within the police agency.

Consultants interviewed a number of community representatives, elected officials, business people, and high-ranking police officials from surrounding communities, as well as representatives of other criminal justice agencies at the state and federal levels. The general consensus among members of the law enforcement and criminal justice community was that the men and women of the Somerville Police Department are dedicated, hard-working and

cooperative in the eyes of their counterparts at the operational level. The Chief of Police is viewed as being cooperative in operational ventures, as well; however, the Chief and his senior commanders are not visible among their peers in the law enforcement community.

It was also reported that, in the past, the Somerville Police Department had been viewed as taking a leadership role in the training arena, hosting entry-level police academies, in-service training, etc. That involvement, however, has ceased in recent years.

The overall reputation of the Department is that of a force with substantial internal turmoil. In addition to the "exam scam" scandal, which occurred more than a decade ago, there have been two rather infamous incidents of alleged brutality that resulted in officers testifying against each other; the resulting divisiveness and factionalism remain today. During interviews with Somerville officers, supervisors and command staff, the consultants were told repeatedly of the open animosity and distrust that permeates the Department. The divisiveness in the Department is obvious and disruptive. A member of the Department referred to the police station as the "house of hate," and we found considerable evidence to reinforce this view. Even the most casual observer must question the Department's ability to function as a team under these conditions.

Why the Department has ceased to actively pursue a leadership role among other law enforcement agencies is not known. The same withdrawal, however, has been observed within the community, where the Police Department is no longer as active or involved as it once was. For example, an officer attended a community meeting where a series of crime problems was discussed. One community policing officer was also there, along with several high-ranking officers from the Cambridge Police Department, but not a single ranking member of the Somerville Police Department attended. This apparent lack of interest could be interpreted as a lack of commitment by the Department to community problems.

A police department also has a myriad of relationships with those it serves. In Somerville, it became evident in interviews with selected representatives of the community and those who provide various services to

the community that the Police Department, at the command level, does not have well-established relationships with community organizations and service providers. While some organizations, through their leadership, may have contacts and working relationships with officers, few indicated established formal relationships with the Chief of Police. Some segments of the community in Somerville believe that the Police Department is isolated from them and does not attempt to bridge any communication, cultural or understanding gaps. Moreover, there are several recurring themes, including: a perception that the quality of service received by each segment of the community is not equal; some members of the community have an inherent distrust of the police (either culturally or based on experience) which the Police Department has not recognized or sought to address; there are significant communication and language barriers; the Police Department is not sensitive to cultural diversity; and the Police Department is viewed as insufficiently racially or ethnically diverse.

It is important for the leadership of the Somerville Police Department to work diligently and aggressively to regain the position of leadership in the law enforcement community it once held. The reputation of the Department has been damaged over the past several years and it will take a great deal of hard work to overcome the negative effects of this damage. The Chief of Police can accomplish this through active participation and the example he sets for the other members of the Department.

Senior command officers also need to take an active role in the law enforcement community through membership in various law enforcement and criminal justice agencies. Professional associations, such as the Massachusetts Chiefs of Police Association and area task forces, provide excellent opportunities for the Department's hierarchy to exchange productive ideas and assume a leadership role. Ranking members of the Department also need to be encouraged to become active in local community organizations, such as the Chamber of Commerce, Kiwanis International, the Lions Club, the Haitian Coalition, the Massachusetts Alliance of Portuguese Speakers, the Community Action Agency of Somerville, and similar community organizations. Their full participation in such organizations will enhance the public's view of the Somerville Police Department in the community.

The Police Department, initially through the Police Chief and other command personnel, must also reach out and establish working relationships with all segments of the community. The effort to establish these relationships should be a high priority of the Police Department. To strengthen outreach efforts, the City of Somerville should give careful consideration to the establishment of a "citizen advisory council" to make sure that the Department is sensitive and responsive to the needs of City residents. Such a council would serve as a mechanism to engender communication between the Police Department and all segments of the community. It would also support and supplement other outreach efforts of the Department.

Recommendation III-10: The Police Department should be encouraged to resume periodic hosting of training programs, including entrance level and in-service.

Recommendation III-11: The Chief of Police should take an active role in working with other agencies to exchange information and resources relative to areas of mutual concern.

Recommendation III-12: Each command officer should be encouraged to participate in a local community organization or civic activity to promote harmonious relations between the Police Department and the community.

Recommendation III-13: The Police Chief should begin an aggressive outreach program to ensure that the entire community is served. The Department should be a regular participant at community meetings and community events. The Chief of Police should lead this effort.

Recommendation III-14: The City of Somerville should establish a Citizen Advisory Council to engender communication between the Police Department and the community. The Council should represent various segments of the community.

The Impact of Civil Service

The Commonwealth of Massachusetts is unique in that it maintains a state-wide Civil Service system that regulates the hiring, promotion, discipline

and termination of municipal employees in the police and fire services. The system was originally created as a means of insulating municipal workers from the pressures of partisan politics. Civil Service is mandatory in cities, but is not mandatory for towns in Massachusetts.

While the Civil Service system has provided some obvious benefits, there are also some limitations. For example, the system relies heavily on the successful completion of a multiple-choice written examination as the means to achieve advancement in rank. The successful completion of a multiple-choice examination is not the most appropriate way to assess the ability to perform the duties associated with higher rank in a police department. A written examination, for example, cannot measure such important characteristics as human relations skills, oral communication skills, temperament, decision-making ability, and leadership.

Elsewhere in this report, we address the need to expand the police promotional system in order to allow the Department to identify more accurately those persons who are capable of advancing in rank and performing in supervisory and management positions. We are also concerned, however, about the limitations that the Civil Service system places on the appointing authority in the selection of a chief executive officer of a police department. The Mayor (who is the appointing authority in Somerville) is restricted to appointing an individual who takes either an open competitive examination (state-wide examination) or a departmental promotional examination. However, the actual pool of candidates from which the selection is made is limited to the three candidates who have scored highest on a written examination.

As the chief executive officer and leader of a multi-million dollar enterprise, a chief of police should be treated as an executive, should be well compensated, and should be accountable for the organization which he or she leads. Limiting the appointing authority to choosing a new Chief of Police from among those persons who have demonstrated their ability only by scoring well on a multiple-choice examination does not serve the interests of the City. Moreover, the constraints Civil Service places on this position make it difficult for an incumbent chief to be removed. The current appointment process does not ensure that the most effective manager and leader will be selected as a police chief for Somerville.

In most states, police chiefs are appointed only after an exhaustive search process in which applicants from police agencies around the country are thoroughly screened and tested, using a variety of mechanisms; very few of these processes involve multiple-choice examinations.¹ This process helps to ensure that the candidate who is eventually selected not only possesses the desired qualities for the position, but is the best possible person for the position from among those who have applied. This same assurance cannot be found when the appointing authority's choice of applicants is limited to a few candidates generated from applicants within the Civil Service system.²

The City of Somerville should give serious consideration to removing the position of Chief of Police, as well as the recommended Deputy (or Assistant) Chief, from Civil Service. However, certain guarantees, in the form of employment agreements, should be provided to ensure that the Police Chief and the Deputy Chief have sufficient protection from inappropriate interference.

Employment agreements for municipal officials cover a range of matters relating to compensation and scope of a particular position. It is likely that a contract would cover:

- *Scope of authority.* An understanding of the scope of the position and the decision-making authority of the Chief of Police would be defined.
- *Contract term.* The term of the contract would be defined, probably between three and five years.
- *Termination and severance.* A method of termination or notice of termination would be included. A specific payment or schedule of payments may be negotiated. Non-renewal of a contract would also be covered.
- *Residency requirement.* Cities often require residency for top executives.

- *Compensation.* Provisions defining annual salary and the method of increasing the salary based on performance, or other measures, are included.
- *Fringe benefits.* Provisions relating to health, life, dental, long-term disability and other insurances would be included. Vacation and other leave would be specified.
- *Deferred compensation.* Executives often seek deferred compensation based on a fixed amount, or other measure.
- *Direct expenses.* Use of a vehicle, automobile allowance, and other expense items are often included in contracts.
- *Professional development.* Typically, funds are provided for a national convention and other local meetings. Costs of professional memberships and other professional development materials may also be included.
- *Other provisions.* Since any city may have unique situations, other contract provisions may be necessary. For example, if housing is expensive, a housing allowance or housing subsidy may be sought by a municipal executive.

A number of Massachusetts communities, including Cambridge, Chelsea, Everett and others, have recognized that the Civil Service system is not the most appropriate system for selecting candidates for executive-level positions in the police service. It is in the best interests of the City of Somerville and the Somerville Police Department to take this step in the immediate future.

Recommendation III-15: City officials should take steps to remove the position of Chief of Police, and the proposed position of Deputy Chief, from Civil Service and engage in recruitment and selection methods that will ensure that only the most qualified and suitable candidates are appointed to these positions in the future.

1. *The Anatomy of a Successful Police Chief Search*, Public Management, November 2000, pp. 6-12, Kurt Kimball, City Manager of Grand Rapids, Michigan.
2. *Selecting a Police Chief: A Handbook for Local Government*, International City Management Association and the Police Executive Research Forum, Washington, D.C.

IV. PERSONNEL MANAGEMENT

Personnel are the most important resource of a police department and typically account for 80 percent, or more, of any police budget. The Police Department invests substantial resources in the training, evaluation, promotion and professional development of employees, and development of the appropriate policies and procedures which guide the work of personnel. This chapter addresses several important issues relating to personnel management.

Recruitment and Selection

The City of Somerville, like other Massachusetts cities, operates under the purview of the state Civil Service law and the administrative oversight of the State's Human Resources Division (HRD). The HRD is responsible for administering the entrance and promotional examination processes for the City. HRD is also responsible for the administration of statutory matters related employment of personnel.

The HRD periodically conducts state-wide police entrance examinations. When results are announced and lists of eligible applicants are generated, a City may, as Somerville has, request eligibility lists which include a preference for local residents.

HRD has developed a series of rules which allow a city to select those with unique skills or abilities, who pass the entry examination for the position of police officer. These skills must be *bona fide* occupational qualifications. For example, a police department can request selective certification of persons who speak a language other than English. A department can also make use of PAR 10 (Personnel Administration Rule 10), which is concerned with affirmative action). These rules allow a city to diversify the workforce.

The City of Somerville has a diverse population which speaks many languages. Since it is important for a police agency to develop effective working relationships with all segments of the community, the Department should make use of the selective certification processes allowed under Civil Service rules and regulations.

The City of Somerville's policy of using a residency preference in the employment of personnel makes it necessary for the City and the Police Department to ensure that qualified local residents take the Civil Service entry examination for police officer. To ensure that a diverse pool of candidates takes the examinations in the future, the Police Department should recruit qualified candidates from all segments of the community and encourage them to take the examination.

Recommendation IV-1: The Police Department should make use of selective certification processes to employ personnel with needed language skills. As part of this process, the Police Department should participate in aggressive outreach efforts to encourage members of minority groups to take Civil Service examinations.

Promotion and Advancement

In Somerville, promotion in rank has been based exclusively on the score attained on a standardized written examination. Candidates are provided with a reading list which contains the titles of the source materials that will be used in preparing the written examination. The test is administered and scored by HRD. The traditional written promotional examination administered by HRD is not sufficient to assess the leadership, administrative and management capabilities of personnel who may be promoted. However, by working with the HRD and developing a delegation agreement to alter the traditional examination process, the City can establish an effective examination process.

While a written, multiple-choice examination is adequate to test a person's ability to read and comprehend information in written form (e.g., textbooks, general orders, statutes, etc.), it cannot be used to measure important job skills. It is essential that qualities such as leadership ability, oral communication skills, problem-solving, decision-making, stress tolerance, and human relations also be measured.

There are a variety of examination processes that can predict how a person will perform in a position of increased authority and responsibility. These include psychological instruments, peer evaluations, supervisory evaluations, oral examinations and assessment centers.

The Somerville Police Department would benefit from the adoption of a promotional examination process that is much more capable of predicting future success in a position of higher authority and responsibility than a written examination. Accordingly, the consultants recommend that the City request the HRD for delegation authority to revise and expand the promotional process to include either a structured oral interview process or an assessment center, especially for the ranks of lieutenant and captain. Some examples of Civil Service communities which have used delegation agreements to improve promotional processes are Springfield (chief), Chelsea (captain), Salem (captain, lieutenant), Framingham (captain), Lowell (captain, lieutenant), Pittsfield (chief), Malden (chief), and Falmouth (captain).

A delegation agreement:

- Specifies the responsibilities of the Massachusetts Human Resource Division and the city.
- Requires that the city employ a consultant to construct the examination, subject to the approval of HRD.
- Defines the examination process.
- Specifies the examination weights of different elements of the examination, such as 40 percent for the written examination, 50 percent for the assessment center, and 10 percent for training and experience.
- Defines the method by which the examination is to be completed, covering examination security, timetables, and administration.
- Identifies HRD's responsibility to review and approve the examination process and observe the examination in progress.

The value of a structured oral interview process or an assessment center is that it can much more reliably assess those skills and abilities essential for future job performance. In addition, it can be conducted by an independent third party, or testing firm, which has no vested interest in the outcome of the process, other than to accurately identify those individuals who are capable of

advancing in rank and performing in a successful manner. Such processes have been widely used in police departments around the country for more than two decades and have been found to be highly reliable and are generally well-accepted by the personnel competing for promotion.

Recommendation IV-2: The City of Somerville should petition the HRD to delegate the promotional examination process to include a combination of written examination and structured oral examination for sergeants and assessment centers for lieutenants and captains.

Performance Evaluation

A comprehensive and reliable system of evaluating the performance of all members of the Police Department, from the newest police officer to the most senior captain, is essential if the Police Department is to perform at an acceptable level. It is important that standards of performance be established for all ranks and assignments, that each member of the Department knows what level of performance is expected of him or her, that penalties are imposed on those who fail to meet those standards, and that incentives and rewards are available for those persons who consistently exceed established performance standards.

Consultants were informed that the Police Department used to have a performance evaluation system that was based on a point system. This system was instituted by the previous Chief of Police, but it did not account for differences in job assignments and was eventually dropped. When the current Chief of Police asked for suggestions on ways to improve the Department several months ago, one supervisor recommended that the performance evaluation system be re-visited and re-worked to accommodate differences in job assignments, but this suggestion was never adopted.

A frequent comment made by members of the Department during this study was that there is no incentive for good job performance. In fact, officers complained that they had been criticized by their supervisors for making arrests during the shift because of the additional work it imposes on the shift supervisor. Slightly more than ten percent of the sworn personnel who

responded to the employee attitude survey agreed with the statement, "good performance on the job is properly rewarded in the Department." (See Chapter VII.)

There are no discernible standards for performance in the Department and officers are not held accountable for their own acts, nor are supervisors held accountable for the actions of their subordinates. Some officers expressed the view that good job performance means little. Officers who do good work are not rewarded and there are no sanctions for not doing the job. As a result, there is a prevailing attitude in the Department that it is better to do nothing than take a chance on getting into trouble.

Recommendation IV-3: The Chief of Police should be directed to contract for the design of a performance evaluation system and assistance with its implementation. The system should provide minimum standards of performance for all positions in the Department. This same system should provide incentives for officers to excel as well as penalties for those who fail to maintain minimum standards of performance.

Professional Development

Due to the legalistic and continually evolving world in which the police operate, training is absolutely necessary to make police officers aware of changing laws and court decisions, as well as to provide them with the latest technology available. Police officer training must be provided at several different levels: pre-service training, which is provided through the police academy and which is continued through a comprehensive field officer training program; specialist training, which is provided to equip officers to serve in specialist positions, including supervision and management; and regular in-service, or refresher, training, which is used to maintain skills of all officers in the basics of their profession. Included in this last category would be a thorough firearms and weaponless defense training program.

The Somerville Police Department's commitment to the training function has apparently fluctuated in intensity in recent years. One of the most frequent complaints consultants heard from the officers concerned the lack of quality training at all levels in the Police Department. Only 14 percent of sworn

personnel who responded to the employee attitude survey indicated that they were satisfied with the training offered by the Department. (See Chapter VII.)

The Department has one lieutenant with experience in the training arena who is assigned as the Training Director. He is certified in several areas and teaches at a local college on a part-time basis. According to the Departmental organization chart, the Training Director reports to the captain in charge of traffic and auxiliary services. In practice, he reports to both the Chief of Police and the Executive Officer and is often assigned other duties that are not related to the training function. This disregard for the principle of unity of command, coupled with the absence of a defined training plan for the Department, unnecessarily complicates his mission.

There is a training budget for the Department but the Training Director is not responsible for its preparation, nor is he aware of the contents of the training budget. The Department has been deficient in the maintenance of training records in the past. The Training Director is aware of this problem and is endeavoring to improve the situation. These records are critical to the effectiveness of a law enforcement agency (relative to the safety and proficiency of its members) and provide insulation against liability. As the Department moves toward increasing capacity and efficiency in the area of automation, record maintenance must be a priority.

Newly-hired officers in Somerville are required to successfully complete a 22-week training program conducted at one of 12 regional police academies. Upon graduation from the police academy, officers need to be indoctrinated into local policies and procedures and are further evaluated to determine whether they possess the necessary skills to become successful police officers. This is usually accomplished through a formal Field Training Officer (FTO) program, in which police recruits are assigned to ride with seasoned and trained FTOs for a period of two or three months during their probationary period. During this time, they are subjected to intensive field training and daily and weekly evaluation to determine their suitability to perform the duties of police officers. Those who do not perform adequately are dismissed during their probationary periods.

Somerville's Training Director and two sergeants have received training in the Field Training Officer program. However, the Department has not adopted this program and there are no immediate plans to implement it.

All recruit officers are on probation for a one-year period. However, they are not evaluated during this period. No one in recent memory has been terminated while serving in this probationary status. New officers are generally assigned to the day shift, due to the bid system, and quite often work one of the two "inside" jobs. Consequently, even unofficial field training is non-existent.

In order to be effective, training must not only be meaningful, but ongoing. Training needs must be identified by monitoring performance, productivity, citizen complaints, procedural errors, use of force, departmental vehicle accidents and many other criteria. Unfortunately, the Police Department has no means of monitoring these indicators. Currently, whenever an officer uses force in effecting an arrest, he or she is required to submit a written report. However, there is no supervisory review of the circumstances to determine whether the actions were proper. In addition to investigating the incident, the supervisor should indicate either that there was justification, or that the force was inappropriate under the circumstances.

The Department should develop a "use of force continuum" that outlines the levels of force appropriate for specific situations. The escalation of resistance justifies a commensurate escalation of force and/or use of issued defensive equipment. A copy of all Use of Force reports, including those involving firearms, capstun, fists, etc., should be forwarded to the training director, who should review them to determine whether or not the officer acted as trained, properly used issued equipment, and whether there is a need for additional training, or modification of existing training.

The Training Director recently distributed a questionnaire to members of the Department to obtain input concerning training needs. The Massachusetts Criminal Justice Training Council recommends 32 hours of classroom training for police officers annually in addition to eight hours of firearms training. There are no mandatory training requirements, nor are there sanctions for failure to complete an annual retraining program. The Somerville

Police Department must develop a process to ensure regular firearms training and that personnel are proficient with their service weapons.

The police range, when operational, appears adequate for familiarization and target firing, but it is hardly state-of-the-art. In order to maintain any degree of proficiency, officers need to fire a simulated combat, "shoot-don't-shoot course," (including night firing) at least twice annually. There are computer-driven simulators on the market which are excellent for this type of training and are not cost prohibitive.

Regional training efforts would help address specialized training needs, since fiscal considerations make it difficult for any one department to provide needed specialized training. Area police departments could meet as a group to periodically share ideas and resources.

Massachusetts does not mandate that new police supervisors attend supervisory, management or leadership training. However, proper preparation to assume the responsibilities of rank is critical to success. In the past, the Department has taken advantage of available leadership and management training opportunities sponsored by area colleges and institutes.

On at least one occasion, two patrol officers whose promotions to sergeant were imminent were selected to attend supervisory and management training. This proactive approach is commendable and should be continued. Training in computers, vehicle operation, report writing and supervisory review, proper radio discipline, community relations and self-defense are a few of the areas needing attention in Somerville.

Training need not be limited to attendance at schools and seminars. Periodic training bulletins should be utilized to update the force on changing case law, narcotics trends, procedural changes, and many other topical issues. Roll call training should also be used; it does not need to be lengthy to be effective. Although only 15 minutes is allocated for daily roll call, the time is seldom utilized productively; five to ten minutes could be utilized for training purposes on a daily basis.

The overwhelming majority of those interviewed during the study complained of inequity in the assignment of training. No one was aware of any articulated policy concerning how persons are assigned to training courses. An annual training plan is necessary to serve as a blueprint for the Department's training goals and objectives. Available schools and courses should be posted conspicuously as well as read at roll calls and included in training bulletins. All personnel should be permitted to apply for training programs. The assignment of training should be fair and equitable.

Recommendation IV-4: The position of Training Director should be placed organizationally within the Office of Professional Standards.

Recommendation IV-5: The primary focus of the Training Director should be the development, coordination and management of the training efforts.

Recommendation IV-6: The Training Director should be responsible for the development and management of the training budget, consistent with the Department's Annual Training Plan.

Recommendation IV-7: The Department should take steps to computerize all Departmental training records. Additionally, training records of all personnel should be placed in their personnel files.

Recommendation IV-8: The Chief of Police should be directed to create a Field Training Officer program. Only those motivated and proven performers should be selected to serve as Field Training Officers, and they should receive compensation for accepting this additional responsibility. To be effective, this program must include a meaningful performance evaluation system with the options for re-training and, if necessary, termination of the probationary officer. The Patrol Division commander should have responsibility for supervising the FTO program.

Recommendation IV-9: The Training Director should use all available data to identify training needs on a continuing basis. Ongoing monitoring of use of force, departmental accidents, citizen complaints, and procedural errors are measures of training needs. Copies of all reports pertaining to these incidents should be automatically forwarded to the Training Director.

Recommendation IV-10: The Department should adopt a "use of force continuum" outlining the proper escalation of force appropriate to the level of resistance encountered.

Recommendation IV-11: Attendance at annual in-service classroom training should be mandatory for all members below the rank of captain. Command-level training should be made available at least annually for senior ranks.

Recommendation IV-12: The Chief of Police should ensure that all sworn members of the Department successfully complete a firearms combat qualification course to include night firing (simulation or actual) on a semi-annual basis. Certified instructors should conduct this training. Persons failing to post a qualifying score should not be permitted to work in an enforcement capacity until they qualify with the service weapon.

Recommendation IV-13: The Department should take the lead in hosting a region-wide training officers' meeting. The goal would be to exchange ideas and resources in the training arena. Ultimately, periodic meetings should result in increased training opportunities for all concerned.

Recommendation IV-14: Those persons whose promotion in rank is imminent should be scheduled for advanced training in leadership development.

Recommendation IV-15: The training unit should publish periodic "training bulletins" to update the force on all topical issues.

Recommendation IV-16: Roll call training should be an ongoing activity. Five to ten minute blocks of instruction can be used to keep officers current on many issues, including law updates and procedural changes.

Recommendation IV-17: An annual training plan should address the training goals and objectives of the Department. This document should be disseminated and posted conspicuously.

Recommendation IV-18: Opportunities for training should be posted, read at roll calls, and included in training bulletins. All personnel should be permitted to apply. Recommendations from superiors, performance of applicants and the overall benefit to the agency should be factors in determining who is selected to participate.

Maintenance of Discipline

Discipline and training are closely related. If a police department is to be able to effectively regulate the conduct of its members and ensure that the highest level of performance and professionalism are maintained, it must have clear standards and policies which must be enforced.

Police departments are unique in both the nature of the work their officers perform and in the fact that officers, who work under very limited direct supervision, exercise a high level discretion. Due to the volatile and legalistic environment in which police operate, police departments are governed by rules, regulations, policies and procedures. Sanctions must be available to enforce regulations.

The police disciplinary system must encompass several characteristics to achieve its purpose of maintaining the integrity and professional conduct of its members. First, there must be a policy in place which identifies those responsible for imposing discipline. This should begin with the first-level supervisor and ascend up the organization to the office of the Chief of Police. Each member has a role in making the disciplinary system work properly and they must understand and acknowledge that role.

Second, there must be fairness and consistency in the manner in which discipline is imposed. As a general rule, the disciplinary action or punishment must be for a defined offense. In addition, there should be a progression by which repeated violations by the same person are met with progressively more serious discipline, up to dismissal. A sound disciplinary policy will establish the level of punishment for each type of offense so that there can be no doubt among personnel about the type of penalty that will be imposed for specific types of violations. Consistency and fairness must be maintained at all costs.

An effective internal affairs investigation process is absolutely essential if a police department is to maintain the highest standards of professional conduct and earn and maintain the respect and confidence of its constituents. As the Commission on Accreditation of Law Enforcement Agencies (CALEA) has pointed out:

The internal affairs function is important for the maintenance of professional conduct in a law enforcement agency. The integrity of the agency depends upon the personal integrity and discipline of each employee. To a large degree, the public image of the police agency is determined by the quality of the internal affairs function in responding to allegations of misconduct by the agency or its employees.¹

In the Somerville Police Department, the Executive Officer is viewed as the sole point of discipline. The Executive Officer is responsible for conducting internal affairs investigations and receiving complaints from citizens regarding an officer's conduct. While the Chief of Police is ultimately responsible for imposing discipline, the Executive Officer is clearly seen as the disciplinarian in the Department.

Individual supervisors, however, do not see themselves as responsible for the actions of their subordinates and are not expected to take disciplinary action, or to even recommend discipline if they become aware of infractions by their subordinates. Supervisors stated that they do not feel that they receive adequate support from the Police Department administration and, therefore, would be very reluctant to discipline an officer.

When discipline is imposed, there is a perception that it is inconsistent. Officers cited instances in which some members of the Department were treated differently from others, for similar violations. Only ten percent of those responding to the employee attitude survey agreed with the statement, "discipline in the Police Department is administered in a fair and consistent manner." (See Chapter VII.)

A major problem in the Somerville Police Department is a lack of accountability at all levels. This lack of accountability is obvious, but has not been addressed by the Department's administration. It is manifested in several ways, including the following examples.

There is a lack of security in and around the police facility; even basic security procedures are ignored. The door into the reception area, which leads to the communication center, and is supposed to be shut and locked, is routinely left open and could permit entrance by unauthorized persons to secure areas. In one instance, consultants found the keys to the cell block left in one of the cell doors while a large overhead door only 50 feet away was left open, allowing anyone access to the cell area. Although no prisoners were in the cell block, this lack of basic security is not acceptable.

It is not surprising, given this total lack of security, that thefts from within the Police Department are common. Further breaches of security can be found in the outside lot where unused squad cars are parked and left unlocked with the keys above the visors.

Another example of the lack of accountability is the appearance of individual officers. During several visits to the police facility, including several visits to roll call at the beginning of shifts, consultants observed a variety of combinations of uniform accessories with no common theme. If there is a uniform standard in the Department, it is either not commonly known or routinely ignored by many members of the Department. We found the same disregard for a professional appearance among detectives who are, by definition, allowed to wear civilian attire to work and consultants observed a general attitude of casualness among these officers, as well. Overall, the appearance of police personnel does not convey the image of professionalism and competence for which most police agencies strive.

Lack of accountability in the Department is also manifested by the failure of supervisors and management personnel to hold officers accountable for damage to equipment and patrol cars that occurs regularly. Interviews with the Department mechanic indicated that damage to vehicles is common and no one is held accountable. We were informed of case after case in which an officer has been known to take a car out on patrol and bring it back with new damage and not even submit a written report on how the damage occurred.

An important example of the lack of accountability in the Police Department is the frequent use of sick time by some members of the Department. Many persons interviewed complained about the abuse of sick time by some members of the Department and suggested that management should do something about it. A committee to review sick leave policies and recommend ways to reduce sick leave abuse has not been instituted, although it was provided for in the union contract.

As shown in Exhibit 8, the Police Department loses an average of 20 days per officer each year, due to sick time and injuries. This total is high and suggests the absence of any meaningful management controls on the use of sick leave. One reason cited for the high use of sick leave is the City ordinance that provides for 20 days of sick time per occurrence. Apparently, employees must have five occurrences before any action is taken against them. This would indicate that the City ordinance needs to be changed to reflect a less liberal policy regarding sick leave. A policy limiting sick days to 15 per year would be more than reasonable and would be consistent with practices in other communities.

Notwithstanding the provisions of the City ordinance, the Chief of Police has an affirmative responsibility to take steps to reduce sick time usage and impose sanctions against those few who continue to abuse the privilege of sick leave. We are aware of only one member of the Department who has been penalized, or even charged, with improper use of sick time in recent memory. In view of the serious nature of this problem, the administration of the Department cannot avoid responsibility for failing to take steps to control the situation.

This demonstrated lack of accountability in the Police Department is troubling. It is the responsibility of the Chief of Police to take action to ensure

accountability and prevent violations of the policies and procedures. The consultants have recommended the creation of an Office of Professional Standards which would report directly to the Chief of Police. A major responsibility of this office would be the investigation of complaints against officers and the imposition of penalties for violations of policies. This needs to be accompanied by a staff inspections process in which personnel, facilities and equipment are routinely inspected for compliance with existing policies and procedures. Supervisors should inspect officers and equipment at the beginning of every shift to determine if they are in compliance with existing policies. Discrepancies need to be noted and, where practical, appropriate disciplinary action should be taken.

It is important that any internal affairs investigation policy provide clear guidelines for the receipt and investigation of complaints against officers and contain provisions which encourage, rather than discourage, the filing of complaints by citizens. It is through this complaint process that the Department will be viewed by citizens as being truly interested in maintaining the highest possible level of integrity and professional conduct.

Supervisors should also be held accountable for the actions of their subordinates and play a role in the disciplinary process. As CALEA has observed:

The role of the supervisor, especially the first line supervisor, is critical in the disciplinary process. First line supervisors have the best opportunity to observe the conduct and appearance of officers and detect those instances when disciplinary actions are warranted (remedial training, counseling, punishment).²

Recommendation IV-19: A revised internal affairs investigation process should be adopted which will ensure investigation of police misconduct.

Recommendation IV-20: The Chief of Police should take steps to hold all members of the Department accountable for their own acts and supervisors accountable for the actions of their subordinates.

Recommendation IV-21: Individual supervisors and unit commanders should be required to conduct daily inspections of personnel, equipment and facilities to ensure compliance with existing policies and procedures and that discrepancies are noted.

Disciplinary action should be taken against violators when appropriate.

Recommendation IV-22: The Office of Professional Standards should be charged with responsibility for conducting periodic staff inspections and for noting discrepancies along with proposing recommendations for corrective action.

Recommendation IV-23: The Chief of Police should continue his initiative to implement a policy to curtail the abuse of sick leave and impose penalties on those who are found to violate the policy.

Drug Testing Policy

The labor contract between the union and the City allows the implementation of drug testing of police personnel; however, drug testing has never been instituted. It is unfortunate that drug testing is necessary; however, the practice helps to ensure the integrity of the Department and the well-being of all police employees. It is in the best interest of the City, as well as the Police Department, to initiate drug testing for all Police Department employees as soon as a reasonable and practical method can be established. A private vendor could be contracted to develop random drug testing programs to protect the interests of employees and the Department.

One approach to beginning the drug testing program would be for the command staff, i.e., the Chief and captains, to participate in the initial drug test, prior to other employees, to set a leadership example for all employees. Funding necessary for this effort should be made available as soon as possible. Additionally, the cost of the program should be built into future budgets.

Recommendation IV-24: The Chief of Police should be directed to create a procedure for implementing the employee drug testing procedures provided for in the current labor contract.

1. Commission on Accreditation of Law Enforcement Agencies, Inc., *Standards for Law Enforcement Agencies*, January 1999, p. 52-1.

2. Ibid., p. 26-2.

V. FIELD OPERATIONS

This chapter examines the field operations of the Somerville Police Department, including patrol, community policing, criminal investigation and traffic enforcement. These are the most visible aspects of police services and account for the greatest share of the Department's resources.

The Patrol Force

The patrol force is the basis of any police department. It provides the primary services for which the police are responsible: law enforcement, maintenance of order, and protection of life and property. The uniformed patrol officer is also the visible symbol of the police department and represents the department to the residents of the community. Uniformed patrol officers have more frequent contact with the public than other members of the police department (other than dispatchers and communications personnel) and are in a position to influence the public's attitude (for better or worse) about the level and quality of police services. All other police functions are designed to either support or supplement the patrol function.

In Somerville, the patrol force is divided into three shifts, which are identified as the day shift, which works from 8:00 a.m. until 4:00 p.m., the afternoon shift (called the "first half"), which works from 4:00 p.m. until 12:00 p.m. and the night shift (referred to as the "last half"), which works from 12:00 a.m. until 8:00 a.m. Officers are assigned to these shifts on a permanent basis and are allowed to bid for them on a seniority basis. There is no provision for periodic rotation of personnel among the shifts. In fact, seniority is so prevalent that officers can bid their beat assignments each day, which takes the assignment of personnel totally out of the hands of supervisory personnel.

There are two captains who serve as Patrol Division commanders. They alternate between the afternoon (first half) and night (second half) shifts. One of these captains is also the coordinator of the auxiliary police program, which is used to supplement patrol staffing. There is essentially equal staffing on each shift, although the Department's records reflect that 80 percent of the

patrol workload occurs on the day shift and afternoon shift, with only about 20 percent occurring on the night shift.

There is also a lieutenant on each shift, who is designated as the commanding officer; a sergeant serves as the field supervisor. There are usually two ranking officers working; this may be two lieutenants, two sergeants or one sergeant and one lieutenant.

Officers are assigned to one of seven different wards in the City. Each ward is relatively small and can be traversed in very little time, even in heavy traffic conditions. There are also two "station men," who are assigned to an office adjacent to the 911 center. These positions are usually assigned to junior personnel, since few officers desire this assignment.

When there are more than seven cars working, sector cars are used as overlap cars. These sector cars divide the City into two halves and provide additional coverage for the ward cars.

As part of the Department's "Park and Walk" program, officers are expected to get out of their cars and walk around their assigned area for an hour each shift. There may be some confusion about when officers are expected to go on their park, walk and talk assignments. Generally, beat officers have discretion to implement the "Park and Walk" program; however, one commanding officer instructed personnel to implement the program at designated times.

At the beginning of each shift, officers from the incoming shift gather in the roll call room and are addressed by the shift commander, usually the lieutenant. At this time, officers indicate (by seniority) what beat they will work and are given car assignments. Limited information regarding activity from the previous shift may also be disseminated at this time. Community policing officers also attend the roll call, but detectives and traffic officers are not required to attend.

Not all patrol officers attend roll call, however. Some officers who are assigned to beats furthest from the police station are allowed to drive their own cars directly to their assigned beats and relieve the officer on the

preceding shift. Given the fact that the time to travel from one part of the City to another is not that long, this practice seems to have very little merit; it would be more productive for all officers on the shift to attend roll call, regardless of their beat assignments.

The Crime Analysis Unit publishes a weekly bulletin which contains useful information regarding criminal activity, wanted persons, etc., but there is little evidence that this information is used or even reviewed by members of the patrol force, including supervisors.

Patrol operations in the Somerville Police Department are conducted in a very unplanned and undisciplined fashion. Other than the "Park and Walk" program, we could find no evidence of any proactive police work; officers seem content to drive aimlessly through their assigned areas and await assignment by radio.

There is little evidence of supervision of patrol activities. Supervisors do not appear to know what their subordinates are doing. As a result, there is no incentive for officers to perform and productivity is not assessed. Officers do respond to radio calls, but they do not appear inclined to initiate activities. One officer stated that he does not write tickets and is not required to, while another officer complained that if he does make an arrest, he will be criticized by his supervisor.

While the Patrol Division has sufficient officers to carry the workload and provide preventive patrol, the allocation and deployment of personnel is not appropriate. We recommend that the staffing of the Patrol Division be reduced to 48 officers, with six sergeants, five lieutenants and one captain. The captain would be responsible for overseeing the patrol function. We further recommend that the Division be divided into three shifts, with a lieutenant assigned to each as the shift commander. There should be two designated relief shift commanders who would be responsible for covering the regular days off of the designated shift commanders. The recommended allocation of officers per shift and minimum number of personnel per shift is illustrated below.

Recommended Allocation of Officers

Shift 1	8:00 a.m. to 4:00 p.m.	2 sergeants	18 police officers
Shift 2	4:00 p.m. to 12:00 a.m.	2 sergeants	18 police officers
Shift 3	12:00 a.m. to 8:00 a.m.	2 sergeants	12 police officers

Recommended Minimum Staffing

Shift 1	1 sergeant and 10 police officers
Shift 2	1 sergeant and 10 police officers
Shift 3	1 sergeant and 8 police officers

EXHIBIT 11

SOMERVILLE, MASSACHUSETTS 1997-1999
CALLS FOR SERVICE BY WARD

	1997	1998	1999	Average
Ward 1	10,728	10,819	10,237	10,594.7
<i>Percent of Total</i>	22.5%	21.2%	19.3%	21.00%
Ward 2	8,711	9,789	10,649	9,716.3
<i>Percent of Total</i>	18.3%	19.2%	20.0%	19.17%
Ward 3	6,569	6,943	6,994	6,835.3
<i>Percent of Total</i>	13.8%	13.6%	13.2%	13.53%
Ward 4	6,870	7,403	8,571	7,614.7
<i>Percent of Total</i>	14.4%	14.5%	16.1%	15.00%
Ward 5	5,008	5,352	5,301	5,220.3
<i>Percent of Total</i>	10.5%	10.5%	10.0%	10.33%
Ward 6	5,199	5,570	5,936	5,568.3
<i>Percent of Total</i>	10.9%	10.9%	11.2%	11.00%
Ward 7	4,509	5,175	5,464	5,049.3
<i>Percent of Total</i>	9.5%	10.1%	10.3%	9.97%
City Total	47,594	51,051	53,152	50,599.0

Source: Somerville Police Department, *Annual Reports*, 1997, 1998, 1999

The assignment of patrol units by wards does not reflect call volume and workload; the number of calls for service in each ward is not equal. Calls for service for the Police Department for three years (1997, 1998, and 1999) are shown in Exhibit 10, as distributed by ward. Wards 1 and 2 account for 40 percent of all calls for service, while Wards 5, 6 and 7 collectively average approximately 30 percent of all calls for service. As a result, the workload is not distributed evenly among the officers assigned to these areas.

To account for this disparity in workload, two officers should be assigned to Wards 1 and 2 and single officers should be assigned to the remaining the wards. This would still allow sufficient personnel, even with minimum staffing, to assign one or two zone cars as back-up units.

The position of "station officer" is not necessary and should be eliminated. These officers are assigned to sit in the station, answer telephone calls, respond to citizen inquiries at the front counter, monitor prisoners during the booking process and while in custody, fill in for the "detail men," and transport prisoners to the station from the field. Most duties performed by these officers are routine and clerical in nature and could easily be filled by a trained civilian. Monitoring prisoners does not require a great deal of time and could be done by the lieutenant, who is in charge of the booking process. Prisoner transport should be the responsibility of the arresting officer; there are more than enough personnel in the field to allow the beat officer to transport a prisoner to the station.

We also recommend that the Department consider revising its scheduling practices in favor of either a fourth "overlap" shift, which would work from 6:00 p.m. until 2:00 a.m. each day, or an entirely different type of schedule, such as the ten-hour day, four-day work week. Either of these alternatives would have the effect of increasing staffing during peak times and providing supplemental personnel for specialized assignments, such as unmarked patrol units or selective traffic enforcement.

The Department should attempt to minimize the impact of seniority in future bargaining negotiations to the extent that it impedes the ability of a supervisor to assign personnel where they are most needed. Allowing officers

to bid daily for beat assignments is not acceptable and negatively affects the ability of supervisors to manage the Department. While seniority based bidding systems are common in our experience, the consultants have not previously encountered a daily bidding system such as that in the Somerville Police Department.

Recommendation V-1: The Patrol Division should be reorganized.

Recommendation V-2: The position of "inside man" should be eliminated.

Recommendation V-3: The Department should consider alternative scheduling arrangements to make the most efficient and effective use of available personnel.

Recommendation V-4: The Department should promote a more proactive patrol methodology which encourages officers to use their own initiative to seek out and resolve problems in their assigned areas.

Recommendation V-5: Future collective bargaining negotiations should focus on the elimination of seniority as it relates to the area of assignment.

The Tactical Patrol Unit

The consultants have recommended the creation of a Tactical Patrol Unit within the Patrol Division. This unit would consist of one sergeant and six officers and would be responsible for engaging in tactical policing efforts directed toward specific issues indicated by a higher authority (e.g., the division commander). This unit would allow the Patrol Division to deploy a team of officers against selected targets of opportunity and employ a variety of strategies, such as low-visibility patrol methods to detect criminal activity and apprehend suspects. This should be a highly-motivated and committed group of individuals with special training who are capable of implementing proactive methods for the detection of crime and the apprehension of criminals. At all times, however, the actions of this unit must be in concert with those of the

regular patrol units. This unit should not be allowed to operate independently without the oversight of the Patrol Division commander.

Specialized Patrol Units

The Somerville Police Department relies almost entirely on traditional prevention patrol. Other than motorcycle units (discussed later), there is very little specialization in the Patrol Division. For example, the Department does not employ a canine team, although such teams are invaluable and have been used successfully for years by police agencies for the purpose of tracking criminals and lost children, searching abandoned buildings, and sniffing out drugs and other contraband. We were informed that the Department did have a canine unit at one time, but it was eliminated, for unknown reasons.

Favorable consideration should be given to instituting a canine unit within the Police Department, which would include a total of three canine teams (one dog and one officer), one assigned to each shift. The primary purpose of the dogs would be tracking and building searches, although drug sniffing would also be quite beneficial for use in the Vice and Narcotics Unit.

The Department also does not have a designated or trained Strategic Response Team to deal with hostage situations and other similar emergencies. Consultants were informed that the Department did have a Special Weapons and Tactics (SWAT) Team at one time, but this was also abandoned. While SWAT teams have sometimes come under fire for being overly aggressive and militaristic, Strategic Response Teams, which are trained and equipped to perform the same duties, are used extensively by police agencies throughout the country.

If the City of Somerville does not wish to underwrite the cost of training and equipping its own Strategic Response Team, it could join forces with surrounding communities to create one on a regional basis, or it could join the Northeastern Massachusetts Law Enforcement Council (NEMLEC), which is a confederation of Boston area communities that has its own Strategic Response Team and which operates very effectively.

Recommendation V-6: The City should consider authorizing between one and three canine units to be assigned to the patrol force to enhance its patrol capability.

Recommendation V-7: The Police Department should be encouraged to either develop its own Strategic Response Team or join with other communities in a regional Strategic Response Team that will allow it to be able to respond effectively to strategic emergency situations.

Community Policing

In recent years, the terms "community policing," "community-oriented policing" and "problem-oriented policing" have been synonymous with professional and progressive police administration. The community policing philosophy is essentially an attempt to get "back to basics" in terms of tailoring police services to meet the needs of the community. This is obviously an oversimplification of community policing, and each department that adopts community policing has its own idea of what it means.

The Somerville Police Department adopted community policing several years ago with the assistance of a federal grant which allowed it to hire an additional number of police officers and designate them as the Department's "community policing" officers. The Community Policing Division has been in existence for six years and originally consisted of one sergeant and seven officers who worked the afternoon shift. They now have one sergeant and 15 officers who work both the day shift and the afternoon shift. One officer is assigned to each ward and patrols the area on foot or by bicycle. (Two officers are assigned to Ward 1 on the afternoon shift.) There are no cars assigned to them but they do have a van available for special events, which was purchased with a grant. The sergeant in the Community Policing Division is assigned to the day shift. There is no supervisor on the afternoon shift. Members of the Community Policing Division bid for their assignments on a seniority basis and are allowed to re-bid every two years.

Each community policing officer prepares a weekly calendar that shows what he or she is expected to do each day. This includes any special

assignments that may be assigned by the sergeant. Officers are expected to prepare a written report on their assignments. They are also required to make an entry into the CAD system. Community policing officers are expected to visit schools in their area once a week. The community policing officers are also involved with local neighborhood business groups and "the cops and kids program," where community policing officers interact with area children.

The commanding officer of the Community Policing Division makes it a practice to attend roll call each morning in order to have contact with the community policing officers. The sergeant will usually attend roll call with him. The commanding officer sometimes attends roll call on the afternoon shift, as well.

Community policing officers have the option of riding bikes and have been equipped with uniforms designed for this purpose. Some officers have received special training in bike riding; most of them have received special training in community policing.

There is an apparent split between community policing and other divisions in the Department. Some command personnel expressed the view that community policing is only a public relations strategy. A Departmental committee was formed in an attempt to expand the concept of community policing to the entire Department. One concept developed was for the Department to institute a "team concept," under which the City would be divided into areas, with a team assigned to each area, consisting of patrol, community policing, traffic and investigations personnel. The commanding officer of the Community Policing Division submitted a written report to the Chief of Police outlining this concept, but it has never been discussed.

A member of the Community Policing Division stated that he believes in the community policing concept, but that it should be implemented Department-wide, rather than as the responsibility of a single unit. He believes the program can only be successful if it is supported by everyone in the Department, from the Chief of Police down through the rank structure. Some members of the Division doubt whether that support currently exists and are concerned that the program will be dropped as soon as the federal funding

expires. Some officers have the perception that the Chief does not really support community policing, but allows it to exist because it is a funded program.

Although community policing officers do not require a great deal of supervision, the supervisor should be out on the streets to observe activity. The supervisor should also make appearances on the afternoon shift, as well as the day shift, if she is to be able to supervise both shifts.

Community policing is a worthwhile program and needs to be continued. However, the program is only as good as the support and commitment it receives from the top management of the Department. The extent to which community policing is supported by all command personnel is not clear, but it is clear that it is made possible by the infusion of a great deal of federal money into the Police Department. If these grants are withdrawn, the extent of the City's true commitment will become evident.

Regardless of what happens at the federal level, community policing will only be effective if it is practiced by the entire organization, rather than by a few selected officers. The essence of community policing is a different way of dealing with community problems and tailoring police resources and efforts to meet those problems. This cannot be done effectively by only one part of the police department. Community policing cannot, and should not, be simply the function of a small number of officers while the rest of the Department continues to practice policing the way it had always been done.

Therefore, we propose the elimination of the Community Policing Division as it currently exists. If the federal government eventually terminates the City's community policing grants, the effort as it currently exists would be difficult to maintain. Community policing in Somerville should not be continued in its present form. The Community Policing Division should be replaced by a new Community Services Division. This Division would include several units intended to provide community outreach services, such as crime prevention, school liaison, and community relations.

Crime prevention is an important police function that is virtually ignored in the Somerville Police Department. A truly effective crime prevention program requires a partnership between the police and the community, as well as an awareness that the police alone cannot solve the crime problems in the community. Crime prevention programs, such as Neighborhood Watch, Operation Identification, and Crime Alerts, are examples of the outstanding accomplishments that can be achieved when the police and the community work together to solve common problems.

The Youth Services Unit would consist of one sergeant and three officers who would be assigned to investigate crimes involving youthful offenders or victims. This unit would also be responsible for developing and maintaining the Department's school liaison officer program, as well as the DARE program. The Department does not currently have either a DARE program or a school liaison program, although community policing officers are assigned to visit schools in their assigned areas on a regular basis. We believe that a more formal and structured school liaison program is needed and could be coupled with the DARE Program, which is designed to reduce drug use and increase drug awareness among school children.

Recommendation V-8: The existing Community Policing Division should be eliminated and replaced with the Community Services Division.

Traffic Enforcement

The enforcement of traffic laws and the investigation of traffic accidents is an important responsibility of the municipal police officer. Some officers, however, express a dislike for this duty because they realize that it often places them in an adversarial position with a citizen. As a result, some officers avoid writing traffic tickets unless it is absolutely necessary. Other officers, however, appreciate the need for reasonable enforcement of traffic laws and realize that public safety demands a motoring public that respects the rights of others, as well as the laws that are enacted for their own safety and well-being.

The Traffic Division of the Somerville Police Department is commanded by a captain and consists of two sergeants and seven patrol officers. Both

sergeants are assigned to the day shift. One of the sergeants is designated as the "hackney" supervisor, and has overall responsibility for licensing taxi drivers and inspecting cabs. This same sergeant also is in charge of the selective enforcement program and manages Traffic Division grants. The second sergeant is the Court Liaison Officer in District Court and is the accident investigator and handles hit and run cases and abandoned automobiles.

The captain spends about four hours a day in the District Court handling paperwork. This is in addition to the traffic sergeant referred to above, and another sergeant in the Criminal Investigations Division, who is the Court Liaison Officer in the Superior Court in Cambridge.

Three police officers are assigned to traffic on the afternoon shift, on a four-and-two schedule. Two officers are assigned to the day shift, on a five-and-two schedule. There is also one officer assigned as the clerk in that unit. On the day shift, officers work east and west sections of the City. No one supervises the traffic officers on the night shift. Officers handle accidents and engage in selective enforcement activity. A school safety officer is also assigned to the Traffic Division.

There is no formal selective enforcement program because the Division does not keep track of traffic accident data for the purpose of planning enforcement strategies. Each officer engages in his or her own selective enforcement plan.

Obtaining reliable information on which to base an effective selective enforcement program apparently is not easy. We were informed, for example, that one of the sergeants asked the Crime Analysis Unit to provide information on traffic accidents in order to develop an enforcement plan, but was unable to get the information out of the computer. This same sergeant then went to the City's Traffic Division and asked for information about pedestrian accidents for a grant he was working on and they were able to produce the information immediately.

The sergeant assigned to oversee taxi cab licensing and regulation devotes about 60 percent of his time to the regulation of taxi cabs. There are 350 licensed taxi drivers and 93 medallions in the City. The medallions are issued by City Hall, but the Traffic Division licenses the drivers. The sergeant inspects the taxi cabs once a year and is authorized to make spot checks of them on the road. It appears that there is a good working relationship with the taxi cab company. The Traffic Division can suspend a driver's permit for up to 30 days for violations: the first violation usually results in a warning; the second in suspension for up to ten days; and the third will result in a 30-day suspension, which is rare.

There are two motorcycles assigned to the Traffic Division, as well as a Ford Explorer. There is another motorcycle assigned to the patrol supervisor and three other motorcycles are also assigned to patrol. While there are several officers in the Patrol Division who are motorcycle certified, there is no reason to have these motorcycles assigned to the patrol units. There are seven radar units assigned to the Traffic Division and there are also several radar units available to be checked out to patrol officers if they are radar-certified. It is the consultants' understanding that the Traffic Division was responsible, at one time, for investigating officer-involved accidents, but this function is now the responsibility of the patrol supervisor.

The Traffic Division maintains a number of useful records on all traffic enforcement activity of the Department. Data on traffic tickets written by members of the Department can be sorted by several categories, including type of violation, location, etc. These records can be useful in the development of a selective enforcement program.

The Traffic Division should be abolished and reconstituted as a Traffic Unit within the Patrol Division. The size of this unit does not warrant supervision by a command-level officer (captain). We recommend that the unit be commanded by a lieutenant and that two sergeants be assigned to supervise the day and afternoon shifts. We also recommend that the officer assigned as clerk to the Traffic Division be replaced by a civilian clerk, since this a clerical function.

A number of operational and procedural changes should be implemented with reorganization of the Traffic Unit, including:

- The inauguration of a selective enforcement program directed toward identifying problem locations and high-hazard violations and directing enforcement efforts toward them. This will require the Crime Analysis Unit or the Computer Programmer to provide accurate and timely information to the commanding officer of the Traffic Unit that can be used to analyze traffic accident data and formulate traffic enforcement strategies.
- The expansion of the selective enforcement program to include participation from members of the Patrol Division. Traffic enforcement cannot be the responsibility of one division or unit alone, but must be conducted by patrol officers, as well as officers assigned to the Traffic Unit. Shift supervisors must hold their officers responsible for traffic enforcement efforts and should directly participate in the selective enforcement program by identifying high hazard locations and violations.
- The assignment to the Traffic Unit of responsibility for investigating all officer-involved traffic accidents. This responsibility should not be assigned to any individual supervisor, who must maintain a working relationship with his or her subordinates and who may not always be objective. The Department needs to formulate a policy setting forth the procedure to be used in the investigation of officer-involved accidents. Accidents in which there is serious injury or extensive damage and the probability of litigation should be investigated by an outside police agency.

Recommendation V-9: The Traffic Division should be abolished and reconstituted as the Traffic Unit within the Patrol Division.

Recommendation V-10. The Traffic Unit commander should be charged with the development and implementation of a selective enforcement program.

Recommendation V-11: The Patrol Division commander should take steps to ensure that all members of the Patrol Division participate in the selective enforcement program.

Recommendation V-12: The Chief of Police should issue a policy requiring that all officer-involved accidents are investigated by members of the Traffic Unit, or by an outside police agency.

Criminal Investigation

It is the responsibility of the police to investigate crimes for the purpose of determining, if possible, the identity of the person(s) responsible and taking them into custody. The police are also responsible for assisting in the prosecution of those persons if criminal charges are eventually filed against them.

Some routine crimes may be investigated by the patrol force and arrests may eventually result as a consequence of that investigation. However, responsibility for conducting follow-up investigations is the duty of the plainclothes criminal investigator. In the Somerville Police Department, this function is the responsibility of the Criminal Investigations Division. The preliminary investigation is often the most crucial element of any investigation, since it usually occurs soon after the crime has occurred when available evidence can still be discovered and collected for analysis.

In the Somerville Police Department, the Criminal Investigations Division (CID) is commanded by a captain. The Division includes three lieutenants, seven sergeants and 15 police officers who are designated as "detectives." Detective is an assignment, not a rank. Personnel may be assigned to this Division either by seniority or at the direction of the Chief of Police. Officers who aspire to serve in this Division must be approved by the Specialist Board, which is an internal Departmental panel that reportedly evaluates applicants on the basis of their suitability to perform the duties of an investigator.

The organization of the CID is confusing. The majority of the ranking members are assigned to the day shift, including the captain, three lieutenants and two sergeants. There are also five detectives assigned to the day shift. Of

the five detectives on the day shift, one is the clerk, one is the photographer and ID person and one is in charge of evidence. The remaining two officers are assigned to cases. The three lieutenants serve as case managers, although we found little evidence of case management. One lieutenant is responsible for the juvenile section and the other two supervise the remainder of the detectives. The detective who is assigned as "clerk" performs routine clerical functions, including operating the main computer in the Division and maintaining a record of the cases assigned to the Division and their status. He also makes some entries in the Uniform Crime Report system.

The Criminal Investigations Division is one of the few units, if not the only one, in the Police Department that actually holds staff meetings. There is a meeting every other week with all the detectives. They meet at 3:00 p.m., allowing personnel who work evenings to come in one hour early.

When there is a vacancy in the CID, the position is posted. Officers may submit a résumé which is reviewed by the Specialist Board, consisting of four captains. The board makes a recommendation to the Chief. There are no specific qualifications for the position of detective.

Detectives operate in teams, with one lieutenant and one sergeant and one or more detectives assigned to each team. Some teams, such as the Domestic Violence Unit and the Vice and Narcotics Unit, are headed by a sergeant, rather than a lieutenant.

Detectives work both the day shift and the afternoon shift. There are usually two detectives and one sergeant working on the afternoon shift. They usually divide the City into east and west halves. If there is only a sergeant and detective on duty, the sergeant will work one half of the City. If a detective is working when a crime is reported, detectives will take the initial report and the patrol officer will resume patrol.

The case loads of individual detectives appear to vary. Several of those interviewed indicated that they were "all caught up" with their cases, while others indicated that they had several active cases they were working, but could not provide an exact number. According to the records maintained by the

Division, one lieutenant had 14 open cases, which appears to be the average for the Division. At the time of the consultants' site work, there were 196 cases open for the entire Division. However, it is not clear what is defined as an "open case." There were 933 cases worked by detectives as of July 6, 2000, for calendar year 2000. As of the same date, the Criminal Investigation Division had 833 cases assigned to it, for the calendar year. These apparently ranged from fairly minor ones to more serious ones.

There is no formal case management system. Priorities are given to cases that are most likely to be solved, but there is no formal solvability factor system. It is more or less a case of individual discretion. Detectives appear to work on whatever comes up at the moment.

Supervision and chain of command in this Division are blurred and uncertain. One team of detectives assigned to the afternoon shift supposedly reports to the lieutenant who is on the day shift. Ranking officers do not act as supervisors and appear to view themselves only as detectives. One detective lieutenant indicated that he did not know the status of any of the cases of the detectives working under his supervision.

There is no clear policy in the Department regarding the responsibility for taking the initial report at the scene of a crime, by the uniformed officer or the detective. We were informed that some officers will take reports only if there are no detectives working. Detectives seemed to feel that it was their responsibility to respond to a crime scene to take the initial report if they were available, even though this is typically the responsibility of the uniformed patrol officer. A General Order issued in 1991 provided that detectives would handle preliminary investigations, due to the fact that patrol was short-handed. As far as we know, this directive was never rescinded, although we are not clear on what basis it was determined that the Patrol Division personnel were unable to conduct basic preliminary investigations.

Some detectives have not been trained in crime scene investigation. The Police Department does not have a crime scene processing unit, nor are there trained evidence technicians on the shifts to collect and process evidence from

crime scenes. Patrol officers are not trained in crime scene processing, nor are they equipped to handle even the most basic crime scene processing chores.

The crime scene processing work that is done is performed by a single investigator (photo/ID officer) who is assigned to the Criminal Investigations Division. If there is a need to conduct a crime scene search, the photo/ID detective is called out. This investigator is qualified as a fingerprint expert, can classify fingerprints and can testify in a criminal trial pertaining to identifications made through fingerprints. This investigator is assigned to the day shift and works Monday through Friday from 8:00 a.m. to 4:00 p.m. There is no one to back up the photo/ID officer.

The photo/ID officer is in charge of a photo lab and has the capability of developing color prints from 35mm film. However, it is actually less expensive and more efficient to take film to a local photo store to be developed. The consultants believe that there is no need for the photo lab.

The photo/ID officer uses his own digital camera, since the one the Department purchased was stolen some time ago. The Department uses a leased computerized program for preparing composite sketches and has been successful with it several times. There is no videotape equipment.

The Criminal Investigations Division is inadequately organized and managed. While the individual officers assigned to this Division seem dedicated, the work is not appropriately organized and supervised. Despite the fact that nearly one-half of the persons assigned to the Division are ranking personnel, there is limited supervision exercised over individual detectives.

A reorganization of the Criminal Investigation Division will provide for more direct supervision and provide for better control of case assignments and follow up. A case management system should be instituted which will ensure that each detective has a case load that will require his or her full attention. An average caseload of 20 active cases is recommended, although it is not unusual for this number to be exceeded in some busy departments.

As part of this case management system, there also needs to be a method of screening cases to determine those that merit follow-up investigation. At one time, the Department relied on a series of solvability factors that allowed administrators or supervisors to screen out those cases with no promising leads and refer to detectives only those cases where there was a reasonable probability that the case could be solved through further investigative effort. These solvability factors were eliminated when the Department adopted a new report form that was intended to be compatible with the computer system. Even without solvability factors, however, cases can still be screened and only those warranting follow-up should be referred to detectives. The case management system should provide for periodic decision points based on the progress or lack of it, to determine whether the case will remain open or be placed in an inactive status until new information is developed that may justify its being reactivated.

It is also important that patrol officers become more responsible for conducting the preliminary investigation and filing the original case report rather than referring them to detectives. The workload of the Patrol Division is clearly not so great that patrol officers do not have time to accomplish this task. It is not unusual in some police departments to assign patrol officers to conduct their own follow-up investigations, rather than simply passing the cases off to detectives.

The Criminal Investigations Division Commander should inaugurate a system in which all cases assigned to detectives can be tracked to determine their current status and account for the work that has been performed on those cases. Detectives should be required to maintain daily logs showing the cases they worked, the duties they performed, and the amount of time allocated to each.

Recommendation V-13: The commanding officer of the Criminal Investigations Division should be directed to implement a case management system which will ensure that cases are properly screened on their merits before being assigned to detectives and that an adequate case load is maintained by each detective.

Recommendation V-14 The Chief of Police should implement a policy calling for the uniformed patrol officer to conduct the preliminary investigations and take the initial report on all cases assigned to his or her area of responsibility. Detectives should be called only when the case is of sufficient gravity to warrant immediate intervention by detectives.

Recommendation V-15: Detectives should be required to submit daily work logs showing the cases worked, the actions taken, and the time allocated to each case, to allow monitoring of performance.

Recommendation V-16: Detective sergeants and lieutenants should be responsible for monitoring and evaluating the work of the personnel assigned to them and assisting in investigating selected cases.

The Domestic Violence Unit

There are two specialized units within the Criminal Investigations Division: the Domestic Violence Unit and the Vice and Narcotics Unit. The Domestic Violence Unit actually consists of two teams of detectives. One team works the day shift, Monday through Friday from 8:00 a.m. to 4:00 p.m. The other team is assigned to the afternoon shift and works from 4:00 p.m. until 12:00 a.m. The unit has one sergeant and one officer who are assigned to domestic violence on the afternoon shift. A sergeant and two officers are assigned to domestic violence on the day shift.

Although personnel are assigned to the same unit, personnel seem to perform different tasks and operate in different ways. For example, the day shift works in plain clothes and the afternoon shift works in uniform. Even more remarkable is the fact that officers assigned to the day shift work a five-and-two schedule, while officers assigned to the afternoon shift work a four-and-two schedule. No reason could be provided to explain these different methods of operation between the shifts.

The two shifts of the unit seem to operate differently as well. The day shift officers conduct mostly follow-ups, while afternoon shift officers are usually the first responders to domestic violence cases. If there is a domestic violence case on the day shift, the patrol units will usually make the arrest and the Domestic Violence Unit will follow up.

Unlike other detectives, members of the Domestic Violence Unit are required to submit a monthly activity report to their supervisor. There is a written policy on domestic violence which was issued in 1994. All officers have received training in domestic violence.

The Domestic Violence Unit also investigates sexual assaults, including child sexual abuse cases. Some, but not all, detectives have been trained in rape investigation. If a sexual assault is reported while members of the unit are not working, the case may be handled by any detective, whether or not they have been trained in rape investigation. There is a policy on investigation of sexual assaults in the Municipal Police Institute (MPI) Policy Manual, but it has not been updated. (See Chapter III.)

The Domestic Violence Unit appears to be inappropriately structured and lacks specific direction. Each shift seems to have different responsibilities. There is no clear mission, nor any standards of performance. While part of this unit's function is investigative, and concerned with criminal activities, the impact of domestic violence is such that there is a need to work with community organizations and service providers to address possible problems and develop programs to prevent abuse.

Consultants' interviews with representatives of service providers and members of community groups revealed a great deal of interest in the domestic violence functions performed by this unit, as well as lack of clarity about the role of the unit. There is also concern that the Police Department's leadership is not fully committed to the unit.

Much greater emphasis needs to be placed on community needs, as well as an understanding of community resources to address domestic violence. While consultants have given consideration to assigning the Domestic Violence

Unit to the Community Services Division, rather than the Criminal Investigations Division, we believe that the unit should remain in the Criminal Investigations Division.

While it is clear that the Police Department must determine the nature and role of the Domestic Violence Unit, one important role of the unit should be to ensure that all units of the Police Department, especially the Patrol Division, who respond to calls for service are fully aware of proper procedures and actions to undertake in domestic situations.

Recommendation V-17: The Domestic Violence Unit should continue to be part of the Criminal Investigations Division.

Vice and Narcotics

The Vice and Narcotics Unit is one of the units comprising the Criminal Investigations Division. Four officers are assigned to the unit, including one officer who is assigned to a DEA task force. A sergeant is assigned to supervise the unit. During the last year, the sergeant was out of work with an injury for several months. The officers assigned to this unit work the afternoon shift on a four-and-two work schedule.

Members of this unit construct their own cases and follow up on leads and information received from informants and complainants. The unit tends to concentrate on cocaine and heroin users and sellers and mainly seeks to apprehend street-level dealers. There is very little equipment for conducting surveillance, such as listening devices, cameras, etc.

The temporary lack of supervision in a police unit with a sensitive mission should be avoided. This type of unit should never be without supervision and oversight, especially for an extended period of time. It is the responsibility of the Department to ensure that adequate supervision is available at all times.

VI. POLICE SUPPORT FUNCTIONS

Support services, or technical services, are those functions needed to support the line functions (patrol, traffic enforcement, criminal investigation, etc.) of a police department. These include a variety of functions and services, including communications, record-keeping, data processing, fleet maintenance, evidence and property control, which are addressed in this chapter.

Communications

The communications center is the hub of the Police Department. Virtually all information received by the police department comes through the communications center, either by telephone or police radio. Communication operators are responsible for receiving, analyzing, and interpreting information from citizens, other police agencies, and officers in the Department, and transmitting it to various locations.

A communication center is the initial contact for emergency and non-emergency related callers; it also is the life line for police personnel, and therefore plays a key role in the safety of the community. The Somerville Police Department operates a computer-aided dispatch (CAD) system located on the main floor of the police facility, just to the rear of an office in which the two "inside men" are stationed, which in turn is located to the rear of a reception area where a receptionist answers public inquiries from walk-in traffic.

Fourteen personnel are assigned to the E-911 center. All are technically assigned to the Communication and City Cable Office, but generally come under the supervision of the Executive Officer, through shift commanders. This is an unwieldy arrangement, considering the other duties assigned to the Executive Officer. Some personnel assigned to this center expressed the view that the Executive Officer is too far removed from the communication center to really be in a position to adequately supervise them.

The normal staffing of the communications center is four on days and afternoons and three on nights. Personnel divide their duties between acting as call takers and dispatchers. There is no supervisor assigned to each shift.

Personnel assigned to this function must be state-certified. This requires a two-day training program. When the communication center was first implemented, the personnel were sent to APCO training, but this has since been discontinued. In addition to the two-day 911 training, they receive one week of on-the-job training. There is very little in-service or refresher training given to the personnel assigned to the communications center.

Communications personnel also do not receive any systematic indoctrination in police patrol operations, nor have they been allowed to ride with patrol officers so that they might have a better understanding of their role. This practice would make these individuals more sensitive to the needs of patrol officers and would enhance their own efficiency.

Due to a shortage of personnel in this unit, it is a common practice to allow police officers to work overtime to fill vacancies in the communications center. Because only a small number of police officers are state-certified, they are called rather often to work at the center. Some of these police personnel are ranking officers who are paid at time and one-half their normal rate. Although the 911 center personnel are funded from a different budget, any overtime paid to police personnel is charged to the Police Department overtime budget.

Communications personnel operate an internal computer system they call the "ITEM" system. This apparently tracks all calls for service each day. As of July 2000, they had received 28,164 calls which were recorded in this system. Personnel also enter motor vehicle reports into the computer.

Somerville's diverse population creates a need for language translation capability; currently, the communications unit has limited capacity to meet this need. There seems to be limited knowledge concerning the translation capabilities of other City agencies as well as limited ability to mobilize resources, when needed. The Police Department subscribes to the ATT Language Line, which provides translation services for 911 centers and governments nationally. However, two levels of supervisory approval are required to authorize the use of this service, since there is a cost for the service.

The 911 communications center is a sound concept, but the current management and supervisory arrangements are not satisfactory. Since the center primarily serves the Police Department, is located there and supposedly comes under the general supervision of the Police Department, the unit should be officially assigned to the Police Department and it should be included in the Police Department budget.

The communications center should be placed organizationally in the Technical Services Division, which would be commanded by a captain. We also recommend that the communications center be directly supervised by a communications center manager and that three communications supervisors be employed to provide around-the-clock supervision of the operation. While this will require more expenditure of funds in terms of salaries, the result will be an improved and more efficient communications center.

The practice of using off-duty police personnel on an overtime basis to fill vacancies in the 911 center is not cost effective and should be discontinued. Responsibility for recruiting, hiring, training, evaluating and supervising 911 center personnel should be the responsibility of the Police Department. An effort should be made to employ two or three part-time personnel to fill anticipated vacancies when they occur and thus avoid the need to assign police personnel to this function.

The training provided to the 911 center personnel needs to be improved. There are many available training opportunities in the area designed for communications center personnel. Each newly-hired communications center operator should be given one week of formal training in communications center operations, in addition to the two-state-mandated 911 training courses. In addition, all personnel should receive at least eight hours of refresher training each year. Finally, arrangements should be made for each communications operator to spend one tour of duty each year with a uniformed patrol officer.

The lack of the availability of language translation services should be corrected as soon as possible. If necessary, the shift supervisor should have authority to authorize the use of the ATT Language Line. Additionally, the Department should develop a resource bank of on-call civilian translators. This

resource bank should be developed in cooperation with other City agencies, service agencies, and community groups.

There are a number of technical, physical and administrative features which should be addressed by the Department:

- The four consoles should be re-engineered so that each has the same equipment and capability. Work stations are not currently equipped in same manner.
- Police Department policy should restrict officers working routine traffic details to use of the shared radio channel with Public Works Department. This will prevent overloading of the radio channel used for tactical and operational purposes.
- Radio control circuits should be tested and possibly raised to conditional line status. Static electricity control methods should be employed in the radio room. These actions are necessary to address the problem of inability of officers and dispatchers to hear when portable radios are used in certain locations.
- Dispatchers should be provided with information on crime trends and other information shared at roll call. Lack of internal communication can compromise safety.
- Instant playback recorders should be placed on all telephone lines and radio channels. Dispatch personnel need to be able to quickly retrieve a recording of a garbled radio call or telephone call.
- Dispatchers should be provided with lockers.
- The radio room should have the ability to monitor other frequencies, including the Fire Department and the ambulance service. Consideration should also be given to monitoring public safety frequencies in surrounding communities.

- Several physical plant issues require action. A ceiling should be installed in the radio room to control noise. All wires in the communication area should be checked and tagged; unused wiring should be removed. Consoles should be cleaned by a radio service company. Routine cleaning by the custodial staff should be with equipment designed for use in a radio room, such as quiet cleaners. Another entrance to shift supervisor's office should be created and all foot traffic through the radio room should be stopped. The open window to the inside officers' office should be closed. All equipment in use in the radio room should be evaluated for noise.

Recommendation VI-1: The 911 center should be placed organizationally within the Technical Services Division and should be staffed with a communications manager, three communications supervisors and eight communications operators.

Recommendation VI-2: The 911 center should be included in the Police Department operating budget.

Recommendation VI-3: The Police Department should not use uniformed police personnel on an overtime basis to fill vacancies in the 911 center.

Recommendation VI-4: The Department should provide one week of formal training to all newly-employed 911 center personnel. Regular in-service and refresher training should be provided to all 911 center personnel on an annual basis.

Recommendation VI-5: The Department should immediately develop a resource bank of civilian translators. Shift commanders should be authorized to use the ATT Language Line.

Recommendation VI-6: The Department should address several administrative and physical features associated with the communication operations.

The Police Records System

Police departments take in, digest, analyze, store, retrieve and manipulate large quantities of information each day. Since it is essential that this information is timely, accurate and readily accessible, computers are an essential component of any police management information system.

Currently, two police officers are assigned to the records function and one police officer is assigned to the warrant section. This unit is in operation Monday through Friday, 8:00 a.m. to 4:00 p.m. In reality, the term "records" is a misnomer. There is actually no central repository for police records within the Department. The only hard copies of records stored at this location are accident reports and stolen/recovered vehicle reports. Stolen vehicle reports are located in the "inside personnel" cubicle. Upon recovery of a vehicle, that portion of the report is completed and forwarded to records for storage. This type of manual records system is no longer capable of providing ready access to the enormous amounts of data required to function in the modern police environment.

Records personnel also are responsible for validating reports of stolen cars. This process merely involves a monthly follow-up with owners of reported stolen vehicles to ascertain if the vehicle has been recovered. A state-generated printout of outstanding vehicles prompts this activity after a five-year period has elapsed since the original report. This unit also maintains the tracking of towed vehicles in the "tow box." This control mechanism maintains the status of both stolen and illegally parked vehicles that have been towed by the City's contractor. This is a duty that historically had been performed by the tow unit within the Traffic Division, but has been assumed by the records personnel.

The warrant officer has the responsibility for the administrative control of the 2,000 to 3,000 warrants in the system. Additionally, this officer serves warrants and makes arrests. Felony and domestic violence warrants receive priority attention. The current warrant management system appears to be function acceptably. Periodic purging of warrants is also the duty of this section. Although field forces are asked to serve arrest warrants during their tours of duty, this is not always accomplished.

Some time ago, the Department changed the format of its offense report to make it more compatible with the computer system. Unfortunately, when the changes were made in the report format, certain useful information was eliminated. For example, the previous report form contained "solvability factors," which can be used by detectives to screen out cases with a low probability of being solved. In addition, the new form also does not include space to indicate the date of the offense.

The Somerville Police Department does not maintain a central records repository. With the exception of accident reports, there are no hard copies of records kept by the record clerks. It is difficult to understand how the Department operates without this component. Steps need to be taken to create a centralized records system that will serve as the repository of all records maintained and generated by the Police Department. This would include traffic accident reports, arrest reports, offense reports, miscellaneous incident reports, and other official records generated by the Police Department on a daily basis.

There does not appear to be any degree of consistency in how and when offense reports are taken in the field. Officers may or may not decide to take an offense report, often depending only on their own initiative. There are no clear guidelines, no known policy requirements, and certainly no supervisory oversight that will ensure that reports are taken when needed. In some cases, patrol officers call out detectives to take the initial report. This practice is not acceptable; patrol personnel should take most initial reports, unless the case is such that immediate intervention by detectives is necessary, which would not normally be the case. Unlike most police agencies, supervisors in Somerville are not required to review or approve written reports prepared by their subordinates.

Most of the vehicles used by patrol officers are equipped with laptop computers, but these are not used for report purposes. Instead, personnel must come into the station to do their reports. Whether this is a software problem, a hardware problem, or something else, it is clear that the Department is not making the best use of the technology available by requiring officers to return to the station to complete reports.

The uniformed patrol officer is almost always the first officer to arrive at the scene of a crime and is in the best position to observe and evaluate the crime scene and speak with witnesses. It is important that this information be accurately and completely reported, and the uniformed patrol officer is the best person to do this. Clear-cut guidelines on the role of the uniformed patrol officer in reporting offenses are urgently needed in the Department.

Consultants have proposed the creation of an "Information Services Unit," which would include a computer programmer, a records manager, and three clerks who would be responsible for managing the Department's records system and providing support for the data processing system. Since this unit would be a newly established unit with limited resources, we recommend that a consultant be retained to assist in developing the specifications for the new records system, to include the design and implementation of the computer system that will be needed to support it. We also recommend that, in addition to hiring a consultant to assist in designing the system, a professional records manager with substantial experience in computerized record systems be employed to eventually manage the new system.

We also recommend that the two uniformed officers who serve as clerks in the records section be transferred to uniformed patrol duty, with their current functions to be performed by civilian clerical personnel. The warrant officer position should be retained, since this officer is actively involved in the service of warrants. However, it is also recommended that patrol officers be assigned to assist in warrant service on a daily basis, since they have sufficient time during their shift to perform this duty.

Recommendation VI-7: The Police Department should be authorized to employ the services of a qualified consultant to assist in designing a centralized records system to include all criminal and traffic records maintained by the Department.

Recommendation VI-8: The Department should be authorized to purchase a new computer system to support the centralized record system and be compatible with the existing Computer-Aided Dispatch System.

Recommendation VI-9: The two officers assigned to the records section should be reassigned to uniformed patrol duties and replaced by qualified clerical personnel.

Recommendation VI-10: Uniformed patrol officers should be required to take reports on all offenses brought to their attention and uniform guidelines should be established detailing when incident reports are to be taken.

Recommendation VI-11: Supervisors should be required to review and approve all reports prepared by their subordinates and unacceptable reports should be returned to the reporting officer for correction.

Recommendation VI-12: The Department should acquire the capability of allowing officers to use their laptop computers to prepare their reports in order to improve their operating efficiency.

Recommendation VI-13: The position of warrant officer should be retained. Uniformed patrol officers should be expected to assist in warrant service.

The Police Facility

A police facility plays a crucial role in the effectiveness, efficiency, morale and image of a police agency. Space needs, traffic patterns, adequate storage, furniture and areas where personnel meet with officers all effect the personnel and others who enter the facility. They also affect personnel safety, security and protection of equipment and evidence.

Public perceptions of a police department's effectiveness and the value a city places on this service is often measured by the physical facility in which a department is located. An outdated, cluttered and crowded facility implies that limited value is placed on services.

The facility currently occupied by the Somerville Police Department was originally constructed in approximately 1935 as a storage facility and repair

yard. In 1985, it was sold to the City of Somerville to be used as a public safety center, at which time it was renovated for its current use. The bottom floor of the building was initially occupied by the Fire Department, which still uses the apparatus bay, but they moved out of the sleeping quarters and administrative offices due to the problems with mold on the walls as a result of flooding. The Fire Department now occupies temporary trailers outside the building.

The Police Department operates in offices on the first and second floors of the building. The arrangement of the offices is odd and not well-suited for police use. Public access to the building is gained through a front entrance which remains unlocked 24 hours a day. There is a small parking area in front of the building which will accommodate six vehicles. Inside the building, there is a glassed-in reception area with a receptionist who is expected to answer questions or direct the public to the correct person or office in the building. The receptionist also answers incoming telephone calls to the Police Department. The door to the reception area is supposed to be closed and locked, but it was our observation that this is rarely the case. As a result, someone could enter the security perimeter of the building unchallenged. A rear portion of the first floor is reserved for a locker room and a roll call room. Access to the facility can also be gained from a rear door on the lower level, which we found is not usually locked.

To the rear of the reception office is a small office which is occupied by the two "inside men." Beyond this room is the communications center and next to it is an office occupied by the shift lieutenant. Beyond the communications center is the booking area which leads into the cell block area. Access to the cell block can also be reached through a large overhead door at the front of the building. This allows police officers to drive into the cell block area with their prisoners and then have the door closed behind them. We found several instances, however, when this door was left open for no apparent reason, once again permitting unauthorized entry into the police facility.

An office adjacent to the lobby houses the crime analyst, the warrant officer and the records section. Across the lobby is the office occupied by the Traffic Division; this is divided into three offices, which are quite cramped and inadequate for the personnel assigned to that Division. The captain does not have a private office and the two sergeants share an office that was originally

a storage closet. On this same side of the lobby is an office occupied by the Training Director. Next to it is a large room used as a classroom and meeting room for community groups. Opposite this room, on the other side of the lobby, is a locked door that leads to the Criminal Investigation Division. This is one of the few relatively secure areas in the police facility. Adjacent to the offices of the Criminal Investigations Division is a small office which is used by the community policing officers. This office is also usually locked, even when there are people working inside.

The office of the Chief of Police, the Executive Officer, two captains and some of the support staff are located on the second floor, which can be reached from the lobby either by stairway or elevator.

For the most part, the consultants found the facilities occupied by the Police Department to be clean and well-maintained. However, the design and arrangement of the offices is not conducive to police work and there is a great deal of wasted space, along with cramped and crowded offices. The heating, air conditioning and ventilation system in the building varies from good to poor, throughout the building. Overall, it is far from being an ideal working place for the Police Department. It is our understanding that the City is developing a plan to construct new public safety facilities in the future. The new facility should be designed to ensure the provision of appropriate wiring and facilities to accommodate newer information and communication technologies.

The most obvious problem related to the police facility is the lack of security exercised by personnel working in it. This is not so much an engineering problem as it is a lack of common sense and supervision. If the Department has a security policy, it is clearly not observed by the personnel working within the facility. It is very fortunate that the Department has not experienced a serious incident involving a breach of security. Notwithstanding this fact, however, strenuous measures need to be taken to improve the security in the police facility. This should include a written directive outlining basic security procedures and identifying those responsible for maintaining them. In addition, periodic staff inspections, as well as line inspections (outlined in Chapter IV), need to be conducted to ensure that proper security precautions are observed at all times.

Recommendation VI-14: The Chief of Police should issue a written directive outlining security procedures for the police facility and designating specific responsibilities for maintaining those procedures.

Recommendation VI-15: Supervisory personnel and command officers should be held responsible for lapses of security that are discovered in their area of responsibility.

Recommendation VI-16: Line and staff inspections should be conducted periodically to ensure that all necessary security procedures within the police facility are properly observed.

Recommendation VI-17: The City should continue planning for the construction of a new police facility to meet the needs of the Police Department.

Equipment

The quality and type of available equipment influences the way police officers perform their work. The use of digital cameras, document scanners, voice recognition systems, photo imaging systems, in-car computers, in-car cameras, e-mail, and high-speed data transmission systems are some examples of the impact of technology on the average police department. This section examines a number of problems the consultants discovered relating to the equipment provided to the Police Department and the manner in which it is maintained.

The Department seems to be constantly short of basic equipment, and many officers use their own, or go without. Less than ten percent of sworn personnel who responded to the employee attitude survey indicated that they were satisfied with the equipment provided to them. (See Chapter VII.)

The photo/ID officer uses his own digital camera because the one the Department purchased was stolen from his office some time ago. Some officers use their own camera, cellular telephone, tape recorder and binoculars because the Department does not provide them. Officers who use their own cellular

telephone are not reimbursed. The Department does not have videotape equipment.

Computer-related problems seem to plague the Department continuously. Despite the fact that the Department has a computer professional who seems quite capable of solving computer-related problems, he seems to be stretched to the limit and has too many competing priorities.

There also does not seem to be sufficient standardization of computers in the Department, nor is there a long-range plan for computer acquisition or use. Computers are not networked, which limits their utility. The Department has talked about installing an e-mail system, but no time line was suggested. While there are laptop computers in marked cars, there are none in the unmarked cars used by detectives. Presumably, this problem will be solved as more laptops are purchased.

There is a room at the back of the Criminal Investigations Division with computers that are used primarily for word processing. Detectives complained that they cannot use these computers to retrieve data. This must be done by using the computer in the clerk's office; not all personnel have computers at their work stations. None of the detectives have Internet access, despite the growing number of crimes that are committed involving the Internet.

Some detective cars are equipped with crime scene processing kits; others are not. One detective reported that he has his own crime scene equipment. Most of the detective cars do not have cameras. There is a 35mm camera in the clerk's office. Detective cars also are not equipped with blue lights, which inhibits their ability to respond to emergency situations in a safe and speedy manner. Detectives have very little equipment for conducting surveillance, such as listening devices, cameras, etc.

The Police Department does not own any videotape equipment, which could be very useful in videotaping crime scenes and confessions and could also be used for in-service training. Some detectives use their own audio recording equipment to record interviews and interrogations.

One of the most frequent complaints we heard about equipment related to the booking camera, which is used to take photographs of prisoners who are being booked in the jail. This camera is equipped with a "photo imaging system," which allows it to store and retrieve photographs in the computer that can later be used to assemble photo arrays for identification purposes. A new computerized photo ID system was installed one year ago. Personnel are unable to retrieve the photos from the computer. According to the computer professional, the photo imaging system in the booking area does work, but some people do not know how to use it, although there are printed instructions in the booking area. Consultants observed a demonstration of the system, which appeared to function adequately.

On the other hand, consultants spoke with the photo/ID officer, who is responsible for filing booking photographs; he provided us with documentation to show the number of photographs that were being lost each month due to problems with this system. The sergeant who supervises the photo/ID officer also expressed frustration with the system and with the fact that the photo/ID officer was not consulted when they purchased the current system, which does not work as well as the old system. According to the photo/ID officer, a substantial number of those arrested (at least one in four in a recent month) have no photos. In May 2000, 41 of 127 arrests had no photos. This is due either to the equipment not working properly or to the inability of the persons responsible to use the camera properly. The original system was much slower, but it actually worked better.

Currently, the Department seems to be continually playing catch up and trying to solve major equipment problems with temporary remedies. One of the most important things the Department can do is to develop a long-range, comprehensive plan to anticipate computer-related needs of the Department. Other equipment needs, such as facsimile machines, copy machines, telephones, crime scene kits, videotape equipment, etc., should be categorized and included as part of the budget.

Some of the equipment problems experienced by the Department are due to neglect, either intentional or accidental, on the part of the officers themselves. This may be due to improper or inadequate indoctrination and training, willful acts on their part, or improper supervision, probably a

combination of all three. Strong measures need to be taken to minimize the loss of and damage to equipment through human error or purposeful acts.

Recommendation VI-18: The Police Department should develop a long-range capital equipment plan for the specific purpose of identifying long-range computer and computer-related needs, obtain the funding to support the plan, and implement the plan so that the most efficient use of available resources can be achieved. The plan should be in accordance with the recently developed City-wide plan.

Recommendation VI-19: A similar multi-year plan for the acquisition of all other equipment, including copy machines, telephones, crime scene kits and surveillance equipment, should be developed, funded and implemented.

Recommendation VI-20: The Chief of Police should issue a written directive reinforcing the responsibility of each member of the Department to be responsible for the equipment entrusted to their use and providing sanctions for those who are discovered to be guilty of willfully damaging equipment.

Fleet Maintenance

The Somerville Police Department maintains a fleet of 46 vehicles, including motorcycles, four of which are assigned to patrol, and the remaining two assigned to the Traffic Division. To maintain this fleet, the Department has one mechanic and one assistant mechanic. For some reason, the assistant mechanic is paid more than the mechanic.

The mechanic has a garage in the basement of the police facility and is capable of doing most repairs to vehicles there. The mechanic performs regular preventive maintenance on the police vehicles. Marked cars get basic maintenance every 2,000 miles; unmarked cars are serviced at 4,000 miles; brakes are replaced at 8,000 miles. All records are computerized, but they do not include cost information. A computerized printout on each car and its service record is available. The mechanic works two additional hours each day (overtime) to fuel vehicles.

According to the mechanic, one of the largest problems with the fleet is the continual damage to police cars. Policy provides that when an officer damages a vehicle, a report is made and reviewed. However, it appears that reports are not always prepared, and there does not appear to be any follow-up on reports of damage; poor driving records are not examined for the purpose of disciplinary or corrective training. Vehicles also contain Tack-O-Graphs which record the speed of cars and identify the use of excessive speed. The Tack-O-Graphs are checked and reports are made, but there is no indication of any follow-up by supervisors or command personnel.

Consultants heard many complaints from officers about the condition of the cars, although most were complimentary of the work done by the mechanic. It was reported that several of the unmarked cars used by detectives are not equipped with emergency lights. Some cars need work on transmissions and ball joints. Although the problems with the cars are reported, personnel report that they are often told that there is no money to make the repairs. Most of the unmarked cars have no emergency lights. One detective was reported to have purchased his own blue light for the unmarked car.

The Police Department operates a total of six motorcycles. Four are assigned to the Patrol Division and only two to the Traffic Division. It is understood that patrol officers are allowed to ride motorcycles as an alternative to driving a marked patrol car. The assignment of motorcycles to patrol is unusual; normally, officers assigned to traffic duty are the only personnel authorized to ride motorcycles. There is no reason to have these motorcycles assigned to the Patrol Division. All motorcycles should be assigned to the Traffic Unit. Those not needed by traffic officers should be eliminated.

The police budget has a line item for supplies and parts, but there is no line item for the purchase of new vehicles and there does not seem to be a systematic plan providing for replacement of the fleet.

Recommendation VI-21: The City should continue to develop a capital equipment budget which would provide for the purchase and replacement of police cars on a regular basis and would further ensure that police cars are replaced when they are no longer serviceable.

Recommendation VI-22: All motorcycles should be assigned to the Traffic Unit. Those not needed for use by traffic officers should be eliminated.

Recommendation VI-23: All officers, including detectives and supervisors, who have a vehicle assigned to them, should be required to inspect the vehicle at the beginning of each shift and note any damage or operating problems requiring attention. Supervisors should be notified immediately when any new damage or mechanical condition that was not previously reported is detected.

VII. EMPLOYEE ATTITUDE SURVEY

Determining how employees feel about their work environment, their relationships with others, and the tangible benefits associated with their jobs is an important element in the overall evaluation of an organization. The extent to which employees perceive their work situation to be satisfying and rewarding contributes to their motivation to work and leads, in turn, to improved organizational performance and individual productivity.

Employee Attitudes

There is no ideal job and there is no work situation that does not create some tension, stress or frustration for the individual employee. Some degree of job dissatisfaction can be expected in almost any work situation. One of the responsibilities of management, or the employer, is to identify those elements of the work environment which most contribute to frustration on the part of the employee and attempt to minimize these stressors wherever possible. It is in the best interests of the organization to create a work setting which produces the least amount of stress on the employee.

The Attitude Survey

In order to determine how members of the Somerville Police Department feel about their job situation, all full-time employees were asked to complete a confidential questionnaire and return it to MMA Consulting Group for analysis. Attached to each questionnaire was a cover letter that explained the purpose of the survey along with a stamped, self-addressed return envelope. Respondents were promised anonymity in completing the questionnaires, with the promise that only the aggregated results would be included in the final report.

Respondent Characteristics

Responses were received from 87 members of the sworn Police Department, representing a response rate of approximately 63 percent. This level of response is considered quite acceptable for a survey of this type. As a result, we are able to generalize the survey results to the entire Police

Department. The response rate provides us with a reasonable degree of accuracy that the attitudes expressed in this survey are typical of all employees in the Police Department.

Survey Design

The survey contained 10 major sections. The first section contained 16 questions designed to determine how Police Department employees feel about their jobs, in general. The second set of eight questions asked members of the Police Department to rate some of the functions performed by the Department (e.g., preventive patrol, traffic enforcement, criminal investigation, etc.). The third set of 10 questions was intended to assess employees' attitudes toward specific aspects of their job, such as salaries, benefits, promotional procedures, training, etc. The fourth section asked employees to indicate their relationship with several important persons with whom they may need to interact. The fifth section of the survey asked employees about their future employment plans.

The sixth and seventh sections of the survey provided the respondents with the opportunity to describe, in their own words, what they like most and least about working for the Somerville Police Department. The eighth section of the survey asked personnel to outline improvements they would like to see in the Police Department.

The ninth section of the survey asked respondents to indicate their length of service with the Police Department and the tenth section asked respondents what their current assignment was. The survey also provided respondents with an opportunity to make additional comments.

Survey Results

Responses to the questions contained in the survey are shown in Exhibit 12, *Somerville Police Department Survey*. Some of the attitudes expressed in the first section of the survey were negative. For example, in response to the statement: "The administration of the Somerville Police Department prides itself on the professional conduct of its employees," only 28 percent of employees agreed or strongly agreed with the statement; 56 percent disagreed or strongly disagreed with the statement.

In response to the statement: "Community policing has made a significant change in the way I go about doing my job," 31 percent strongly agreed or agreed with this statement; almost 45 percent disagreed or strongly disagreed with this statement; 23 percent had no opinion.

The initial set of responses indicated that employees do not think the administration keeps them informed; they do not believe discipline is fair and consistent; and they do not feel that there is a high level of team work or that good job performance is rewarded. Respondents do feel that the work of the Department is appreciated by the public and that providing quality police service is the most important aspect of their job. Almost 60 percent of respondents agreed or strongly agreed with the statement: "This Department has too many people who do as little as possible on the job," and slightly more than 25 percent agreed or strongly agreed with the statement: "Supervisors do a good job of enforcing the rules and regulations of the Department," but almost 52 percent disagreed or strongly disagreed with the statement.

In the second section of the survey, employees were asked to evaluate various police services. These responses helped us to understand how members of the Police Department feel about the work they do for the community.

In the eight service areas listed, respondents expressed the most negative views concerning the E-911 center (58.6 percent felt services were poor); crime prevention was not well regarded, with 59 percent of respondents viewing crime prevention as only fair or poor; one-third of respondents felt that drug investigation was poor. Preventive patrol received the most favorable response, with approximately 32 percent of respondents believing that services were excellent or very good. Approximately 25 percent to 39 percent of responses viewed each service area as average, with the exception of the E-911 center, which was viewed as average by 17.2 percent of respondents.

The third section of the survey questionnaire was intended to discover how members of the Police Department view certain specific aspects of their job. Responses to this section of the survey revealed that:

- 65.5 percent of respondents were satisfied with salaries and slightly more than 40 percent were satisfied with fringe benefits.
- 52.9 percent of respondents were very dissatisfied and 34 percent were dissatisfied with Departmental equipment.
- Only 9.2 percent of respondents were satisfied with policies and procedures, but 29.9 percent were dissatisfied and 25.3 percent were very dissatisfied.
- Almost 61 percent were dissatisfied or very dissatisfied with discipline.
- 85 percent of respondents were dissatisfied (31 percent) or very dissatisfied (54 percent) with internal communications.
- 63.2 percent of respondents were very dissatisfied with facilities.
- 34.5 percent were dissatisfied and 47.1 percent were very dissatisfied with Departmental training.
- Approximately 71 percent of respondents were dissatisfied or very dissatisfied with labor-management relations.
- 28.7 percent of respondents were satisfied with promotional procedures and 57.6 percent were dissatisfied or very dissatisfied.

Internal communications, disciplinary procedures, promotional procedures, equipment, training and policies and procedures are addressed in this report.

In the fourth section of the survey, employees were asked to indicate how they felt about their relationship with their immediate supervisor, fellow employees, residents of the City, the Chief of Police, and Mayor and Board of Aldermen. Relationships between employees and their immediate supervisor are generally very good, with approximately 75 percent of respondents

satisfied or very satisfied. Respondents split almost evenly when evaluating the relationship with the Mayor and Board of Aldermen, with approximately 36 percent very satisfied or satisfied and approximately 37 percent dissatisfied or very dissatisfied; approximately 24 percent expressed no opinion. More than 71 percent of respondents are very satisfied or satisfied with relationships with other employees, but more than 17 percent of respondents are dissatisfied or very dissatisfied with these relationships. Twenty-three percent of respondents are very satisfied or satisfied with relationships with the Chief, but almost 67 percent are dissatisfied or very dissatisfied with their relationship. Almost 84 percent of respondents are very satisfied or satisfied with their relationships with the citizens of the City, and likewise relationships with other City departments appear good.

In the next section of the survey, respondents were asked to describe their future employment plans. The last two main parts of the survey asked respondents to indicate their opinions related to staffing levels and patrol area size, as well as what they liked *most* and what they liked *least* about working for the Somerville Police Department.

Summary

The results of this attitude survey have reinforced many of the conclusions and recommendations contained elsewhere in this report. Internal communications, training, policies and procedures, and disciplinary procedures are matters requiring attention by the administration.

Personnel are somewhat critical about the services that are provided by the Department, with few respondents evaluating services provided as excellent, and the predominant number of respondents indicating that services in most categories were average. This suggests that the personnel within the Department see many areas where improvements are possible.

Overall, the survey results indicate a Department where personnel are dissatisfied with procedures and practices and believe there is a lack of motivation in the Department and that the quality of work performed is not important. However, personnel indicate that providing quality police services is their most important responsibility.

EXHIBIT 12
SOMERVILLE POLICE DEPARTMENT SURVEY

1. Please indicate the response that best describes your opinion on each of the following statements.

Number of Responses = 87	<i>Strongly Agree</i>		<i>Agree</i>		<i>No Opinion</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
The administration of the Somerville Police Department prides itself on the professional conduct of its employees.	5	5.7%	19	21.8%	10	11.5%	22	25.3%	27	31.0%
Community policing has made a significant change in the way I go about doing my job.	10	11.5%	17	19.5%	20	23.0%	20	23.0%	19	21.8%
The Chief of Police is clearly concerned about the needs of the employees.	3	3.4%	4	4.6%	8	9.2%	22	25.3%	50	57.5%
The administration of this Department does a good job of keeping members of the Department informed on issues that concern them.	0	0.0%	8	9.2%	6	6.9%	28	32.2%	44	50.6%
Discipline in the Police Department is administered in a fair and consistent manner.	1	1.1%	9	10.3%	6	6.9%	26	29.9%	44	50.6%
The City of Somerville provides sufficient incentives to motivate me to perform at the highest level of my ability.	0	0.0%	13	14.9%	5	5.7%	33	37.9%	35	40.2%
The citizens of Somerville seem to appreciate the work of our Department on their behalf.	6	6.9%	54	62.1%	14	16.1%	8	9.2%	4	4.6%
Who you know, not what you know, determines your future in the Department.	35	40.2%	30	34.5%	4	4.6%	12	13.8%	5	5.7%
Providing quality police services to the general public is the most important thing I do in my job.	38	43.7%	42	48.3%	2	2.3%	4	4.6%	0	0.0%
The best way to ensure proper management in the Police Department is through the collective bargaining process.	15	17.2%	29	33.3%	21	24.1%	16	18.4%	5	5.7%
There is a high level of teamwork in the Department.	1	1.1%	10	11.5%	4	4.6%	29	33.3%	42	48.3%

Number of Responses = 87	<i>Strongly Agree</i>		<i>Agree</i>		<i>No Opinion</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
Good performance on the job is properly rewarded in this Department.	2	2.3%	7	8.0%	2	2.3%	34	39.1%	41	47.1%
I am confident that if I file a grievance, it will be thoroughly and fairly reviewed and evaluated.	2	2.3%	22	25.3%	9	10.3%	32	36.8%	21	24.1%
This Department has too many people who do as little as possible on the job.	26	29.9%	26	29.9%	6	6.9%	22	25.3%	5	5.7%
Supervisors do a good job of enforcing the Rules and Regulations of the Department.	3	3.4%	19	21.8%	18	20.7%	34	39.1%	11	12.6%
The administration of this Department has made a strong commitment to upgrading the quality and level of police services to the residents of Somerville.	4	4.6%	10	11.5%	8	9.2%	25	28.7%	35	40.2%

2. Please rate the Somerville Police Department on each of the functions listed below.

	<i>Excellent</i>		<i>Very Good</i>		<i>Average</i>		<i>Fair</i>		<i>Poor</i>	
Preventive Patrol	9	10.3%	19	21.8%	34	39.1%	11	12.6%	11	12.6%
Traffic Enforcement	5	5.7%	16	18.4%	32	36.8%	19	21.8%	14	16.1%
Drug Investigations	1	1.1%	12	13.8%	24	27.6%	16	18.4%	29	33.3%
Juvenile Investigation/Youth Services	3	3.4%	21	24.1%	25	28.7%	21	24.1%	14	16.1%
Community Services	7	8.0%	23	26.4%	24	28.7%	21	24.1%	10	11.5%
Criminal Investigation	3	3.4%	19	21.8%	30	34.5%	19	21.8%	14	16.1%
Crime Prevention	3	3.4%	8	9.2%	22	25.3%	24	27.6%	28	32.2%
E-911 Center	0	0%	0	0%	15	17.2%	16	18.4%	51	58.6%

3. Please indicate below how you feel about each of the following.

	<i>Very Satisfied</i>		<i>Satisfied</i>		<i>No Opinion</i>		<i>Dissatisfied</i>		<i>Very Dissatisfied</i>	
Salaries	3	3.4%	57	65.5%	10	11.5%	12	13.8%	3	3.4%
Equipment	0	0%	8	9.2%	1	1.1%	30	34.5%	46	52.9%
Policies and procedures	1	1.1%	21	24.1%	15	17.2%	26	29.9%	22	25.3%
Discipline	2	2.3%	15	17.2%	15	17.2%	37	42.5%	16	18.4%
Internal communications	1	1.1%	4	4.6%	6	6.9%	27	31.0%	47	54.0%
Fringe benefits	4	4.6%	35	40.2%	17	19.5%	15	17.2%	14	16.1%
Physical facilities	1	1.1%	6	6.9%	2	2.3%	21	24.1%	55	63.2%
Training	0	0%	12	13.8%	2	2.3%	30	34.5%	41	47.1%
Labor-management relations	0	0%	6	6.9%	13	14.9%	20	23.0%	42	48.3%
Promotional procedures	3	3.4%	22	25.3%	9	10.3%	15	17.2%	36	41.4%

4. Please indicate below how you feel about your relationship with each of the following persons or groups.

	<i>Very Satisfied</i>		<i>Satisfied</i>		<i>No Opinion</i>		<i>Dissatisfied</i>		<i>Very Dissatisfied</i>	
Supervisor	24	27.6%	41	47.1%	7	8.0%	7	8.0%	7	8.0%
Mayor and Board of Aldermen	5	5.7%	27	31.0%	21	24.1%	22	25.3%	11	12.6%
Fellow employees	9	10.3%	53	60.9%	9	10.3%	10	11.5%	5	5.7%
Chief of Police	2	2.3%	18	20.7%	8	9.2%	14	16.1%	44	50.6%
City residents	13	14.0%	60	69.0%	10	11.5%	1	1.1%	2	2.3%
Other City departments	12	13.8%	55	63.2%	13	14.9%	4	4.6%	2	2.3%

5. Please indicate below, as best you can at this time, what your future plans are for the next two or three years.

I plan to remain with the Department in my present capacity.	32	36.7%
I plan to remain with the Department in a position higher than the one I now hold.	31	35.6%
I plan to retire.	7	8.0%
I plan to leave the Department, and take a similar position with another municipality.	5	5.7%
I plan to pursue some other career.	2	2.2%
I really have no idea what I'll be doing.	8	9.2%

NOTE: There were 87 respondents to this survey. The actual number responding to each question varies, since at least one "no response" was received for each question. Totals and percentages do not reflect a "no answer" to any question.

VIII. PLAN OF IMPLEMENTATION

This report provides a series of recommendations which represent a framework for the future development of the Somerville Police Department. There are 82 major recommendations contained in this report. Some matters are as routine as requiring personnel to attend roll call; others are of much greater significance, such as the reorganization of the Police Department. Some of these recommendations can be implemented with a minimum of difficulty, while others will require further study and will eventually involve the collective bargaining process.

While there are many recommendations to consider, those which are concerned with building accountability, improving internal communication, improving effectiveness and enhancing communication with the public should be considered for implementation as soon as possible. Some of these recommendations include:

- *Improve internal communication immediately.*
- *Establish the Office of Professional Standards.*
- *Redesign the community policing program.*
- *Engage in aggressive community outreach efforts.*
- *Establish a citizens' police advisory council.*
- *Reorganize the Department.*
- *Revise Departmental policies and procedures and rules and regulations.*

It is the intent of this chapter to list the priorities contained in the previous chapters in the form of a logical plan of implementation to assist City officials in evaluating their feasibility and the order and manner in which they should be implemented. Since some actions can be accomplished before others,

it is the purpose of this chapter to place the recommendations into a framework which provides a sequential methodology of implementation. Essentially, the recommendations contained in this report have been categorized as follows:

Priority 1. Those recommendations which should be implemented without delay and which bear most directly on the ability of the Police Department to provide an acceptable level of police services and operate in an efficient manner.

Priority 2. Those recommendations which are important to the effective and efficient operation of the Police Department and which should be implemented as soon as reasonable and practical.

Priority 3. Those recommendations which can contribute to the continued improvement of the Police Department and which should be implemented as soon as resources and operating conditions permit.

Obviously, Priority 1 items are those which need to be addressed immediately, even though they may require several months or years to completely implement. At the end of this chapter, the recommendations are listed in the order in which they are found in the report, with an assigned priority, a time line for implementation and the expected results of implementation.

Implementation Approach and Actions

Local elected leaders will have to consider many of the recommendations, especially those related to staffing and resource allocation. The Chief of Police should be directed by the Mayor to establish an implementation task force to consider recommendations and implement those which can be accomplished immediately. The task force should be composed of various ranks within the Police Department with the participation of the Chief of Police.

The Chief of Police should begin by taking the following actions:

- Establish the task force to review and implement recommendations.

- Direct command officers to develop a security plan for the police facility and implement that plan immediately.
- Implement weekly staff meetings with command personnel.
- Establish the Office of Professional Standards.
- Require all personnel to attend roll call.
- Improve the language translation ability of the Department.
- Develop and implement a policy regarding the taking of reports by police officers and require supervisors to review reports.
- Establish a specific plan of personal outreach to engage in discussions with community groups, service providers and others.
- Establish a planning committee for purposes of Departmental strategic and tactical planning.
- Implement the drug testing policy as soon as practical.
- Begin the development of an attrition and staffing plan which examines the likely employee turnover in the Department and staffing needs over the next five to seven years.

The task force, established by the Chief of Police, could begin by:

- Immediately developing a "use of force continuum" with clear guidelines.
- Beginning the process of evaluating current policies and procedures and drafting new policies and procedures and rules and regulations.

The planning committee for strategic and tactical planning, established by the Chief of Police should be charged with the development of a long-term planning effort. This effort should begin immediately, but will take a

considerable amount of time and energy. The planning committee should develop a plan to fully implement the philosophy of community policing.

Some actions which should be taken by the City Administration include:

- Direct the collective bargaining team for the City to negotiate a revision in the contractual language regarding the approval of Departmental rules and regulations. Absent the removal of this contractual language, a reasonable process for adopting policies and procedures and rules and regulations should be adopted.
- Establish a Citizens' Police Advisory Council. The Police Department should participate in the activities of the council. Several command officers, as well as the Chief, should be involved with the organization and continuing meetings of the council.
- Develop a system for managing injury on duty. This system should be managed by the Human Resources Office, with assistance from the City Solicitor's Office and command personnel from the Police Department.
- Assign communication and reception staff to the Police Department.
- Develop a proposal for consideration by the Board of Aldermen which calls for the removal of the position of Chief of Police from Civil Service coverage and establish the position of Deputy Police Chief, which should also be exempt from Civil Service.

Budget Process

The budget development process for the next fiscal year will begin in the next several months. The budget process presents an opportunity for the Department to engage in a participatory planning process. Division commanders, working with unit commanders, should define their budget needs and present them to the Chief. These budget proposals should be reviewed by the Chief, but a collaborative budget development process should be implemented in this next budget cycle.

IMPLEMENTATION OF RECOMMENDATIONS -TIME LINE AND ASSIGNED RESPONSIBILITIES

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
II-1	Reorganize the Police Department.	2	24 months	Police Chief	Achieve greater accountability.
II-2	Develop a new Police Department staffing model to revise the rank structure and use civilian personnel to perform non-sworn functions.	2	60 months	Police Chief	Create stronger chain of command and more effective use of resources.
II-3	Develop an attrition and staffing plan.	1	6 months	Police administration Personnel Office	Develop a transition plan from the current structure to the new structure.
III-1	The Chief of Police should take steps to train staff and delegate the budget preparation process to all division and unit commanders. Division and unit commanders should be involved in the budget preparation process and be held accountable for those funds allocated to their respective units and divisions.	2	3 months	Police Chief Division commanders	Enhance command officers' involvement in and commitment to the planning and management process.
III-2	The Chief of Police should form a planning committee that will meet on a regular basis for the purpose of both strategic and tactical planning. Strategic planning efforts should be directed toward identifying long-term and short-range goals for the Department, while tactical planning efforts should focus on making the Department more capable of dealing with emergencies when they occur.	2	3 months	Police Chief Command officers	Make the Department more capable of anticipating and dealing with problems.
III-3	All contingency plans should be reviewed and updated regularly. All members of the Department should receive annual training in selected tactical plans so that they fully understand their role in them.	3	6 months	Training Division	Ensure that all plans are maintained in a state of readiness and reflect new and changing conditions.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
III-4	The Chief of Police should initiate weekly staff meetings with top command officers. These meetings should follow a set agenda and minutes of the meetings should be recorded and disseminated, as necessary, to all personnel.	1	Immediate	Police Chief	Improve internal communications.
III-5	The Chief of Police should direct all division commanders to hold divisional staff meetings on a regular basis for the purpose of discussing emerging problems and sharing necessary information.	3	Immediate	Police Chief Division commanders	Improve internal communications and inter-divisional coordination.
III-6	The Chief of Police should conduct semi-annual meetings with all supervisory and command personnel for the purpose of providing information and soliciting suggestions on policy and procedural matters.	1	Immediate	Police Chief	Improve internal communications and allow supervisory and command officers the opportunity to contribute to the policy-making process.
III-7	The Chief of Police should meet at least annually with all personnel for the purpose of answering questions and soliciting their ideas and suggestions on all pertinent topics.	2	12 months	Police Chief	Improve internal communications and allow members of the Department to have a voice in decisions.
III-8	The Chief of Police should take steps to reorganize and rewrite all policies and procedures and rules and regulations. A task force, consisting of representatives of all Department ranks and assignments, should be appointed. Once completed, revised policies and procedures and rules and regulations should be submitted to the police union for comment.	2	6 months	Police Chief	Improve the written directives system and ensure that it is consistent and reflects current practices and procedures.
III-9	The City should make it a top priority to remove, through negotiation, any language in the union contract that inhibits the ability of the Chief of Police to adopt policies and procedures for the Police Department.	1	12 months	City administration	Restore necessary management authority to the Chief of Police.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
III-10	The Police Department should be encouraged to resume periodic hosting of training programs, including entrance level and in-service.	3	18 months	Police Chief Training Division	Improve relationships with other law enforcement and criminal justice agencies.
III-11	The Chief of Police should take an active role in working with other agencies to exchange information and resources relative to areas of mutual concern.	1	12 months	Police Chief	Improve the working relationship between the Police Department and other law enforcement and criminal justice agencies.
III-12	Each command officer should be encouraged to participate in a local community organization or civic activity to promote harmonious relations between the Police Department and the community.	2	Immediate	Command personnel	Enhance the credibility, status and reputation of the Police Department in the community.
III-13	The Police Chief should begin an aggressive outreach program to ensure that the entire community is served. The Department should be a regular participant at community meetings and community events. The Chief of Police should lead this effort.	1	Immediate	Police Chief	Enhance the credibility, status and reputation of the Police Department in the community.
III-14	The City of Somerville should establish a Citizens' Advisory Council to engender communication between the Police Department and the community. The Council should represent various segments of the community.	1	3 months	Mayor	Enhance the credibility, status and reputation of the Police Department in the community.
III-15	City officials should take steps to remove the position of Chief of Police, and the proposed position of Deputy Chief, from Civil Service and engage in recruitment and selection methods that will ensure that only the most qualified and suitable candidates are appointed to these positions in the future.	1	12 months	Mayor & Board of Aldermen	Provide for the appointment of the best persons to fill the positions from the widest possible pool of applicants.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
IV-1	The Police Department should make use of selective certification processes to employ personnel with needed language skills. As part of this process, the Police Department should participate in aggressive outreach efforts to encourage members of minority groups to take Civil Service examinations.	2	On-going	Police Chief Command staff	Diversify the workforce and increase the skill base of the Department.
IV-2	The City of Somerville should petition the HRD to delegate the promotional examination process to include a combination of written examination and structured oral examination for sergeants and assessment centers for lieutenants and captains.	2	24 months	Police Chief Personnel Office	Identify skills and abilities during the examination process.
IV-3	The Chief of Police should be directed to contract for the design of a performance evaluation system and assistance with its implementation. The system should provide minimum standards of performance for all positions in the Department. This same system should provide incentives for officers to excel as well as penalties for those who fail to maintain minimum standards of performance.	1	36 months	Police Chief Command Staff Personnel Office	Establish performance standards for all ranks and assignments and restore accountability in the Department.
IV-4	The position of Training Director should be placed organizationally within the Office of Professional Standards.	2	6 months	Police Chief	Ensure unity of command and place greater organizational emphasis on the training function.
IV-5	The primary focus of the Training Director should be the development, coordination and management of the training efforts.	2	Immediate	Training Director	Provide added emphasis on the training function and upgrade the quality of training.
IV-6	The Training Director should be responsible for the development and management of the training budget, consistent with the Department's Annual Training Plan.	2	Immediate	Training Director	Ensure that training meets the needs of the Department.
IV-7	The Department should take steps to computerize all Departmental training records. Additionally, training records of all personnel should be placed in their personnel files.	3	12 to 36 months	Command staff City administration	Maintain better records of training and make them more accessible.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
IV-8	The Chief of Police should be directed to create a Field Training Officer program. Only those motivated and proven performers should be selected to serve as Field Training Officers, and they should receive compensation for accepting this additional responsibility. To be effective, this program must include a meaningful performance evaluation system with the options for re-training and, if necessary, termination of the probationary officer. The Patrol Division commander should have responsibility for supervising the FTO program.	1	12 months	Training Director Patrol commander	Enhance the quality of training provided to police recruits and ensure that new officers successfully complete the probationary period.
IV-9	The Training Director should use all available data to identify training needs on a continuing basis. Ongoing monitoring of use of force, Departmental accidents, citizen complaints, and procedural errors are measures of training needs. Copies of all reports pertaining to these incidents should be automatically forwarded to the Training Director.	2	Immediate	Training Director	Ensure that training accurately reflects the needs of the Department and enhances individual officers' skills and abilities.
IV-10	The Department should adopt a "use of force continuum" outlining the proper escalation of force appropriate to the level of resistance encountered.	1	Immediate	Police Chief Task force on rules and regulations	Provide specific guidelines on the use of force and reduce the legal liability of the City when force is used.
IV-11	Attendance at annual in-service classroom training should be mandatory for all members below the rank of captain. Command-level training should be made available at least annually for senior ranks.	3	Immediate	Training Director Division commanders	Ensure that all personnel are kept current on changes in law, policy, procedure or technology that impacts the performance of duties.
IV-12	The Chief of Police should ensure that all sworn members of the Department successfully complete a firearms combat qualification course to include night firing (simulation or actual) on a semi-annual basis. Certified instructors should conduct this training. Persons failing to post a qualifying score should not be permitted to work in an enforcement capacity until they qualify with the service weapon.	1	12 months	Police Chief Training Director Division commanders	Reduce the legal liability of the City in the event an officer resorts to deadly force.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
IV-13	The Department should take the lead in hosting a region-wide training officers' meeting. The goal would be to exchange ideas and resources in the training arena. Ultimately, periodic meetings should result in increased training opportunities for all concerned.	3	12 to 18 months	Police Chief Training Director	Maintain effective working relationships with other law enforcement and criminal justice agencies.
IV-14	Those persons whose promotion in rank is imminent should be scheduled for advanced training in leadership development.	3	Immediate	Division commanders Training Director	Enhance the skills of persons elevated to positions of higher authority.
IV-15	The training unit should publish periodic "training bulletins" to update the force on all topical issues.	3	6 months	Training Director	Keep all personnel abreast of opportunities
IV-16	Roll call training should be an ongoing activity. Five to ten minute blocks of instruction can be used to keep officers current on many issues, including law updates and procedural changes.	3	3 months	Training Director Division commanders	Enhance the knowledge and proficiency of patrol officers and supervisors.
IV-17	An annual training plan should address the training goals and objectives of the Department. This document should be disseminated and posted conspicuously.	2	6 months	Training Director Division commanders	Upgrade the overall level and quality of the training program and enable the Department to better plan for future training needs.
IV-18	Opportunities for training should be posted, read at roll calls, and included in training bulletins. All personnel should be permitted to apply. Recommendations from superiors, performance of applicants and the overall benefit to the agency should be factors in determining who is selected to participate.	3	3 months	Training Director	Upgrade the level of specialized training available to all members of the Department.
IV-19	A revised internal affairs investigation process should be adopted which will ensure investigation of police misconduct.	1	3 months	Police Chief Division commanders	Engender public respect for the Department.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
IV-20	The Chief of Police should take steps to hold all members of the Department accountable for their own acts and supervisors accountable for the actions of their subordinates.	1	Immediate	Police Chief Division and unit commanders	Increase responsiveness of the Department.
IV-21	Individual supervisors and unit commanders should be required to conduct daily inspections of personnel, equipment and facilities to ensure compliance with existing policies and procedures and that discrepancies are noted. Disciplinary action should be taken against violators, when appropriate.	1	Immediate	Division and unit commanders Supervisors	Ensure accountability in the Department and enforce the responsibilities of supervisors.
IV-22	The Office of Professional Standards should be charged with responsibility for conducting periodic staff inspections and for noting discrepancies along with proposing recommendations for corrective action.	2	Immediate	Commander, Professional Standards	Ensure accountability in the Department.
IV-23	The Chief of Police should continue his initiative to implement a policy to curtail the abuse of sick leave and impose penalties on those who are found to violate the policy.	2	Immediate	Police Chief Personnel Office Commander, Professional Standards	Make effective use of resources.
IV-24	The Chief of Police should be directed to create a procedure for implementing the employee drug testing procedures provided for in the current labor contract.	1	3 months	Police Chief Personnel Office	Ensure integrity in the Department.
V-1	The Patrol Division should be reorganized.	1	24 months	Police Chief	Achieve greater efficiency and coordination of operations.
V-2	The position of "inside man" should be eliminated.	1	3 months	Police Chief	Increase operational efficiency and make better use of available resources.
V-3	The Department should consider alternative scheduling arrangements to make the most efficient and effective use of available personnel.	3	24 months	Police Chief Patrol commander	Provide a better fit between available personnel and demands for police services.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
V-4	The Department should promote a more proactive patrol methodology which encourages officers to use their own initiative to seek out and resolve problems in their assigned areas.	3	12 months	Police Chief Patrol commander Supervisors	Upgrade the level and quality of police services to the community and hold officers accountable for their actions.
V-5	Future collective bargaining negotiations should focus on the elimination of seniority as it relates to the area of assignment.	1	24 months	City administration	Allow management greater flexibility in assignment of personnel.
V-6	The City should consider authorizing between one and three canine units to be assigned to the patrol force to enhance its patrol capability.	3	48 months	Police Chief	Upgrade and enhance the level and quality of police services.
V-7	The Police Department should be encouraged to either develop its own Strategic Response Team or join with other communities in a regional Strategic Response Team that will allow it to be able to respond effectively to strategic emergency situations.	3	36 months	Command officers	Make the Department better prepared to deal with emergency situations.
V-8	The existing Community Policing Division should be eliminated and replaced with the Community Services Division.	1	12 months	Police Chief Patrol commander	Make the Department more efficient and responsive to community needs.
V-9	The Traffic Division should be abolished and reconstituted as the Traffic Unit within the Patrol Division.	1	12 months	Police Chief Patrol commander	Increase organizational efficiency and promote greater operating effectiveness.
V-10	The Traffic Unit commander should be charged with the development and implementation of a selective enforcement program.	2	18 months	Traffic Division	Make the traffic enforcement program more responsive to the needs of the community.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
Y-11	The Patrol Division commander should take steps to ensure that all members of the Patrol Division participate in the selective enforcement program.	3	24 months	Patrol commander Supervisors	Enhance the overall quality and level of the traffic enforcement program.
V-12	The Chief of Police should issue a policy requiring that all officer-involved accidents are investigated by members of the Traffic Unit, or by an outside police agency.	2	Immediate	Police Chief Supervisors	Provide integrity in the investigation of officer-involved accidents and hold officers responsible for their actions.
V-13	The commanding officer of the Criminal Investigations Division should be directed to implement a case management system which will ensure that cases are properly screened on their merits before being assigned to detectives and that an adequate case load is maintained by each detective.	2	12 months	CID commander	Provide better management controls over assignment of cases and improve operating efficiency and effectiveness in criminal investigation.
V-14	The Chief of Police should implement a policy calling for the uniformed patrol officer to conduct the preliminary investigation and take the initial report on all cases assigned to his or her area of responsibility. Detectives should be called only when the case is of sufficient gravity to warrant immediate intervention by detectives.	1	6 months	CID commander Patrol commander Patrol supervisors	Enhance the role of patrol officers and improve the level and quality of criminal investigation.
V-15	Detectives should be required to submit daily work logs showing the cases worked, the actions taken, and the time allocated to each case, to allow monitoring of performance.	2	12 months	CID squad commanders	Ensure greater accountability among investigators and provide better tracking of cases.
V-16	Detective sergeants and lieutenants should be responsible for monitoring and evaluating the work of the personnel assigned to them and assisting in investigating selected cases.	2	12 months	CID supervisors	Provide better unity of command and enhance coordination of operations.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
V-17	The Domestic Violence Unit should continue to be part of the Criminal Investigations Division.	1	No change	Police Chief	Maintain coordination of operations.
VI-1	The 911 center should be placed organizationally within the Technical Services Division and should be staffed with a communications manager, three communications supervisors and eight communications operators.	1	Immediate	City administration	Achieve greater unity of command, better supervision of personnel and improved coordination of operations.
VI-2	The 911 center should be included in the Police Department operating budget.	2	Immediate	City administration	Ensure greater accountability and control of communications center operations.
VI-3	The Police Department should not use uniformed police personnel on an overtime basis to fill vacancies in the 911 center.	1	Immediate	Police Chief	Reduce unnecessary costs in staffing the communications center.
VI-4	The Department should provide one week of formal training to all newly-employed 911 center personnel. Regular in-service and refresher training should be provided to all 911 center personnel on an annual basis.	2	12 months	Technical Services commander	Improve the caliber of communications services and enhance the skills of communications personnel.
VI-5	The Department should immediately develop a resource bank of civilian translators. Shift commanders should be authorized to use the ATT Language Line.	1	Immediate	Police Chief City administration Technical Services commander	Improve responsiveness to the public.
VI-6	The Department should address several administrative and physical features associated with the communication operations.	1	12 months	Technical Services commander Police Chief	Improve safety of emergency personnel.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
VI-7	The Police Department should be authorized to employ the services of a qualified consultant to assist in designing a centralized records system to include all criminal and traffic records maintained by the Department.	1	12 months	City administration	Enable the Department to operate an effective centralized record system.
VI-8	The Department should be authorized to purchase a new computer system to support the centralized record system and be compatible with the existing Computer-Aided Dispatch System.	1	12 to 24 months	City administration	Improve the overall level and quality of information maintained, collected, and stored.
VI-9	The two officers assigned to the records section should be reassigned to uniformed patrol duties and replaced by qualified clerical personnel.	1	6 months	Police Chief	Improve the operating efficiency of the Department.
VI-10	Uniformed patrol officers should be required to take reports on all offenses brought to their attention and uniform guidelines should be established detailing when incident reports are to be taken.	2	12 months	Police Chief CID commander Patrol commander Patrol supervisors	Improve the level and quality of the record-keeping and data collection process and the quality of the criminal investigation process.
VI-11	Supervisors should be required to review and approve all reports prepared by their subordinates and unacceptable reports should be returned to the reporting officer for correction.	2	12 months	CID commander Patrol commander Patrol supervisors	Improve accountability among officers and supervisors.
VI-12	The Department should acquire the capability of allowing officers to use their laptop computers to prepare their reports in order to improve their operating efficiency.	2	24 months	Police Chief	Increase operating efficiency and improve the level and quality of information contained in the records system.
VI-13	The position of warrant officer should be retained. Uniformed patrol officers should be expected to assist in warrant service.	3	Immediate	Patrol commander Patrol supervisors	Increase the effectiveness of the warrant service process and make better use of the time of patrol officers.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
VI-14	The Chief of Police should issue a written directive outlining security procedures for the police facility and designating specific responsibilities for maintaining those procedures.	1	Immediate	Police Chief	Improve the level of security within the police facility and make all personnel responsible for observing security procedures.
VI-15	Supervisory personnel and command officers should be held responsible for lapses of security that are discovered in their area of responsibility.	1	Immediate	All supervisors and command personnel	Improve the level of security within the police facility and make all personnel responsible for observing security procedures.
VI-16	Line and staff inspections should be conducted periodically to ensure that all necessary security procedures within the police facility are properly observed.	2	6 months	All supervisors and command personnel	Improve the level of security within the police facility and make all personnel responsible for observing security procedures.
VI-17	The City should continue planning for the construction of a new police facility to meet the needs of the Police Department.	1	Immediate	Mayor & Board of Aldermen	Provide a more efficient and business-like working environment.
VI-18	The Police Department should develop a long-range capital equipment plan for the specific purpose of identifying long-range computer and computer-related needs, obtain the funding to support the plan, and implement the plan so that the most efficient use of available resources can be achieved. The plan should be in accordance with the recently developed City-wide plan.	2	18 months	Unit commanders	Upgrade the quality of equipment used by the Police Department and forecast future needs.
VI-19	A similar multi-year plan for the acquisition of all other equipment, including copy machines, telephones, crime scene kits and surveillance equipment, should be developed, funded and implemented.	3	18 months	Unit commanders	Provide needed equipment for the Police Department.

Number	Recommendation	Priority	Implementation Time Line	Official in Charge of Recommendation Implementation	Result
VI-20	The Chief of Police should issue a written directive reinforcing the responsibility of each member of the Department to be responsible for the equipment entrusted to his or her use and providing sanctions for those who are discovered to be guilty of willfully damaging equipment.	2	6 months	Police Chief Unit commanders	Improve the care and maintenance of equipment and make each officer and supervisor responsible for the equipment.
VI-21	The City should continue to develop a capital equipment budget which would provide for the purchase and replacement of police cars on a regular basis and would further ensure that police cars are replaced when they are no longer serviceable.	2	18 months	Police Chief Division commanders	Enhance the planning process and provide for the delivery of capital equipment to the Police Department in a more systematic manner.
VI-22	All motorcycles should be assigned to the Traffic Unit. Those not needed for use by traffic officers should be eliminated.	3	12 months	Police Chief Patrol commander	Make better use of available equipment.
VI-23	All officers, including detectives and supervisors, who have a vehicle assigned to them, should be required to inspect the vehicle at the beginning of each shift and note any damage or operating problems requiring attention. Supervisors should be notified immediately when any new damage or mechanical condition that was not previously reported is detected.	2	6 months	Supervisors	Achieve greater accountability.

APPENDIX

SOMERVILLE CHAMBER OF COMMERCE
POLICE DEPARTMENT SURVEY

As part of MMA Consulting Group's study of the Somerville Police Department, the Somerville Chamber of Commerce assisted our efforts by distributing a Police Survey to its membership through the use of its *Monday Morning Fax*. Seven specific questions were asked.

Generally, the survey results indicate that the members of the Chamber of Commerce who responded to the survey have a positive view of the Somerville Police Department. Seventy-one percent of respondents indicated that the level and quality of police services were excellent or very good; 65 percent rated the professionalism of the Police Department as excellent or very good. Most respondents, 68 percent, had some contact with the Department during the last two years. Eighty percent of respondents were very satisfied, or somewhat satisfied, with the Police Department.

Questions and responses are provided below:

1. In general, how would you describe the level and quality of police protection in Somerville?

	Number	Percent
Excellent	16	32.7%
Very good	19	38.8%
Neither good nor fair	6	12.2%
Fair	2	4.1%
Poor	1	2.0%
Don't know/can't say	5	10.2%

2. In general, how would you rate the professionalism of the Somerville Police Department?

	Number	Percent
Excellent	11	22.4%
Very good	21	42.9%
Neither good nor fair	4	8.2%
Fair	8	16.3%
Poor	2	4.1%
Don't know/can't say	3	6.1%

3. How aware or unaware would you say you are of Somerville's community policing program?

	Number	Percent
Very aware	14	28.6%
Somewhat aware	19	38.8%
Somewhat unaware	8	16.3%
Very unaware	3	6.1%
Don't know/can't say	5	10.2%

4. Including automatic alarm calls, in the past two years about how many times has your company or organization called the Somerville Police?

	Number	Percent
Never	10	21.3%
1 or 2 times	13	27.7%
3 to 5 times	12	25.5%
More than 5 times	7	14.9%
Don't know/can't say	5	10.6%

5. Under what circumstances did you make the call(s)? (Please check as many as apply.)

	Number	Percent
To report a problem with a customer	11	20.8%
To report a theft, break-in or robbery	8	15.1%
To request information	9	17.0%
Other	19	35.8%
Don't know/can't say	6	11.3%

6. How satisfied or dissatisfied would you say you are with the Somerville Police Department?

	Number	Percent
Very satisfied	28	57.1%
Somewhat satisfied	11	22.4%
Neither satisfied or dissatisfied	7	14.3%
Somewhat dissatisfied	1	2.0%
Very dissatisfied	2	4.1%

7. Sometimes local residents have different perspectives than local business people and employers. In addition to being a local business person or employer, are you currently a local resident?

	Number	Percent
Never was a local resident	16	32.7%
Once was a local resident, but not now	15	30.6%
Currently a local resident	18	36.7%
Can't say/refuse	0	0.0%