



# POLICE DEPARTMENT OPERATIONAL AUDIT/REVIEW

Submitted to:  
Mayor's Office

Submitted by:  
The Public Safety Strategies Group  
December 2015







# **City of Boston**

## **Police Department**

### **Operational Audit/Review**

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Submitted on:

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While we cannot list everyone by name, we appreciate the time and contributions of all participants during this process. One thing was clear at all times - whether we talked with a department member or other city employee - everyone was committed to assisting the Boston Police Department to be the best police department possible.

Cover photo credits: Boston Police Department, Office of Media Relations

## Table of Contents

Executive Summary .....	I
Strengths of the Boston Police Department.....	II
Methodology Overview .....	II
Overview of Findings and Recommendations .....	IV
Facilities and District Locations .....	IV
Organizational Structure .....	IV
Diversity .....	V
Detective Deployment and Workload Distribution .....	V
Deployment.....	VI
Administrative—Policies and Procedures .....	VI
Training .....	VI
Equipment/Resources—CAD/RMS.....	VI
Equipment/Resources IT .....	VII
Grants and External Funding .....	VII
Community Engagement / Community Policing .....	VII
CompStat .....	VIII
Overtime/Compensatory Time/Details .....	VIII
Addressing Non-English Speaking Stakeholders .....	IX
Addressing Diverse Populations .....	IX
Fitness .....	X
Regional Lockup .....	X
Internal Investigations .....	X
Audit Report .....	X
Background on the Police Audit .....	1
About the City of Boston.....	2
About the Boston Police Department .....	3
Comparing the Boston Police to Police Departments in Other Cities .....	5
Strengths of the Boston Police Department.....	10
Methodology.....	11
Material Requested and Reviewed .....	11
Interviews .....	12
Tours and Ride-Alongs .....	12

Technology Assessment.....	12
Review of the BPD Mission and Goals .....	13
Findings and Recommendations .....	14
Facilities and District Locations.....	14
Organizational Structure .....	17
Office of the Police Commissioner .....	18
Office of the Superintendent-in-Chief .....	19
Bureau of Field Services .....	20
Bureau of Investigative Services .....	22
Bureau of Professional Standards.....	24
Bureau of Professional Development.....	25
Bureau of Intelligence and Analysis .....	26
Bureau of Administration and Technology .....	27
Diversity .....	30
Detective Deployment and Workload Distribution.....	36
Deployment .....	37
Administrative-Policies and Procedures .....	39
Training.....	40
Equipment/Resources-CAD/RMS.....	44
Equipment/Resources IT .....	46
Grants and External Funding.....	47
Community Engagement / Community Policing.....	48
CompStat.....	50
Overtime/Compensatory Time/Details .....	51
Overtime and Compensatory Time .....	51
Overtime .....	53
Details .....	56
Time Accounting .....	58
Addressing Non-English Speaking Stakeholders .....	60
Addressing Diverse Populations .....	60
Additional Issues.....	61
Fitness .....	61
Regional Lockup .....	62
Internal Investigations .....	62

Conclusion .....	63
Chart 1: Total Violent and Property Crime 2006-2014.....	II
Chart 2: Total Violent and Property Crime 2006-2014.....	4
Chart 3: Violent Crime vs. Police Spending per Capita—2010.....	7
Chart 4: Property Crime vs. Police Spending per Capita—2010 .....	8
Chart 5: Violent Crime Trends—Large Cities 2008-2012 .....	9
Chart 6: Office of the Police Commission Organizational Chart .....	19
Chart 7: Office of the Superintendent-in-Chief Organizational Chart.....	20
Chart 8: Bureau of Field Services Organizational Chart.....	22
Chart 9: Bureau of Investigative Services Organizational Chart.....	24
Chart 10: Bureau of Professional Standards Organizational Chart .....	25
Chart 11: Bureau of Professional Development Organizational Chart .....	26
Chart 12: Bureau of Investigative Services Organizational Chart.....	27
Chart 13: Bureau of Administration and Technology Organizational Chart .....	29
Chart 14: Racial Makeup of Sworn Strength 1981-2013 .....	33
Chart 15: Racial Makeup of Patrol 1992-2013 .....	34
Chart 16: Total of All Comp Hours Worked in 2014 .....	52
Chart 17: Total of All Comp Paid but Not Work Hours Worked in FY13 .....	52
Chart 18: Top 20 Overtime Encumbrances by Number of Team Members.....	54
Chart 19: Top 10-Overtime Hours Worked All Ranks 2010-2014.....	54
Chart 20: Top 10 Hours Not Worked but Paid All Ranks 2010-2014.....	55
Chart 21: Overtime Trends by Year by All Ranks 2010-2014.....	56
Infographic 1: Per Capita Spending on Police—2010 .....	7
Table 1: Positions and Staff Allocations .....	3
Table 2: Sworn and Civilian Personnel in the 20 Largest Police Departments-2012.....	6
Table 3: Area and District Population .....	16
Table 4: Total and Diverse Applications 2009-2013.....	35
Table 5: Department Members by Year 2010-2015 .....	38
Photograph 1: Training Classroom.....	42
Photograph 2: Locker and Restroom Facilities.....	42

## Executive Summary

After a competitive bid process, the City of Boston (City) retained the Public Safety Strategies Group LLC (PSSG) to conduct a comprehensive review of the Boston Police Department (BPD) to determine the level of operational effectiveness and efficiencies within the department.

Boston is the capital and largest city in Massachusetts. While county government does not operate here in the traditional sense, Boston also serves as the seat of Suffolk County and the county courts are located in the city.

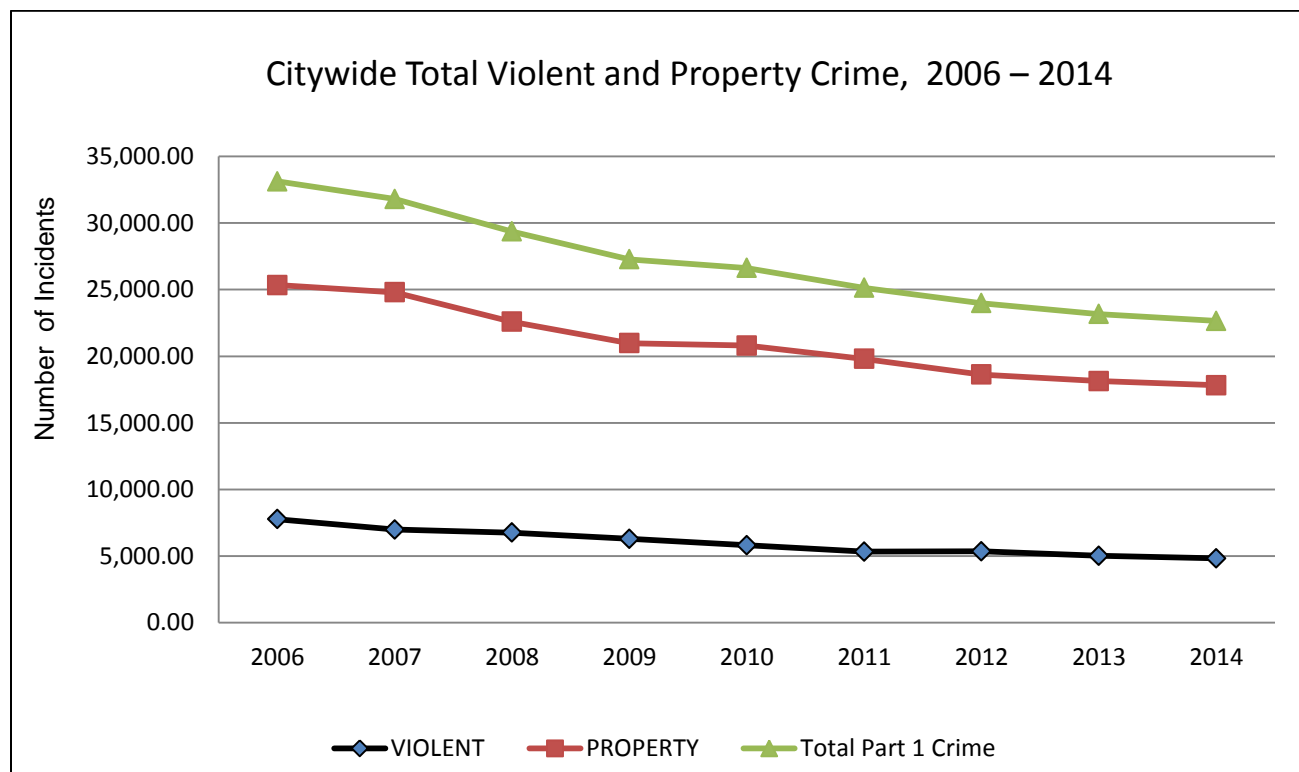
The BPD has nearly 2200 sworn members and approximately 750 civilians that police operations across the city.

Historically, the BPD has experienced many significant events. Some of the more notable ones include the police strike of 1919, the hiring of female department members in 1921, the busing riots in the early 1970s, Occupy Boston, and most recently, the Boston Marathon bombing. In addition to these unplanned events, the BPD continually coordinates security and police services for dignitary visits, special events, concerts, parades, and sporting events.

The department is divided into several bureaus, each with differing responsibilities aimed at delivering high quality public safety services. The bureaus include the Bureau of Administration and Technology, Bureau of Field Services, Bureau of Intelligence and Analysis, Bureau of Investigative Services, Bureau of Professional Development, Bureau of Professional Standards, and the Office of the Police Commissioner.

The City works to maintain a low crime rate by having a highly trained professional force that uses community-based strategies to partner with the community along with reviewing data to manage its operations. With the recent anti-police climate developing across the country, Boston has become known for its ability to maintain peaceful and nonviolent protests.

Since 2006, the City of Boston has experienced declining crime rates, as shown in the chart on the next page.

**Chart 1: Total Violent and Property Crime 2006-2014**

### ***Strengths of the Boston Police Department***

While this report focuses on identifying areas for improvement, the department has several strengths, the most evident of which appear below.

- The BPD is a proud agency that values tradition.
- The BPD is proficient at managing large-scale events.
- The BPD values community engagement.
- The BPD seeks transparency and community involvement.
- The BPD uses the media to share information in a timely manner.
- The BPD leverages outside resources from federal, state, and local sources to support operations.
- The BPD uses timely and consistent data to inform decision making.
- The BPD has strengthened efforts to create a more diverse department.
- The BPD was open to the review process and was actively engaged in suggesting areas for improvement.

This report provides suggestions to improve on the strong foundation of the department.

### ***Methodology Overview***

To conduct the study, PSSG used a multifaceted approach to give a broad perspective of the City and the BPD.



PSSG conducted over 160 internal interviews with both sworn and civilian staff at the department, as well as with external stakeholders. In addition to conducting interviews, PSSG reviewed the following:

- Organizational Charts
- Budgets and Related Reports
- Crime Analysis Reports
- Department Rosters
- Deployment Information
- Paid Detail Receivables Review<sup>1</sup>
- Grants
- Maps—Area and District
- Policies and Procedures
- Management Review<sup>2</sup>
- Operations Review and Position Analysis Report<sup>3</sup>
- Regularly Generated Reports
- Research Reports
- Rules and Regulations
- Shift Schedules
- Strategic Plans
- Transition Report 2014<sup>4</sup>

Throughout the review, PSSG evaluated how BPD resources are utilized to achieve its mission and goals and how the department addresses the following:

- Protecting and serving the residents of Boston
- Providing a well-trained force of patrol officers to solve problems and reduce crime
- Providing a well-trained force of detectives to investigate and solve crimes
- Providing a state-of-the-art Computer Aided Dispatch system
- Providing an efficient administrative and management system to support delivery of police services, and
- Ensuring integrity of all employees

The purpose of the study and specific review areas was to provide the City with an outside, unbiased review of operations and to make recommendations for future strategies that the department could implement.

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1. This report, completed by Ernst & Young in 2013, included a review of accounting, billing, collection, and aging of paid detail receivables.

2. This report, completed by the St. Clair Commission in 1992, reviewed management, supervision, and operations.

3. This report, completed by Management Partners in 2002, reviewed best practices to make the department more efficient, reviewed position assignments to increase the number of sworn members to direct service rather than support positions, and determined how to accomplish the measures without layoffs or an increase in the operating budget.

4. This report, completed in 2014, provided an overview of the department, its operations, leadership, staffing data, crime data, and programs for the incoming mayor.

## ***Overview of Findings and Recommendations***

PSSG reviewed and has provided recommendations in the following areas:

- Facilities and District locations
- Organizational Structure
- Diversity
- Detective Deployment and Workload Distribution
- Deployment
- Administrative—Policies and Procedures
- Training
- Equipment/Resources—CAD/RMS
- Equipment/Resources—IT
- Grants and External Funding
- CompStat
- Overtime/Compensatory Time/Details
  - Compensatory Time
  - Overtime
  - Details
- Time Accounting
- Community Engagement
- Addressing Non—English Speaking Stakeholders
- Addressing Diverse Populations
- Fitness
- Regional Lockup
- Internal Investigations

The following provides an overview of major findings and recommendations.

### ***Facilities and District Locations***

The city has a number of facilities located across the city. In addition to the district stations, there are facilities housing specialized units, evidence, and fleet. Many facilities are in poor condition and most locations experience limited space. The BPD has turned substations into fully operating district stations.

The BPD needs to develop an overall capital plan to address its facility needs as well as an ongoing maintenance plan. The process needs to include a workload analysis to determine if all the physical locations are required.

### ***Organizational Structure***

The Boston Police Department is led by a commissioner. The current commissioner was formerly a command staff member from within the department. The mayor is the

appointing authority and has the latitude to appoint a commissioner from inside or outside the agency.

The commissioner then assembles a command staff comprised of sworn members of the organization, with the exception of the chief of staff, an office that has been held by both sworn members from the department and civilians appointed from outside the department. The department does not have job descriptions or qualifications statements for the command staff positions.

The department needs to review its structure and determine if there are unnecessary command staff positions, realign the reporting and supervisory structure, and develop job descriptions.

### ***Diversity***

Diversity of police departments is important in order to ensure that police departments reflect the communities they serve. Currently a topic of national conversation for police departments, Boston is experiencing issues similar to other major city departments and has tried to ensure diversity throughout the department.

Despite its efforts, diversity in the department has not changed in a significant manner. A Consent Decree covering hiring of officers was in effect from 1973-2004.<sup>5</sup> During this time, there were slight changes in the number of diverse members. In addition, there was a second Consent Decree in effect from 1980-1996 for promotional opportunities.<sup>6</sup> While there have not been significant changes in the overall number of diverse members, the BPD has been increasing diversification within the higher ranks when possible.

The department needs to create a recruiting plan that continues to engage in neighborhood outreach at the district level that incorporates more recruitment at the colleges in the city and uses the Cadet Program in order to increase diversity.

### ***Detective Deployment and Workload Distribution***

Detectives conduct follow-up on cases requiring special skills and time commitments that are not possible at the patrol level. Detectives are promoted from the patrol division within the department and are provided additional specialized training. All detectives work under the umbrella of the Bureau of Investigative Services. A group of detectives are deployed at the district level and work out of the district stations but do not report to the district captain. One issue that is evident within the district-level detective deployment is the unbalanced distribution of supervisors to detectives. The unbalanced distribution has created a span of control that ranges from one supervisor to 2.7 detectives (1:2.7) to one supervisor to 7 detectives (1:7).

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5. Consent Decree (Castro v. Beecher) was operational from 1973-2004 and only applied to Black and Hispanic entry-level candidates.

6. Promotional Consent Decree (MAAAP v. Jordan) was operational from 1980-1996 and gave preference to Black Sergeant candidates.

Members also expressed that communication between districts, specialized unit detectives, and district detectives needs improvements in order to increase the effectiveness of operations.

The department needs to review detective caseloads to see if workloads are equally distributed across the districts and then redistribute personnel to correct workload imbalances.

### ***Deployment***

The Boston Police Department is separated into five areas that are further divided into eleven districts. Each district has a supervisory structure that includes a captain, lieutenants, and sergeants, along with patrol officers and administrative staff.

In addition to the district deployment, there are several specialized units that also have a supervisory structure. The supervisory structure in the specialized units is not consistent. Many interviewed felt that staffing levels in the specialty units detracted from the efforts at the district level by decreasing the allocation of personnel in patrol.

BPD needs to conduct an analysis of district operations, workload, and facilities to determine if consolidation and redeployment would improve efficiencies. The department also needs to consider civilianizing positions (which may require bargaining with the unions) to assist with staffing and overtime issues.

### ***Administrative—Policies and Procedures***

Policies and procedures guide the behavior of department members and create accountability for police actions. Policies and procedures need to be well written, clear, and easy to follow in order to create uniform responses within an agency.

Many of the policies of the BPD are out of date and require a complete review to ensure that they reflect current best practices.

### ***Training***

The academy provides recruit-level training and continuing education for sworn members. While the department has implemented online training, feedback has suggested that this effort needs to be expanded. The academy facility is not adequate for modern training.

The BPD needs to include construction of a new training facility as part of its capital plan.

### ***Equipment/Resources—CAD/RMS***

The department relies on technology to perform many functions. One significant resource is the Computer Aided Dispatch (CAD) system that captures information such as the time of the call, nature of the call, and the amount of time spent on the call, both for community calls for service and officer-initiated activities. The Records Management



System (RMS) captures information on the details of the call and the reports written by officers.

The CAD/RMS system at the department was aging, prompting the department to start the process of replacing the system in 2011.<sup>7</sup> The transition to the new system was still underway during the study. Many department members expressed frustration with the process and asserted that the system did not have all the features it did in the past, and that report writing was going to take more time. There were also concerns about the amount of time between training on the system and implementation.

Once the conversion is complete, the department needs to convene a user group to determine if there are any lingering issues.

### ***Equipment/Resources IT***

The department has its own in-house information systems group comprised of both sworn and civilian members, and the City also has an IT department. The redundant efforts create unnecessary duplication; the City needs to consider consolidation of efforts while maintaining input from the department. The Commissioner has been holding meetings between the two entities to refine service delivery, and this effort needs to continue.

### ***Grants and External Funding***

The BPD has participated in several programs supported through federal, state, and privately funded grants, and receives an average of 8.5 to 9.5 million dollars in outside support each year.

While the effort is commendable, not all department members are aware of the programming goals through the grants. The BPD needs to create briefing sheets and include more department members in the efforts.

### ***Community Engagement / Community Policing***

The department is committed to conducting outreach within the community. There is a member of the command staff and individuals assigned in the districts to engage the community and foster communication and partnership development.

Example activities range from Coffee with a Cop to the hosting of a six week teen academy, and partnerships to develop programs.

As community policing is such an important aspect of operations at BPD, community policing and problem solving training should be increased at the recruit level and continuing education training modules offered.

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7. Source: BPD Transition Plan 2014.

## CompStat

CompStat (short for Computer Statistics) is a process that discusses data collected on crime in the department. The meetings are very resource-intensive, as the department command staff, district captains, specialty units, analysts from the BRIC, and members of the fiscal section convene every other week to review the information. The CompStat process in Boston is consistent, but does not have a formal process for capturing the results from meetings. Capturing the outcomes of actionable items would assist the department with performance management efforts.

The BPD needs to enhance CompStat to create greater interaction between the districts, bureaus and other citywide services, (which could be accomplished through quarterly meetings that do not include any police sensitive material) and also needs to increase emphasis on the fiscal component of the meetings.

## Overtime/Compensatory Time/Details

In addition to working regularly scheduled shifts, officers log extra hours in overtime or compensatory time for a variety of reasons including filling of shifts by another when a primary officer is on vacation, out injured, on a scheduled day off or personal day, or when there is a special event occurring in the city that requires extra personnel.

### Compensatory Time

Compensatory (“comp”) time is earned in lieu of overtime. The impact of the comp time is often absorbed by the agency with monetary ramifications resulting from the need to fill a shift with overtime when a person exercises their right to use their comp time.

The department has negotiated a cap on the number of hours a member can accumulate; however, once the member takes the time off, the number of hours is reset and the cycle begins again, which could impact staffing on a continual basis.

The department needs to monitor the accumulation and use of compensatory time to ensure there is not a budgetary impact to filling shifts when someone takes the time off.

### Overtime

Overtime is paid at the time the hours are worked, with minimum payments of four hours even if only a few minutes are worked.<sup>8</sup> The basic minimum hour requirements are articulated in the collective bargaining agreements with the labor unions.

Currently, the department exercises little control over the process of assigning overtime. Each district and specialized unit is assigned an overtime bank at the beginning of each year.

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8. This process results in the practice of what has been dubbed “paid not worked.”

The department needs to put additional measures in place to control and authorize overtime on an as-needed rather than routine basis.

### ***Details***

Another means by which members generate additional income is through details. A detail is when officers work while wearing the city uniform and using city equipment, but rather than the city paying the officer, an outside entity pays the city and in turn the city pays the officer.

There is currently a decentralized process of scheduling details that is staffed with sworn department members; Administrative processes including how members enter details on a spreadsheet in order to assign officers, recording hours worked by officers, and billing companies that request details are antiquated. Both the staffing with sworn members and administrative processes are ineffective. The department needs to civilianize and automate the process.

### ***Time Accounting***

There are disparate systems used in the districts to enter information, and data entry also occurs at headquarters. The department fiscal unit did facilitate the creation of a system in which they can tally all hours, but the system is not automatic at the time of entry and is also dependent on officers submitting overtime, compensatory time, and detail hours in a timely fashion. An excessive amount of time is spent entering information.

The department needs a fully integrated and automated system. To facilitate this process, the City needs to put a working group together to discuss system requirements and then determine if the Department of Information Technology (DoIT) can build the system or if the City must secure an integrated, real time system from an outside vendor.

### ***Addressing Non-English Speaking Stakeholders***

The BPD, like other city agencies and major city police departments, is faced with the challenge of an increasing number of non-English speaking community members. Currently, officers use a language line that provides immediate access to interpreters or rely on other officers with language skills.

The department needs to increase the number of officers with foreign language skills as well as to consider hiring civilian community organizers with language skills.

### ***Addressing Diverse Populations***

The department is working to institutionalize programs and efforts to work with diverse populations. While some programs are one-time initiatives, other efforts are sustained over time.

The department needs to continue to develop partnerships and to institutionalize efforts to work with diverse populations.

## ***Fitness***

Policing is a physical job; officers must react to stressful situations, work nontraditional schedules, and work in extreme weather conditions. The department has fitness standards for recruits but does not have fitness standards for veteran officers.

The department needs to establish fitness standards for department members.

## ***Regional Lockup***

Currently, the department has holding facilities at each district station; however, not all stations can accommodate juvenile offenders. Booking of detainees is performed by sworn personnel. In addition, BPD members spend time monitoring detainees at the stations, which impacts patrol deployment.

The department is currently investigating regional lockup as an option. Legislation has been filed to support this effort.

## ***Internal Investigations***

Boston has a Community Ombudsman Oversight Panel (CO-OP) consisting of a three-person board appointed by the mayor. The CO-OP can review cases appealed by complainants and randomly reviews cases that have been not sustained, exonerated, or unfounded that have not been appealed. Volunteers support this effort.

It could enhance the work of the CO-OP to review additional cases. Given the time consuming nature of case review, the CO-OP may benefit from a supplemental paid employee that is not a member of the department.

## **Audit Report**

The full report begins on the next page and consists of the following sections:

- Background on the Police Audit
- About the City of Boston
- About the Boston Police Department
- Methodology
- Findings and Recommendations
- Conclusion



## Background on the Police Audit

After a competitive bid process, the City of Boston (City) retained the Public Safety Strategies Group LLC (PSSG) to conduct a comprehensive review of the Boston Police Department (BPD) to determine the level of operational effectiveness and efficiencies within the department. This audit was part of a citywide initiative launched by the mayor to conduct reviews of departments.

The overall project objective was to conduct an overview of operations that captured the best practices in place at the BPD as well as potential areas for improvement. The project also called for PSSG to make suggestions for comprehensive studies of specific areas. During the review, PSSG worked with members of the BPD and city representatives to organize interviews and meetings with BPD personnel and other city stakeholders.

PSSG requested material to review as summarized in the list below:

- Policies and Procedures
- Contracts
- Budgets
- Facilities
- Grants
- Organizational Structure
- Programs
- Progress on Past Reports
- Staffing
- Deployment

Throughout the review, PSSG evaluated how BPD uses its resources to achieve its mission and goals. The goals of BPD include:

- Protecting and serving the residents of Boston
- Providing a well-trained force of patrol officers to solve problems and reduce crime
- Providing a well-trained force of detectives to investigate and solve crimes
- Providing a state-of-the-art Computer Aided Dispatch system
- Providing an efficient administrative and management system to support delivery of police services, and
- Ensuring integrity of all employees.

The purpose of the audit and specific review areas was to provide the City with an outside, unbiased review of operations and to make recommendations for future strategies that the department could implement.

The results of the review appear as findings and recommendations in the report.

## About the City of Boston

Boston is the capital and largest city in Massachusetts. While county government is not operating here in the traditional sense, Boston also serves as the seat of Suffolk County and the courts are located in the city.

The city covers 48 square miles and had an estimated population of 645,966 in 2014, making the city the 24th largest in the United States.

The Greater Boston metro area is home to 4.5 million people and is the tenth largest metropolitan area in the country. As a commuting region, the population swells to 7.6 million people, making it the sixth largest Combined Statistical Area in the United States.

One of the oldest cities in the United States, Boston was founded by Puritans in 1630. Rich in history, the city was the scene of several events, such as the Boston Massacre, the Boston Tea Party, the Battle of Bunker Hill, and the Siege of Boston. The city grew into a busy port and manufacturing hub, as well as a center for education and culture. Boston's many firsts include the United States' first public school—Boston Latin School (1635)—and the first subway system (1897).

The area's many colleges and universities make Boston an international center of higher education, and it is world-renowned for the high quality of medical care available. A city of sports, Boston is home to major league baseball, basketball, and hockey venues and is also the site of rowing regattas. Culturally, the center of the city boasts theaters and performing arts centers.

Boston's economic base includes finance, professional and business services, and government activities. The city has one of the highest costs of living in the United States, but remains a highly desirable place to live.

Its history and character help attract many tourists, with Faneuil Hall alone attracting over twenty million visitors annually. Many conferences are held in the city along with a multitude of festivals and special events. As a site of an international airport, Boston is a destination location.

A city of neighborhoods, each area of the city is defined by its residents, and each has developed its own special vibe.

The vast offerings and features of the city make it a unique challenge in terms of policing, requiring the Boston police department to be flexible and innovative in its strategies to provide public safety services in a manner that reduces crime and improves the quality of life for those who live, work, or travel in the city.

## About the Boston Police Department

The BPD was formally established in the mid-1800s and is the oldest police agency in the United States. Boston is the largest municipal police department in New England and among the largest agencies in the country.

The current staffing of the BPD includes 2187 sworn members. The positions and staff allocations are as follows:

**Table 1: Positions and Staff Allocations**

Title	Number Assigned
Commissioner	1
Superintendent-in-Chief	1
Superintendents	7
Deputy Superintendents	13
Captains	21
Captain Detectives	3
Lieutenants	51
Lieutenant Detectives	24
Sergeants	171
Sergeant Detectives	109
Detectives	277
Patrol	1,509
<b>Total Sworn</b>	<b>2,187</b>

In addition to the sworn personnel, a team of approximately 750 civilians support police operations across the city.

Historically, the BPD has experienced many significant events. Some of the more notable ones include the police strike of 1919, the hiring of female department members in 1921, the busing riots in the early 1970s, Occupy Boston, and most recently, the Boston Marathon bombing. In addition to these unplanned events, the BPD continually coordinates security and police services for dignitary visits, special events, concerts, parades, and sporting events.

The BPD is a progressive department that participates in several research projects to assist the state and federal governments and other police departments to understand the impact of innovation and application of best practices for addressing crime.

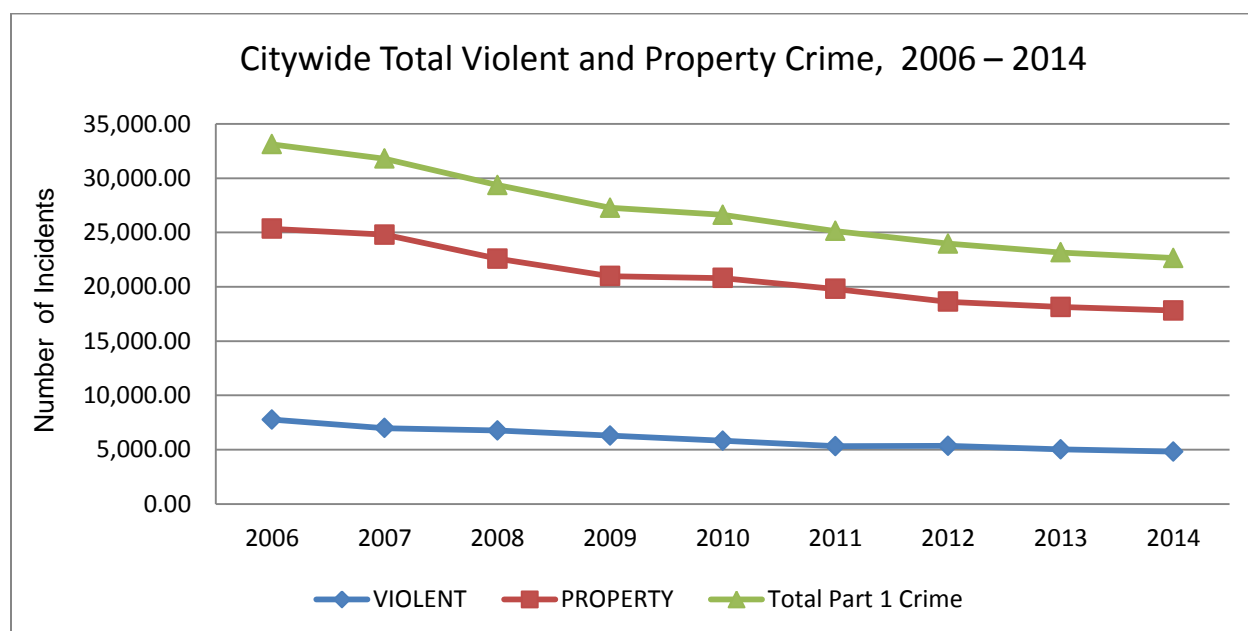
The department is divided into several bureaus, each with differing responsibilities aimed at delivering high quality public safety services. The bureaus include the Bureau of Administration and Technology, Bureau of Field Services, Bureau of Intelligence and

Analysis, Bureau of Investigative Services, Bureau of Professional Development, Bureau of Professional Standards, and the Office of the Police Commissioner.

Patrol responsibilities, falling under the Bureau of Field Services, are divided into three operational zones; within these zones are eleven districts across the city. Districts are led by a captain and each has an assigned team of officers. Specialty units such as the School Police, Youth Violence Strike Force, Bicycle Unit, Drug Control Unit, Detective Division, Licensing Unit, Canine Unit, Harbor Patrol, Civil Rights Unit, Sexual Assault Unit, Family Justice Center, Evidence, Forensics/Crime Lab, and the Supply Unit, along with many administrative services, support the operations of the police department.

Boston works toward being a low crime rate city through having a highly trained professional force that uses strategies to partner with the community, along with reviewing data to manage its operations. With the recent anti-police climate developing across the country, Boston has become known for its ability to maintain peaceful and nonviolent protests.

**Chart 2: Total Violent and Property Crime 2006-2014**



The chart above, provided by the BPD, shows the following categories of crime: Violent Crime, Property Crime, and the total for all Part One Crimes.<sup>9</sup> Like many large police agencies, the BPD has experienced reductions in crime over the past several years.

Despite the national and international respect it has gained, its professional service delivery model, and its emphasis on innovative policing strategies, the Boston Police

9. Part one crimes are defined by the Federal Bureau of Investigation in the Uniform Crime Report in two categories: violent and property crimes. Aggravated assault, forcible rape, murder, and robbery are classified as violent, while arson, burglary, larceny-theft, and motor vehicle theft are classified as property crimes.



Department is not without room for improvement. This report provides an overview of its operations as well as recommendations to further improve operations.

### ***Comparing the Boston Police to Police Departments in Other Cities***

As with any comparison, comparing one city police department to another is difficult. While the agency under review seeks to learn how it compares to peer agencies, comparison becomes a review of common measures unless data was collected in the exact same manner in each city. The process establishes baselines and trends while also analyzing differences in operational procedures. Differences in the organization, budget, demographics, community infrastructure, and community relationships vary in ways that are not typically apparent in basic comparisons. This section provides some areas of comparison based on publicly available data. Unfortunately, the available data were compiled at different times, so there will be variations with respect to items such as the number of members in a department, department budget, and even weather conditions.<sup>10</sup>

The following table shows the number of officers and civilian police department members for the twenty-five largest agencies in the United States. Showing data for officers per 10,000 residents is for illustrative purposes only. Boston is the tenth largest police department in the country. It is not possible to draw specific conclusions on the number of officers to residents as a single factor. The data are provided for informational purposes only, as staffing should reflect crime and workload, not a number per population. A valuable component of this table is the information related to the number of sworn and civilian personnel. Operational efficiencies are enhanced when duties that do not require a sworn member are transferred to civilian personnel. It is less costly to hire civilians and the hiring process is much faster.

The table below shows the basic number of department members, both sworn and civilian, in the twenty largest police departments across the country. The number of sworn and total employees also appears in relation to “per 10,000 residents”. While this number is shared, the information is purely for illustrative purposes. Police staffing should not be based on population alone, but rather requires a complex analysis that reviews calls for service, response time, administrative time, and the level of service expected by community members.

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10. An example of the impact of weather conditions were the blizzards experienced during the winter of 2014/2015 in Boston. The extraordinary amount of snowfall impacted movement in the city and likely contributed to low crime during the storms. Conducting a direct comparison of crime in warmer climate cities may lead to inaccurate conclusions.

**Table 2: Sworn and Civilian Personnel  
in the 20 Largest Police Departments - 2012<sup>11</sup>**

City	State	Total Law Enforcement	Total Officers	Civilian Employees	Officers per 10K residents	Total per 10K residents
New York	NY	49,283	34,555	14,728	41.7	59.5
Los Angeles	CA	12,956	9,992	2,964	25.9	33.6
Chicago	IL	12,766	11,944	822	44.1	47.1
Philadelphia	PA	7,360	6,526	834	42.4	47.8
Houston	TX	6,663	5,318	1,345	24.4	30.6
Washington	DC	4,332	3,867	465	61.2	68.5
Baltimore	MD	3,342	2,962	380	47.4	53.4
Detroit	MI	2,883	2,570	313	36.3	40.8
Memphis	TN	2,826	2,416	410	36.7	43
Boston	MA	2,700	2,130	570	33.8	42.8
San Francisco	CA	2,599	2,173	426	26.5	31.7
Milwaukee	WI	2,577	1,906	671	31.8	43
Atlanta	GA	2,165	1,775	390	40.6	49.5
Kansas City	MO	1,869	1,273	596	27.4	40.3
St. Louis	MO	1,866	1,322	544	41.5	58.6
Cleveland	OH	1,709	1,481	228	37.6	43.4
New Orleans	LA	1,513	1,271	242	35	41.7
Miami	FL	1,380	1,054	326	25.4	33.3
Newark	NJ	1,322	1,062	260	38.1	47.4
Tampa	FL	1,225	959	266	27.3	34.9

For comparisons to be more informative, the City would need to commission a study that conducts organizational assessments of peer agencies that includes analysis of budget, operations, community demand, demographics, and infrastructure.

The following infographic shows the amount spent for the largest cities in the United States in 2010, followed by two charts that show the per capita spending compared to crime data.<sup>12</sup>

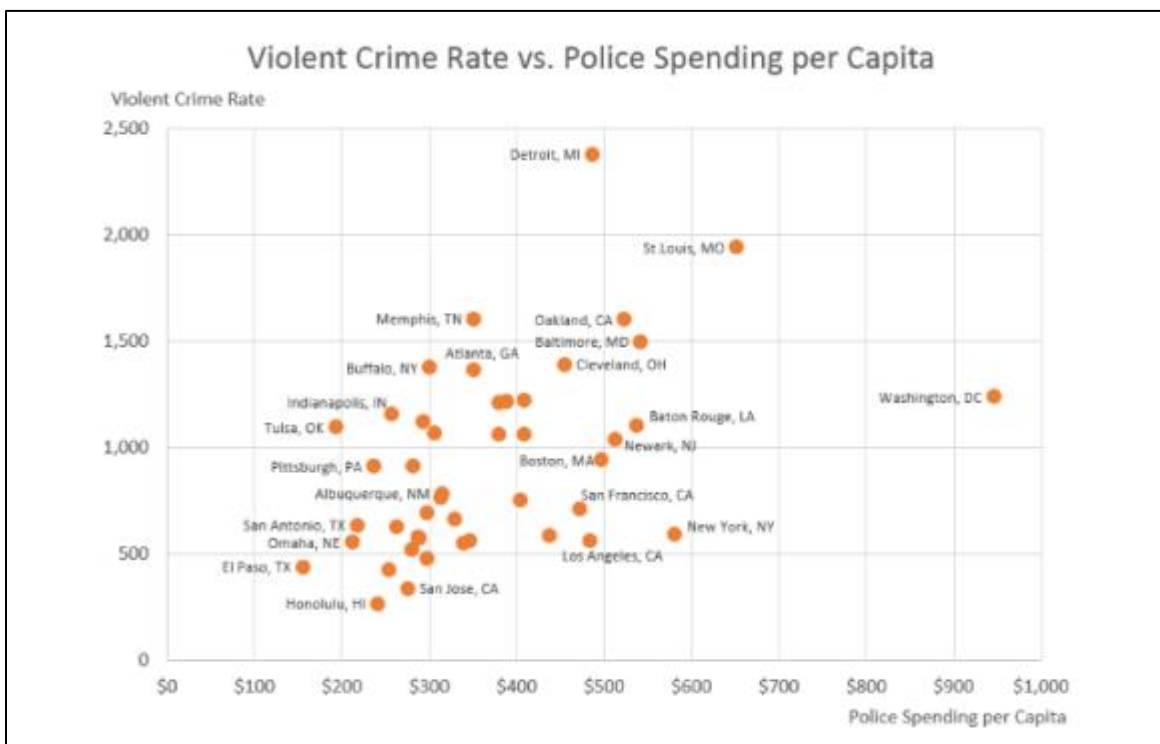
11. Source: FBI police department employment data 2012. The reliability of this data requires accurate reporting by police departments to the FBI.

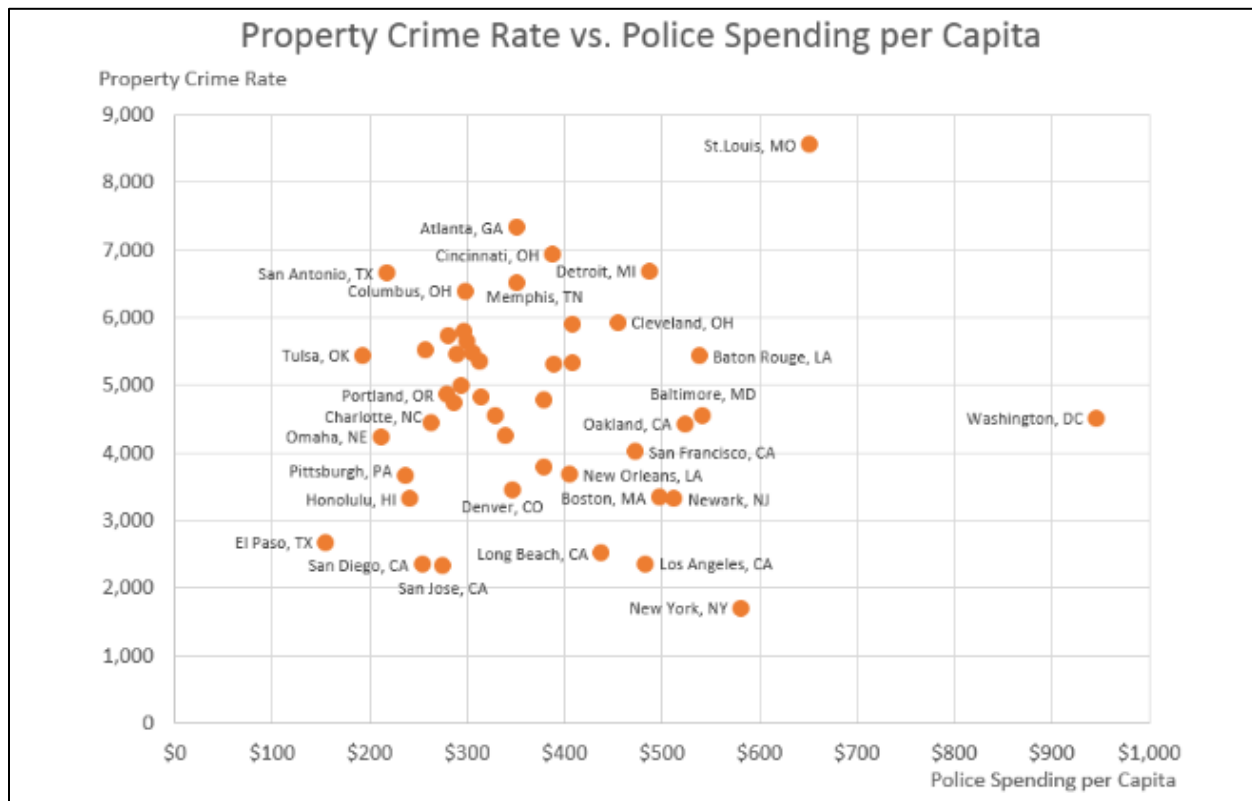
12. The information on the charts is from the Bureau of Justice Statistics and Uniform Crime Report 2010; the infographics were developed by Policy MIC, a contemporary news source geared toward providing information to the under-34 population.

### Infographic 1: Per Capita Spending on Police—2010



### Chart 3: Violent Crime vs. Police Spending per Capita—2010



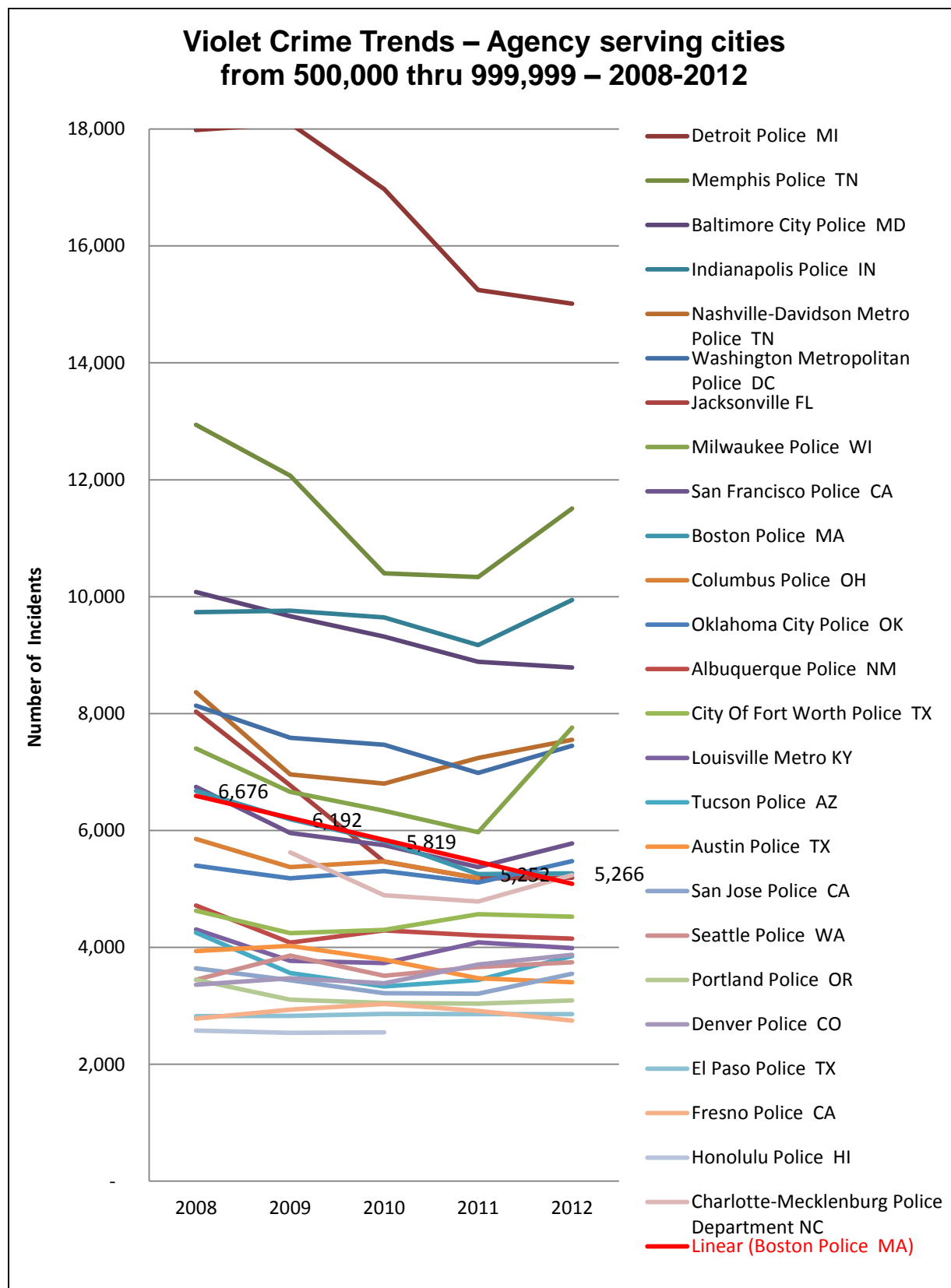
**Chart 4: Property Crime vs. Police Spending per Capita—2010**

The charts showing the per capita expenditures are informative as they provide an additional layer of data to the number of officers and sworn personnel per 10,000 residents. However, the data still do not provide definitive answers on the reasonableness of investments in police operations related to safety. In order to plan for the budget of the BPD in the future, the City needs to determine the value it places on police services and can use the data from the other communities to help inform its decision making.

The chart on the next page shows the violent crime trends of agencies serving populations of 500,000-999,999. Boston, like other major cities, has been experiencing a drop in crime. In 2008, Boston experienced 6,676 incidents of violent crime, reaching a low of 5,252 in 2011, with a small increase to 5,266 in 2012. Significant nationwide research has been conducted in an attempt to discover the reason for the drop in crime, but a definitive answer has yet to be determined. Hypotheses range from there being fewer people in the age bracket most prone to criminal activity, to a decrease in reporting of crime. Further national research is required to determine what factors contribute to decreases in crime rates. Until that time, police departments will continue to apply known best practices while simultaneously developing innovative and promising practices to keep cities safe.



Chart 5: Violent Crime Trends—Large Cities 2008-2012



## ***Strengths of the Boston Police Department***

While this report focuses on identifying areas for improvement, the department has several strengths. The most evident strengths appear below.

- The BPD is a proud agency that values tradition.
- The BPD is proficient at managing large-scale events.
- The BPD values community engagement.
- The BPD seeks transparency and community involvement.
- The BPD uses the media to share information in a timely manner.
- The BPD leverages outside resources from federal, state, and local sources to support operations.
- The BPD uses timely and consistent data to inform decision making.
- The BPD has strengthened efforts to create a more diverse department.
- The BPD was open to the review process and was actively engaged in suggesting areas for improvement.

Based on the strong foundation and interest in improvement, PSSG believes the department can achieve the changes suggested in this report, resulting in improved efficiencies, operations, and fiscal savings.

## Methodology

To conduct the study, PSSG used a multifaceted approach to give a broad perspective on the City and the BPD.

The first process PSSG employed was to request as much historical information on the police department as possible and to review any publicly available information. Below is a list of material reviewed:

### ***Material Requested and Reviewed***

- Organizational Charts
- Budgets and Related Reports
- Capital Plans
- Crime Analysis Reports
- Department Rosters
- Deployment Information
- Paid Detail Receivables Review<sup>13</sup>
- Facility Plans / Reports
- Grants
- Job Descriptions
- Maps—Area and District maps
- Policies and Procedures
- Management Review<sup>14</sup>
- Operations Review and Position Analysis Report<sup>15</sup>
- Regularly Generated Reports
- Research Reports
- Rules and Regulations
- Shift Schedules
- Strategic Plans
- Training Records
- Transition Report 2014.<sup>16</sup>

The review of written material provided PSSG the opportunity to learn about the current and historic operations of the police department. In addition to the secondary research, PSSG conducted primary research through an extensive interview process and ride-alongs. The following is a list of interviews (by category to ensure anonymity of interview participants).

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13. This report completed by Ernst & Young in 2013 included a review of accounting, billing, collection, and aging of paid detail receivables.

14. This report completed by the St. Clair Commission in 1992 reviewed management, supervision, and operations.

15. This report completed by Management Partners in 2002 reviewed best practices to make the department more efficient, reviewed position assignments to increase the number of sworn members to direct service rather than support positions, and determined how to accomplish the measures without layoffs or an increase in the operating budget.

16. This report completed in 2014 provided an overview of the department, its operations, leadership, staffing data, crime data, and programs for the incoming mayor.

## ***Interviews***

PSSG conducted over 150 internal interviews with both sworn and civilian staff at the department, including the following:

- Commissioner
- Command Staff
- District Captains
- Specialized Services (investigations, family services, BRIC, etc.)
- District Personnel
- Civilian Staff
- Labor Relations
- Fiscal Section.

In addition, PSSG held interviews and participated in meetings with the following stakeholders from other city departments:

- John Natoli, Special Advisor to the CFO
- Chris Dwelley, Citywide Performance Manager
- Sally Glora, City Auditor
- Paul Curran, Labor Relations
- Jeffery Hughes, Labor Relations
- James Williamson, Interim Budget Director
- Shaun Blugh, Chief Diversity Officer
- Jascha Franklin-Hodge, Chief Information Officer
- Gail Hackett, Chief of Staff to the Chief Finance Officer

## ***Tours and Ride-Alongs***

To gain a greater understanding of the policing environment in Boston, PSSG personnel participated in a tour of each district station, during which time department personnel shared highlights of the district features. PSSG members also participated in ride-alongs on two occasions. The process allowed PSSG to view responses to calls and how the supervisory structure worked.

## ***Technology Assessment***

In order to learn about the information and operational technology deployed, PSSG met with members of both the Department of Innovation and Technology (DoIT) for the City and the BPD Information Technology Group. During interviews, PSSG surveyed department members<sup>17</sup> on their perceptions of the information technology in place. Two key issues that emerged were camera deployment and the transition to the computer aided dispatch (CAD) and Intergraph records management system (RMS). PSSG

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17. The term "member" refers to anyone employed at the BPD, sworn or civilian.

reviewed an information technology report provided by the City and one report provided by the department itself.

### ***Review of the BPD Mission and Goals***

To understand the operational mission and the values of the department, PSSG reviewed the stated mission of the department, which reads as follows:

*The Boston Police Department is dedicated to working in partnership with the community to fight crime, reduce fear and improve the quality of life in our neighborhoods. Our Mission is Community Policing.*

PSSG surveyed members during the interview process about their knowledge of the mission and how it was carried out. While certain members did not have a complete understanding of all aspects of the mission and the full range of best practices that can be employed to attain the mission, the BPD can address this issue by increasing training in this area.

Other than the overarching goals previously listed, the current BPD commissioner and command staff has not had the opportunity to formalize and document the strategic plan. Measuring performance and understanding what constitutes success is important for management. It allows them to create clear expectations for subordinates, as well as allowing city leadership to evaluate efforts and helping community members to gauge safety. Goal setting for police departments is complex. Many measures focus solely on crime rates, which provide only a partial picture of performance. Other measures may include fear of crime, community engagement, or behavioral change (such as reduced speeding resulting in fewer roadway fatalities).

Through the research process, PSSG established a number of findings for which recommendations are supplied. The following section outlines the findings and recommendations for each of the specific areas reviewed.

## Findings and Recommendations

This section will provide findings and recommendations for future efforts concerning the major areas reviewed during the project.

### *Facilities and District Locations*

Police facilities need to provide a place for personnel to interview suspects and witnesses, write reports, conduct meetings, attend briefings, store equipment, don and doff uniforms, and in some cases house prisoners. Depending on the configuration of the department, space is also required for administrative purposes, investigations, and storage of evidence. Some police facilities provide meeting space for community members to use or for the department to host meetings; however, the space often also serves as a training room for members.

The city has a number of facilities located across the city. In addition to the district stations, there are facilities housing specialized units, evidence, and fleet. Most facilities have design flaws and many show significant deferred maintenance that is resulting in deterioration of the facilities.

Issues found at the facilities include the following:

- Mold
- Cramped locker spaces
- Lack of secure parking
- Lack of secure interview rooms
- Lack of prisoner separation<sup>18</sup>
- Lack of storage
- Poor ventilation
- Poor heating/cooling systems
- Failing infrastructure
- Exterior rot
- Poorly designed report writing areas
- Lack of case processing space
- Inconsistent community space.

The department does not have an online or specific process for requesting repairs. It appears that the person in charge of each facility calls the facilities division to request assistance for a repair, but there is not a defined process for follow-up. This was revealed to be a cause of frustration for those awaiting repairs, as there is not a defined timeline for action or a priority list available for review.

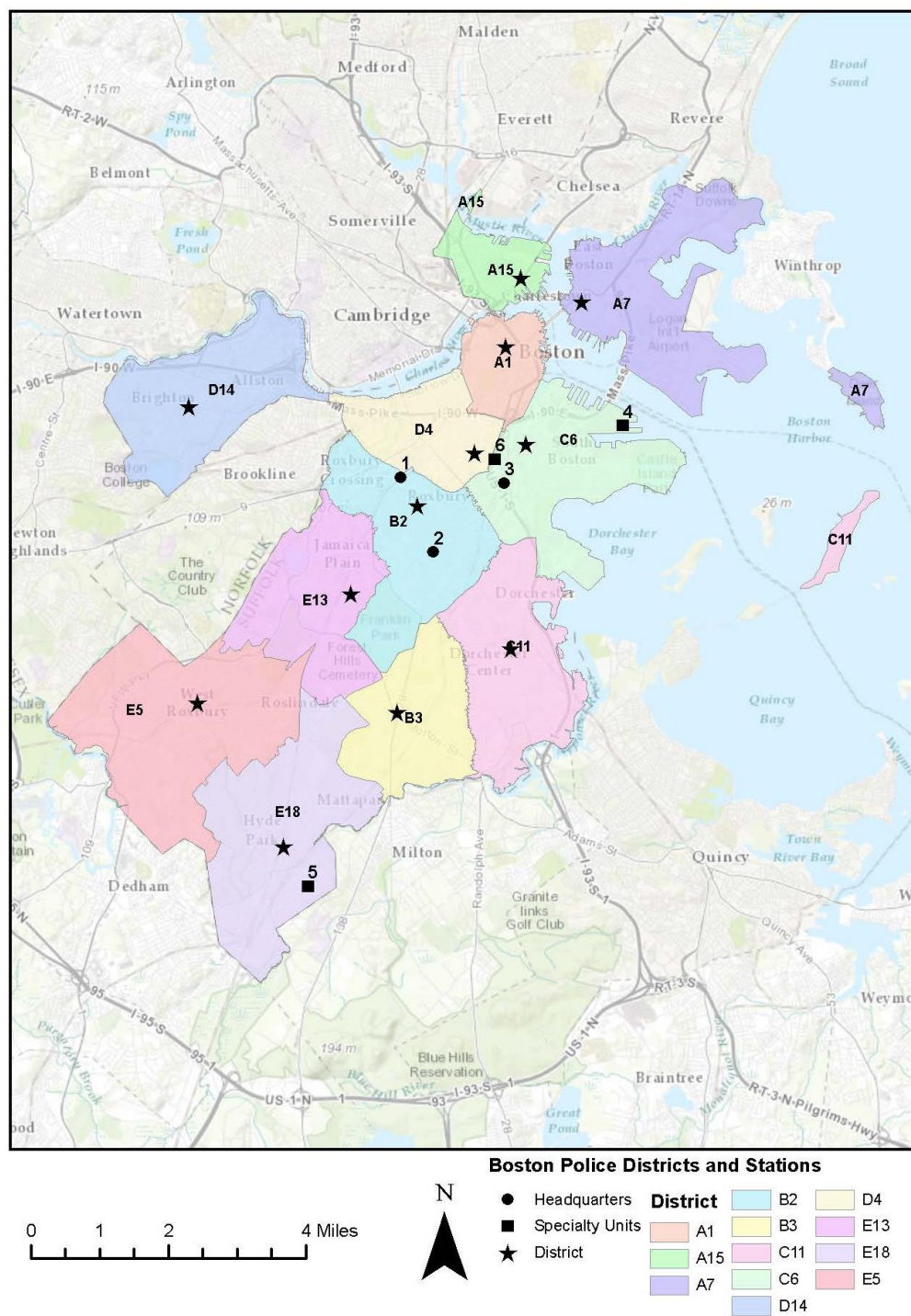
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18. Prisoner separation is required for female and juvenile offenders. Prisoners should also be held outside of locations where they would be able to hear the conversations of officers or victims.



The map below shows the district locations, locations of some specialized units, and police headquarters.

**Map 1: District, Headquarter, and Specialty Unit Locations**



The following table shows the population for each area and district.

**Table 3: Area and District Population**

District	A1 & A15	A7	B2	B3	C6	C11	D4	D14	E5	E13	E18
Location	Downtown Charlestown	East Boston	Roxbury	Mattapan	South Boston	Dorchester	South End	Brighton	West Roxbury	Jamaica Plain	Hyde Park
Population <sup>19</sup>	55,971	40,508	76,917	36,480	35,200	91,982	77,773	74,997	50,983	37,468	30,637
Area Population <sup>20</sup>	96,479		113,397		127,182		152,770		119,088		
Officers per 10,000 / District Level	30.37	26.66	22.75	36.18	32.10	19.24	16.59	14.27	21.18	29.09	31.99

The table above shows the disparate staffing levels throughout the city within each of the districts. Staffing per 10,000 residents ranges from 14.27 to 36.18. The police department would be well served to study the location of the facilities, location of crimes, and the number of officers assigned to address the crime throughout the various locations. Consideration should be given to consolidating some facilities, as each district has similar staffing structures creating a duplication of effort in some of the smaller and less busy areas. While a balance of officers per person is not the ideal measure of deployment, it is a starting point for the department to review while it compiles applicable call data and workload assessment.<sup>21</sup>

The review of the data shows that supervisory structure remains fairly consistent across districts (one captain, three or four lieutenants, and nine to eleven sergeants) regardless of the size of the patrol force assigned at the district. This information, coupled with the need for the updating of facilities, presents an opportunity for the BPD to review deployment and calls for service in order to consolidate facilities.

Some of the facilities would not be able to house additional personnel due to size constraints; others might be able to with some modification. What is most important for the department to consider with facilities in the future is which structures should be replaced and which areas should be combined to create efficiencies in terms of deployment and cost savings by reducing the number of facilities the City maintains. The result could be enhanced deployment and more efficient use of facilities.

19. This row in the chart shows the population in the district.

20. This row in the chart shows the total population of all districts in the area.

21. Reviewing call data and conducting a workload assessment was not part of this study. However, it is truly the only way to accurately assess deployment needs.

**Key Findings Summary:**

- Many facilities are in dire need of replacement or upgrades.
- Immediate concerns include mold, poor heating and cooling systems, poor ventilation, and freezing pipes.<sup>22</sup>
- There are vast differences in the number of residents in each district (e.g., Hyde Park 30,637 vs. Dorchester 91, 982) and the number of officers assigned - but the command structure is essentially the same. This could allow the department to consolidate certain districts, which could decrease the number of facilities required for efficient operations.
- The renovation and replacement of facilities will be a costly process.

**Recommendations:**

- Conduct a review of call data and workload to determine staffing needs across the city and build a facilities plan around those needs.
- Determine if there is the potential to consolidate districts or sections of districts to create efficiencies in terms of deployment and reduction in the cost of maintaining fewer facilities. This process should include community engagement to determine the opinion of external stakeholders.
- Evaluate facilities across the City to see if consolidation would allow for more effective policing (reduction in number of supervisory staff members, improved span of control, operational efficiencies with booking and desk personnel, as well as fewer facilities).
- Create a priority list for facility renovations to address basic issues (heat, running water, leaks, mold, etc.).
- Create a process to improve basic facility issues in a timely fashion.
- Develop a process for districts to file and track maintenance requests, improve efficiencies, and provide timely repairs.

**Organizational Structure**

The Boston police department is led by a commissioner. The current commissioner was formerly a command staff member promoted from within the department. The mayor is the appointing authority and has the latitude to appoint a commissioner from inside or outside the agency.

The commissioner then assembles a command staff from sworn members of the organization, with the exception of the chief of staff, which has been held by both sworn members from the department and civilians appointed from outside the department. The position of superintendent-in-chief is not always filled. The current organizational structure of the department, while creating clear lines of reporting, may not be optimally aligned. Some bureaus and divisions are large and assign many direct reports to a single superintendent or deputy superintendent, whereas other superintendents do not

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22. During the site visit, mold was visible, doors needed to be kept open (in the winter) due to inconsistent heating issue, and pipes were frozen, rendering locker rooms inoperable in one facility.

have any direct reports. The span of control for those holding the same title is varied, creating an inefficient deployment and reporting structure.

### **Office of the Police Commissioner**

The police commissioner is the executive head of the Department and is responsible for the management, planning, direction, and control of the Department. In addition to the police commissioner's administrative and support staff and the unit(s) listed below, the offices and bureaus that report directly to the police commissioner are: the Office of the Superintendent-in-Chief, the Office of the Chief of Staff, the Bureau of Professional Standards, the Bureau of Public Information, the Office of Administrative Hearings, the Office of the Legal Advisor, and the Office of Labor Relations.

Reporting to the Office of the Commissioner are the following:

- **Chief of Staff**

The Chief of Staff assists the Police Commissioner with policy and planning issues and with ongoing operations of events, projects, and the Department's goals and initiatives.

- **Office of Research and Development**

Acquires and manages external funding for the Department; conducts research, development, and evaluation of crime prevention and intervention programming; assists in crime analysis and acts as a clearinghouse for crime statistics for the Department; conducts Department-wide performance measurement and benchmarking; and acts as a liaison with federal, state, and local law enforcement as well as community and government entities.

- **Superintendent-in-Chief**

Reporting directly to the police commissioner, the superintendent-in-chief is the highest-ranking police officer in the department (described more fully below).

- **Office of the Legal Advisor**

The Office of the Legal Advisor serves as both in-house counsel and as the litigation team for the department. This office formulates legal opinions and provides legal perspectives on policy matters. It also provides legal advice to members of the department, represents the department in selected civil litigation, presents cases where disciplinary charges are brought against department employees, and defends the department in employment-related matters.

- **Administrative Hearings**

This office has primary responsibility for managing the scheduling of disciplinary hearings, ruling on pre- and post-hearing motions, and conducting pre-hearing conferences and disciplinary trial boards. The deputy in the unit is also assigned numerous duties to assist with general operations.

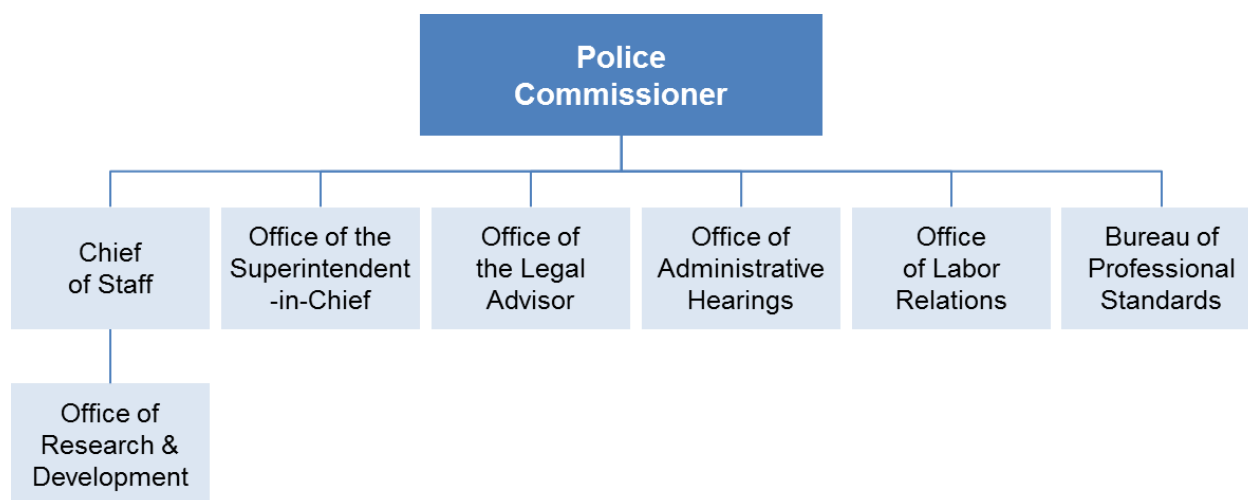
- **Labor Relations**

This office is responsible for representing the police commissioner at employee collective bargaining negotiations, conferences, and grievance hearings, as well as for assisting in the development of policies regarding labor relations and negotiations.

- **Professional Standards**

The Bureau of Professional Standards reports directly to the police commissioner and is responsible for ensuring that the professional standards and integrity of the department are maintained.

**Chart 6: Office of the Police Commission Organizational Chart**



### ***Office of the Superintendent-in-Chief***

Reporting directly to the police commissioner, the superintendent-in-chief is the highest-ranking police officer in the department, and is responsible for the development, review, evaluation, and recommendation to the police commissioner of policies, procedures, and programs necessary to ensure the implementation of community policing and the effective delivery of police services to the public.

Reporting to the Office of the Superintendent-in-Chief are the following:

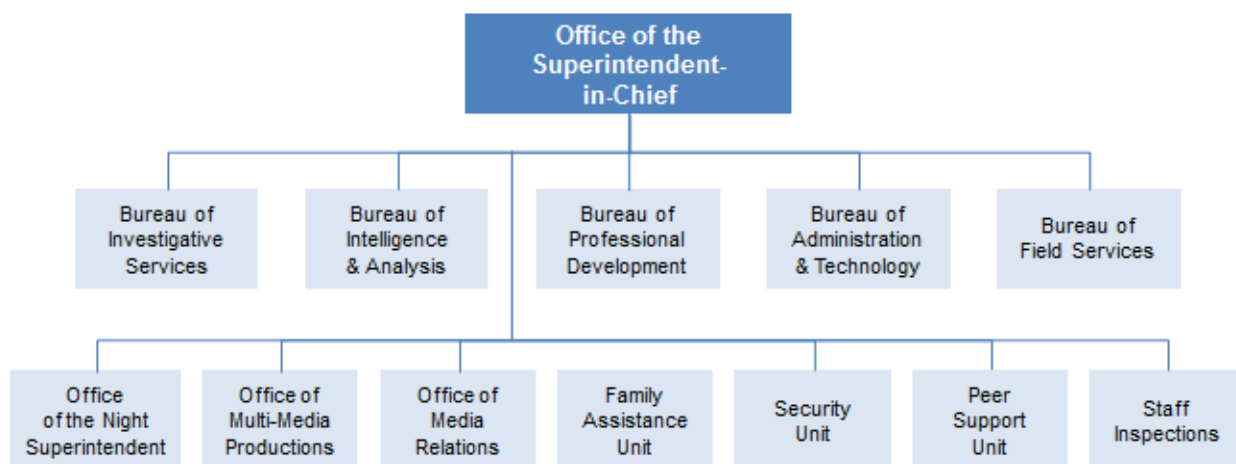
- **Bureau of Field Services**
- **Bureau of Investigative Services**
- **Bureau of Intelligence Analysis**
- **Bureau of Professional Development**
- **Bureau of Administration and Technology**
- **Peer Support Unit**

Responsible for rendering employee assistance and counseling to Boston Police Officers.



- Office of the Night Superintendent**  
 Responsible for overseeing and supervising the delivery of general and tactical police services during the first half (evening) and last half (night or morning watch) tours of duty.
- Office of Multimedia Productions**  
 Responsible for developing brochures, handouts, and collateral material.
- Office of Media Relations**  
 Responsible for providing information to the media and the community to enhance communications and transparency and inform of programming efforts.
- Family Assistance Unit**  
 Provides assistance to employees of the department and their families, active and retired, in coping with personal loss, crisis, and transition of sworn personnel into retirement.
- Security Unit**  
 Provides security and protection for the Office of the Mayor and the Office of the Police Commissioner, and visiting dignitaries and guests of the two offices.
- Staff Inspections (not in operation).**  
 Provides quality control of police services. While not currently in operation, PSSG believes this function should be restored in order to ensure members are presenting themselves professionally and that sworn uniformed members are wearing the proper uniform.

**Chart 7: Office of the Superintendent-in-Chief Organizational Chart**



### ***Bureau of Field Services***

The Bureau of Field Services has primary responsibility for the implementation of community policing and the delivery of effective and efficient police services to the community, as well as primary responsibility for the delivery of general tactical police



services<sup>23</sup> and joint bureau operations,<sup>24</sup> unless otherwise directed by the police commissioner.

Reporting to the bureau of field services are the following:

- **Special Operations Division**

Special Operations is responsible for specialized patrol, tactical, and selective enforcement operations.

- **Environmental Safety**

The commander of the environmental safety group represents the commissioner and superintendent, Bureau of Field Services, serves on the City of Boston Environmental Strike Team, and appears at various judicial and regulatory hearings and procedures as requested. The group consists of the Harbor Patrol Unit, the Hazardous Materials Response Unit, the Explosive Ordnance Unit, the Canine Unit, and the Commercial Vehicle Unit.

- **Tactical Operations**

Responsible for providing specialized patrol, tactical, and selective enforcement operations in situations requiring a high degree of specialized training and/or equipment. Tactical Operations includes Mobile Operations Patrol, the SWAT Team, and the Negotiation Team.

- **Special Events Management**

Prepares all operational and contingency special events plans in line with the Department's All-Hazards Approach to Homeland Security. Special Events Management includes the Special Events Planning Unit and the Homeland Security Planning Unit. It also serves as liaison to the Mayor's Office of Emergency Management.

- **Zone Patrol**

Previously, there were three zone patrol commanders. One covered areas A and B, one covered areas C and D, and one covered area E. Currently, there is only one patrol commander, despite the reference of two in the organizational chart. This position does not appear to be supervisory in nature and may duplicate services provided through other positions. The department needs to review the position to determine if it is required based on the current operations of the BPD. If the position is warranted in one area, the BPD either needs to articulate why it is not needed in other areas of the City or replicate the process citywide.

- **Field Support Division**

Assists the bureau chief in supporting the bureau's primary mission, assists in coordinating and managing resources for the implementation of community policing, and monitors and governs the expenditure of grant money and overtime

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23. Tactical police deal with serious situations such as hostage negotiations, riots, high risk warrants, and other situations that require special training.

24. Joint bureau operations occur when intelligence and/or resources are shared between bureaus in order to apprehend criminals.

funds allocated to the bureau. This division includes the Youth Violence Strike Force, the School Police Unit, and the Support Services Group.

– **Support Services Group**

Provides general oversight and supervision of the following Units: the Paid Detail Assignment Unit, the Neighborhood Watch Unit, the Community Service Officer Liaison Unit, the Police Cadet Unit (currently not in operation), the Court Unit, and the Special Police Unit.

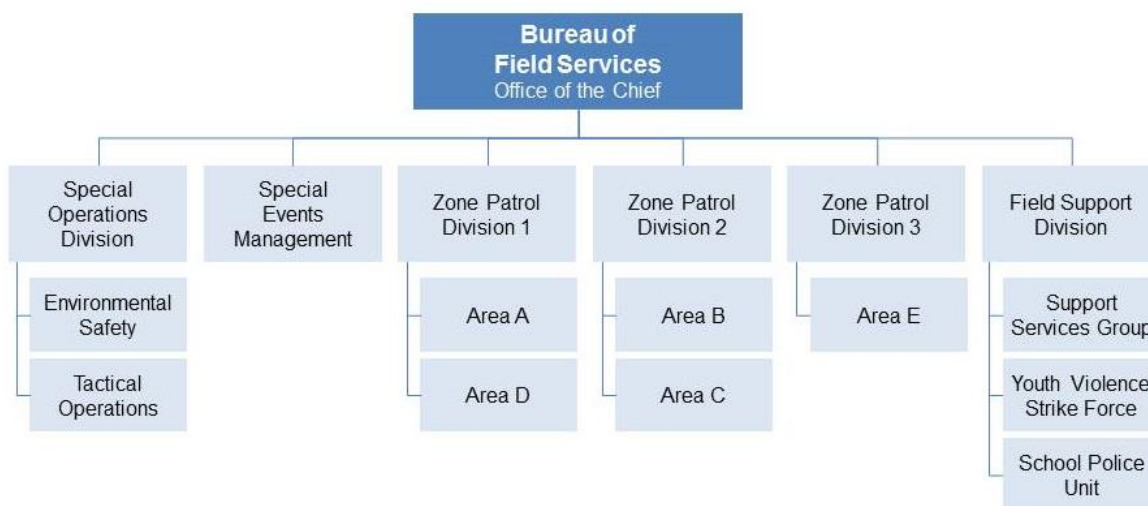
– **Youth Violence Strike Force**

This strike force's goal is to reduce the criminal activity and anti-social behavior of youthful offenders and youth gangs through directed and community-based policing strategies.

– **School Police Unit**

Reporting to both the police department and the Boston School Department, this unit's goal is to ensure that full communication and collaboration exist between the Boston Public Schools Safety Services Department and the Boston Police Department to promote a safe and secure school and community.

**Chart 8: Bureau of Field Services Organizational Chart**



### ***Bureau of Investigative Services***

This bureau oversees the activities of the citywide investigative divisions and includes the Community Disorders Unit, the Investigative Planning Unit, the Major Case Division, and the Criminal Investigation Division.

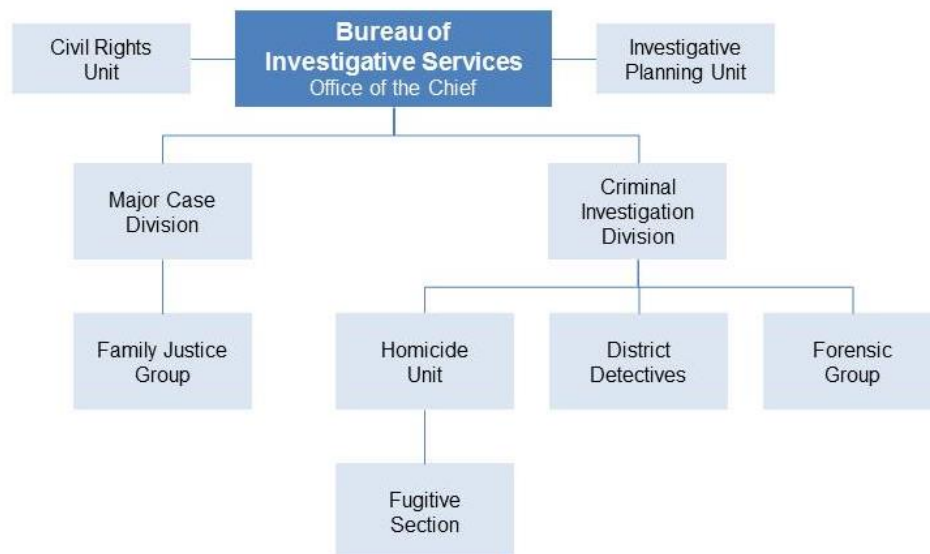
Reporting to the Bureau of Investigative Services are the following:

- **Civil Rights Unit**  
Coordinates the department's investigative and field response to bias-related incidents and crimes in which citizens' civil rights have been infringed upon by violence, threats, or harassment.
- **Investigative Planning Unit**  
Provides administrative and operational logistical support to the bureau chief.
- **Major Case Division**  
Responsible for conducting investigations of criminal activity by both individuals and organized groups. This division includes the following: the Family Justice Group, Special Investigations Unit, the Drug Control Unit, the Financial Evidence Unit, and the Drug Enforcement Administration (DEA) Task Force Unit. The division's support group includes the Fire Investigation Unit, the Auto Theft Unit, the District Attorney's Office (DA) Unit, the Crime Stoppers Unit, the Licensed Premises Unit, and the Sex Offender Registry Information Unit.
  - **Family Justice Group**  
Responsible for the department's response to investigation of incidents of sexual assault, domestic abuse, child abuse, and exploitation. This division includes the Sexual Assault Unit, the Domestic Violence Unit, the Human Trafficking Unit, and the Crimes Against Children Unit.
- **Criminal Investigation Division**  
Responsible for conducting general and specialized investigations. This division includes the Homicide Unit, the Fugitive Section, District Detectives, and Forensics Group.
- **Homicide Unit**  
At the direction of the District Attorney's Office, investigates and prepares cases regarding all homicides, suspicious deaths, fatal collisions, serious assaults, and battered children cases in which the victim is in danger of death, as well as the investigation into the sudden death of infants or those apparently stillborn.
  - **Fugitive Section**  
Reporting directly to the homicide unit commander, responsible for tracking and prosecuting persons wanted as fugitives from justice. The unit is comprised of the Investigations/Rendition Squad and the Apprehension/HIDT Squad.
- **District Detectives**  
Responsible for general investigations of crime committed within the geographical boundaries of the respective districts to which they are assigned.

- **Forensic Group**

Responsible for obtaining, preserving, and analyzing physical evidence for eventual court presentation as well as for assisting in the development of techniques and procedures for effective crime scene search and criminal identification and apprehension. The Forensic Division consists of the Firearms Analysis Unit, the Crime Lab Unit, the Latent Print Unit, and the Crime Scene Response Unit.

**Chart 9: Bureau of Investigative Services Organizational Chart**



### ***Bureau of Professional Standards***

Reporting directly to the Police Commissioner, this bureau is responsible for ensuring that the professional standards and integrity of the Department and its members are maintained.

Reporting to the Bureau of Professional Standards are the following:

- **Audit and Review Unit**

Reporting directly to the chief of the Bureau of Professional Standards, performs periodic audits of specific functions within units and districts to assess their level of performance and their compliance with Department policies, rules, and procedures; makes recommendations for the development or modification of organizational strategies and procedures.

- **Anti-Corruption Division**

Reporting directly to the bureau chief, investigates instances in which a city employee has been reported or suspected of involvement in criminal activity involving abuse of position, and any other investigation at the direction of the bureau chief or the police commissioner.

- **Internal Affairs Division**

- **Internal Investigations Unit**

Reporting directly to the assistant bureau chief, investigates incidents of alleged police misconduct, reviews complaint investigations to ensure that investigations are thorough and complete, analyzes all complaint data, and proactively assists in the development of needed training modules. Coordinates the Department's efforts relative to the Early Intervention System (EIS) in those circumstances where intervention may prevent subsequent problems or complaints. Reviews the investigative efforts of personnel assigned to conduct recruit investigations.

- **Recruit Investigations Unit**

Reporting directly to the assistant bureau chief, conducts background investigations on all police recruit applicants and other Department employees.

**Chart 10: Bureau of Professional Standards Organizational Chart**



### ***Bureau of Professional Development***

Responsible for providing extensive training to all Department personnel, including student officers, in-service, and specialized training. This bureau includes the Academy Division, the Student Officers Group, and the Firearms Training Unit.

Reporting to the Bureau of Professional Development are the following:

- **Academy Division**

Responsible for recruit training, in-service training, promotional training, specialized training, and executive management training.

- Student Officers Group
- Comprised of student officers of the Academy Division.
- Firearms Training Group
- Responsible for recruit and in-service training in firearms.

**Chart 11: Bureau of Professional Development Organizational Chart**



### ***Bureau of Intelligence and Analysis***

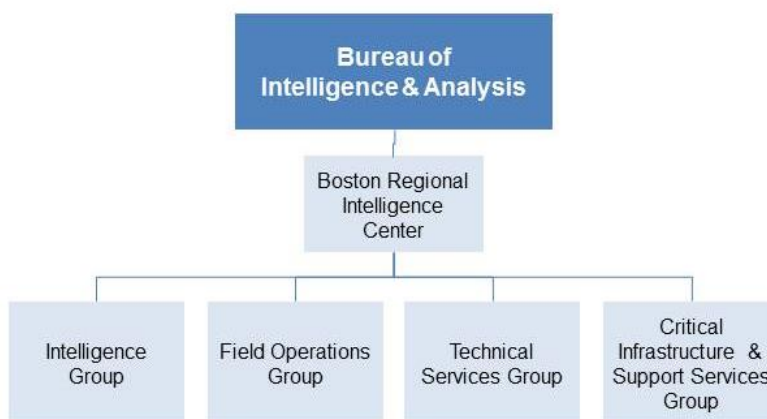
Management responsibility for implementing data and information fusion and facilitating the sharing of Homeland Security and crime-related information and intelligence. BIA manages the overarching process of coordinating the flow of information across all bureaus of the Department and across all levels and sectors of government and private industry. Bureau efforts support risk-based, information-driven decision making and address immediate and/or threat-related circumstances and events by producing real-time, actionable intelligence products.

Reporting to the Bureau of Intelligence and Analysis are the following:

- **Boston Regional Intelligence Center**

The mission of the Boston Regional Intelligence Center (BRIC) is to reduce crime and prevent acts of terrorism throughout the Metropolitan Boston Homeland Security Region (MBHSR) by serving as the central point for the collection, synthesis, analysis, and dissemination of strategic and tactical intelligence to law enforcement, intelligence, first responder, and private sector partners; also assists the federal government as a partner for national security.



**Chart 12: Bureau of Investigative Services Organizational Chart**

### ***Bureau of Administration and Technology***

Assists with the management, personnel, fiscal, maintenance, communication, and procurement functions required for the Department to accomplish its mission.

Reporting to the Bureau of Administration and Technology are the following:

- **Administrative Collections Unit**  
Responsible for overseeing the collection and processing of any administrative fees associated with false alarms, mooring fees, Department cellular telephone charges and lost/stolen Department property.
- **Mail Services Unit**  
Responsible for the collection, sorting, distribution, and delivery of Department mail.
- **Operations Division**  
Responsible for the receipt of calls for assistance and for directing the deployment of response units as called for by the community policing response plan. This division is also responsible for headquarters security and includes the Building Security Unit, the Neighborhood Interaction Unit, the Stolen Car Unit, the Warrant Section, and the Missing Persons Section.
- **Evidence and Supply Management Division**  
Responsible for supply and material support of Department functions, and evidence management. This division includes the Central Supply Unit, the Evidence Control Unit, the Records Center and Archives Section, and the Found/Abandoned Property Unit.
- **Fleet Management Division**  
Responsible for the acquisition, repair, maintenance, and inventory of police vehicles and for evaluating all departmental motor vehicle accidents and reports.

- **Licensing and Public Services Division**

Responsible for setting and overseeing policy for the below units in areas that govern the operation of hackney carriages and sightseeing vehicles, the issuing of licenses approved by the police commissioner, the maintenance and retrieval of incident and arrest records, and the monitoring of pawn shops. This division includes the Hackney Carriage Unit, the Licensing Unit, the Pawn Section, the Public Services Unit, the Field Reports Section, and the Insurance Reports Section.

- **Facilities Management Division**

Responsible for the preparation of the capital budget and the execution of the Capital Plan, as well as for all maintenance and alterations of buildings. This division includes the Capital Projects and Planning Unit, the Facilities Maintenance Unit, the Electrical Maintenance Section, and the Building Services Section.

- **Human Resources Division**

The Human Resources Division is responsible for developing and implementing human resource policies, procedures, and training programs for Department personnel. This division includes the Employment Services Unit, the Records Management Unit, the Attendance Management Unit, the Occupational Health Unit, and the Extended Leave Group. The Extended Leave Group includes the Medically Incapacitated Section, the Extended Leave Section, the Suspended Section, the Administrative Leave Section, and the Leave of Absence Section.

- **Technology Services Division**

This division manages the Department's technology systems and radio communications infrastructure.

- **Information Systems Group**

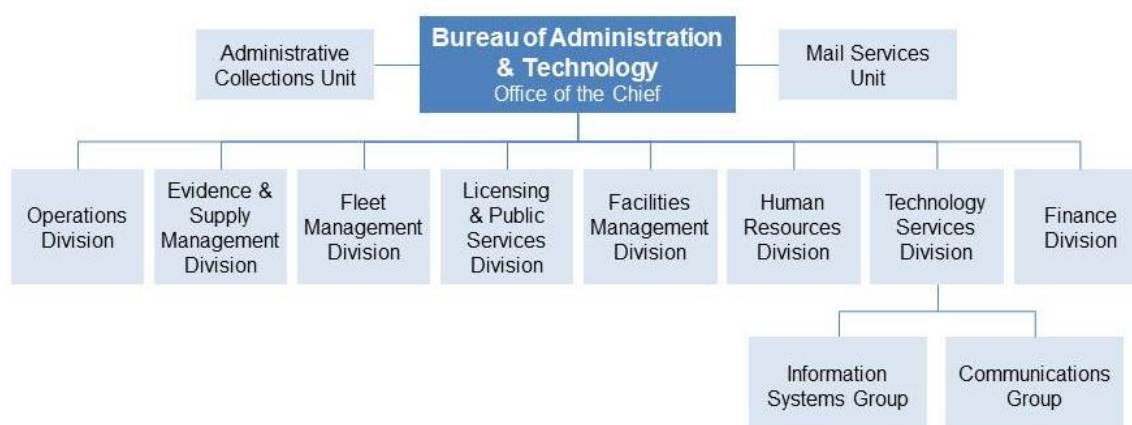
Responsible for identifying, managing, and supporting the technology needs of the Department. Includes the Application Development and Support Unit, the Desktop and Peripheral Support Unit, the Legacy Systems Unit, and the Network Management Unit.

- **Communications Group**

Responsible for identifying, managing, and supporting the communications needs of the Department. This group includes the Systems Management Unit, the Voice and Video Unit, the In-Vehicle Install and Maintenance Unit, and the Engineering and Frequency Unit.

- **Finance Division**

The primary responsibility of the Finance Division is to ensure that the Department operates in compliance with the legally mandated budget adopted by the city council. The units within the Finance Division include: Budget & Financial Reporting, Grants, Contracts, Payroll, Central Cashier, Paid Details Payment, and the Data Entry Section.

**Chart 13: Bureau of Administration and Technology Organizational Chart****Key Findings Summary:**

- The organizational structure is complex, and while lines of reporting are clear, they are not always logical: high level positions sometimes only have one or two direct reports.
- The span of control is inconsistent, with large specialized units having few supervisors and a high span of control, and units working on community issues having a small span of control.
- Detectives work in the district on district cases, but report to the citywide Bureau of Investigative Services.
- Many sworn department members in supervisory positions are providing services better suited to civilian staff.
- Command staff deployment needs review, as some positions may not be appropriately deployed (e.g., superintendents with assignments that lack staff or specific responsibilities or oversight of similar services in the department, night commander, zone commanders [only in one zone]).

**Recommendations:**

- Reorganize the structure of supervision so that the detective division span of control is more consistent. This could be achieved in one of two ways:
  - Combine/consolidate district level detectives in order to decrease the number of supervisors required.
  - Have detectives assigned to the districts answer to supervisors assigned to patrol in each district (district detectives work out of the district stations).
- Analyze Rule 101,<sup>25</sup> which outlines the organizational structure developed in 2012, and create an organizational chart that reflects this rule and/or realign as needed.

25. Rule 101 is a general order that is part of the policy and procedure manual. The rule was created by the previous police commissioner. The rule has yet to be fully implemented, and should be reviewed in detail to determine what changes are required.

- Eliminate those positions that are not essential to operations or fulfilling the mission.
- Develop job descriptions for command staff positions and ensure command staff members have attained a prescribed number of years of experience and specific knowledge, skills, and abilities to ensure success in their assigned positions and to provide clarity for the skills required to attain command staff positions.
- Ensure all command staff attend managerial training (discussed under training section).
- Ensure command staff positions contribute to achieving the mission of BPD.
- Ensure all command staff positions have appropriate levels of authority and direct reports as appropriate.
- Review the assignment of the command staff (e.g., superintendents assigned without a staff or specific responsibilities, night commander, zone commanders [only in one zone]) for appropriateness related to the current operations.

## Diversity

Diversity of police departments is important in order to ensure that police departments reflect the communities they serve. A topic of national conversation for police departments, Boston is experiencing issues similar to other major city departments and has tried to ensure diversity throughout the department.

Despite its efforts, diversity in the department has not changed in a significant manner. A Consent Decree covering hiring of officers was in effect from 1973-2004,<sup>26</sup> during which time there were slight changes in the number of diverse members. In addition, there was a second Consent Decree in effect from 1980-1996<sup>27</sup> for promotional opportunities. While there have not been significant changes in the overall number of diverse members, the BPD has been increasing diversification within the higher ranks when possible.

One difficult component related to diversity throughout the organization is that Boston has traditionally been a civil service community, with promotions completed through a testing process: Hiring is dependent on who takes and passes the civil service test, and promotions occur after department members take another test. Test results are scored and a list is created that ranks the department members. BPD can then pick from the “top three” scorers.<sup>28</sup>

The former administration believed that the basic testing process limited the pool of candidates under promotional consideration. It was hypothesized that a change from just a written test to an assessment center<sup>29</sup> would result in more diversity among

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26. Consent Decree (Castro v. Beecher) was operational from 1973-2004 and only applied to Black and Hispanic entry-level candidates.

27. Promotional Consent Decree (MAAAP v. Jordan) was operational from 1980-1996 and gave preference to Black Sergeant candidates.

28. Promotional candidates would often receive tied scores, expanding the number of individuals in the “top three.”

29. An assessment center is a process that agencies use to evaluate candidates for positions. The process includes skills-based tests and extensive interviews conducted by a panel of experts.

department members achieving high scores. The most recent promotional testing process made use of an assessment center that included both testing and interviews. Command staff members from other large police departments participated in the interview panel.

The results of the most recent test did not yield results that were significantly different than previous testing procedures. An overarching issue with the promotion of diverse members is that the overall pool of diverse members is small. This issue is a historical one that is coming to the forefront for the current administration. The lack of diverse applicants over the years has contributed to the lack of diverse candidates to promote.

Unlike the ranks of sergeant, lieutenant, and captain, command staff members are selected outside of the civil service process, which allows flexibility with the process. The police department is allowed to pick command staff members from all sworn members, regardless of rank. The BPD lacks job descriptions for command staff positions, which further complicates the process as department members (and the community) do not have an understanding of the knowledge, skills, abilities, and experiences required to attain a command staff position.

The following bullet points highlight information related to diversity within the department.<sup>30</sup>

#### **Diversity Department-Wide**

- The diversity of the command staff has risen from 34% to 42% since 1992.
- The diversity in the patrol division has risen from 27% in 1992 to 34% in 2015.
- However, the percentage of white officers has remained in the 60% range since 2000.
- Since 1992, the number of diverse sergeants has decreased from 18% to 13%.
- The number of racially diverse sergeant detectives has risen from 16% in 1992 to 27% in 2013.
- In 2013, there were not any racially diverse members assigned as district captains—today there are three.
- Females represented approximately 15% of the department.
- Females represented approximately 15% of the detectives.
- Females represented approximately 6% of the sergeants and 10% of the detective sergeants.
- Females represented 4% of the lieutenants (there were not any lieutenant detectives).
- There were not any female captains.

#### **Diversity in Specialized Units**

- In most specialty units, 30% of the members were racially diverse. The Canine Unit was 40% diverse, and the School Police and Ballistics units were 60% diverse.

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30. Source: 2014 Boston Police Department Transition Report.

- Females typically accounted for 6% of the specialty units. The Firearms Analysis unit was 35% female and the Crime Stoppers Unit was all female.

### **Diversity and Training**

- Diverse department members accounted for 30% of the specialized training programs attendees.
- Females accounted for 28% of the specialized training attendees.

While the number of diverse members has risen slightly, the composition of the department still does not fully reflect the community. Two factors contribute to this issue. One is the lack of a formal recruiting plan and the other is the residency requirement. This past year, the department conducted recruiting at the district level so that members of the community familiar with the officers in their area would be informed of the testing process. During interviews, department members expressed the importance of reviving the Cadet Program, which provided a paid job for a period of two years to individuals interested in joining the department; at the end of the two-year period, Cadet Program members receive preference for employment as one third of academy spots are reserved for Cadet Program members. Cadets applying to the department had to be at least 18, but no older than 25 in order to be considered. Once hired, cadets went through a four-week training program and then were assigned to various units in the department. Every six months, the assignments for the cadets rotated, allowing them to learn about various aspects of the department.

The residency requirement is an issue when it comes to hiring. Some government leaders believe the length of residency should be increased to three years prior to an individual becoming eligible to apply to the police department; others who were interviewed worried that hiring individuals from outside the city would put those individuals at a disadvantage, as they would not understand the culture of the city. A limiting factor of the residency requirement is that it eliminates individuals coming to Boston to earn a college degree. PSSG believes that creating an exception to the residency requirement for such individuals will increase recruiting capacity. In addition, if the Cadet Program included a part-time work study program for college students, the department could attract diverse candidates with college degrees.



The charts on the next two pages show the diversity of the police department and patrol division during the period of 1981-2013, as reported in the Transition Plan of 2014.

**Chart 14: Racial Makeup of Sworn Strength 1981-2013**

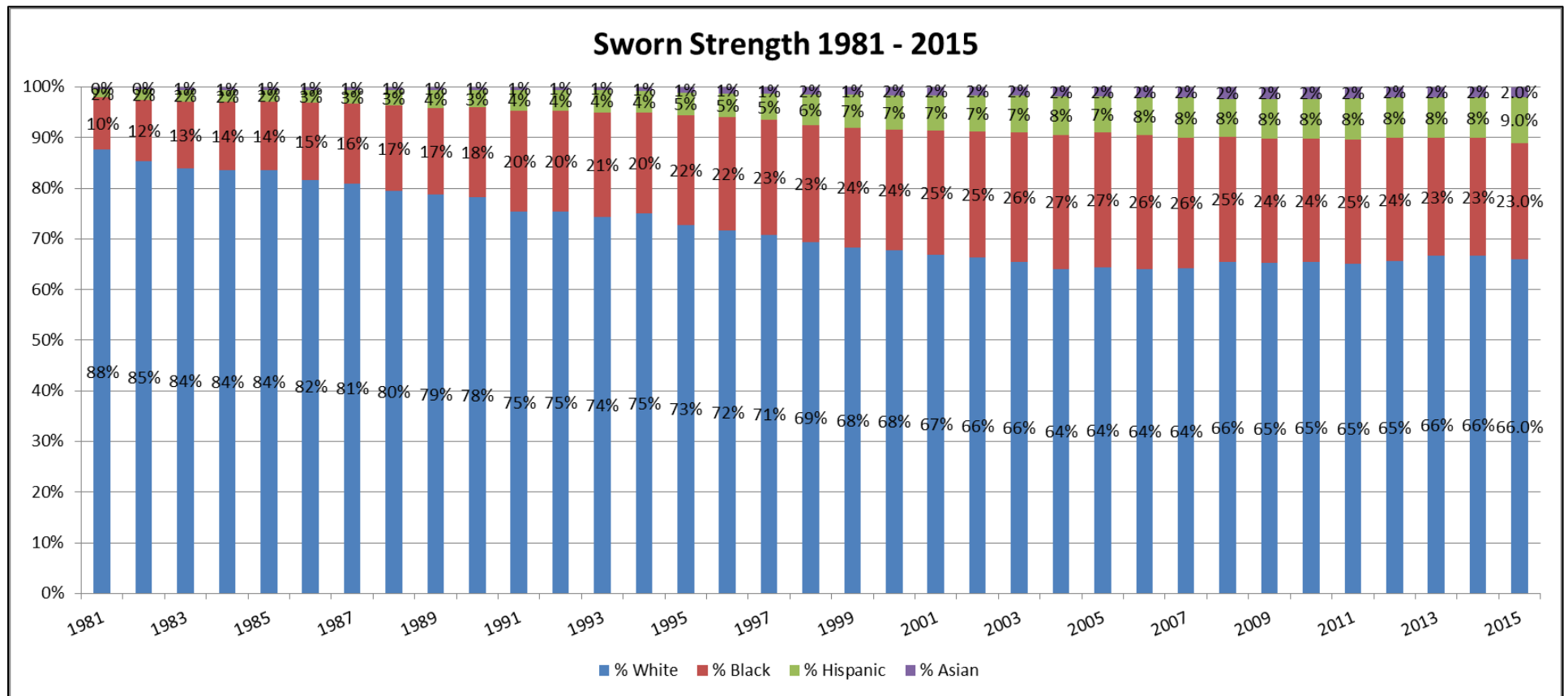
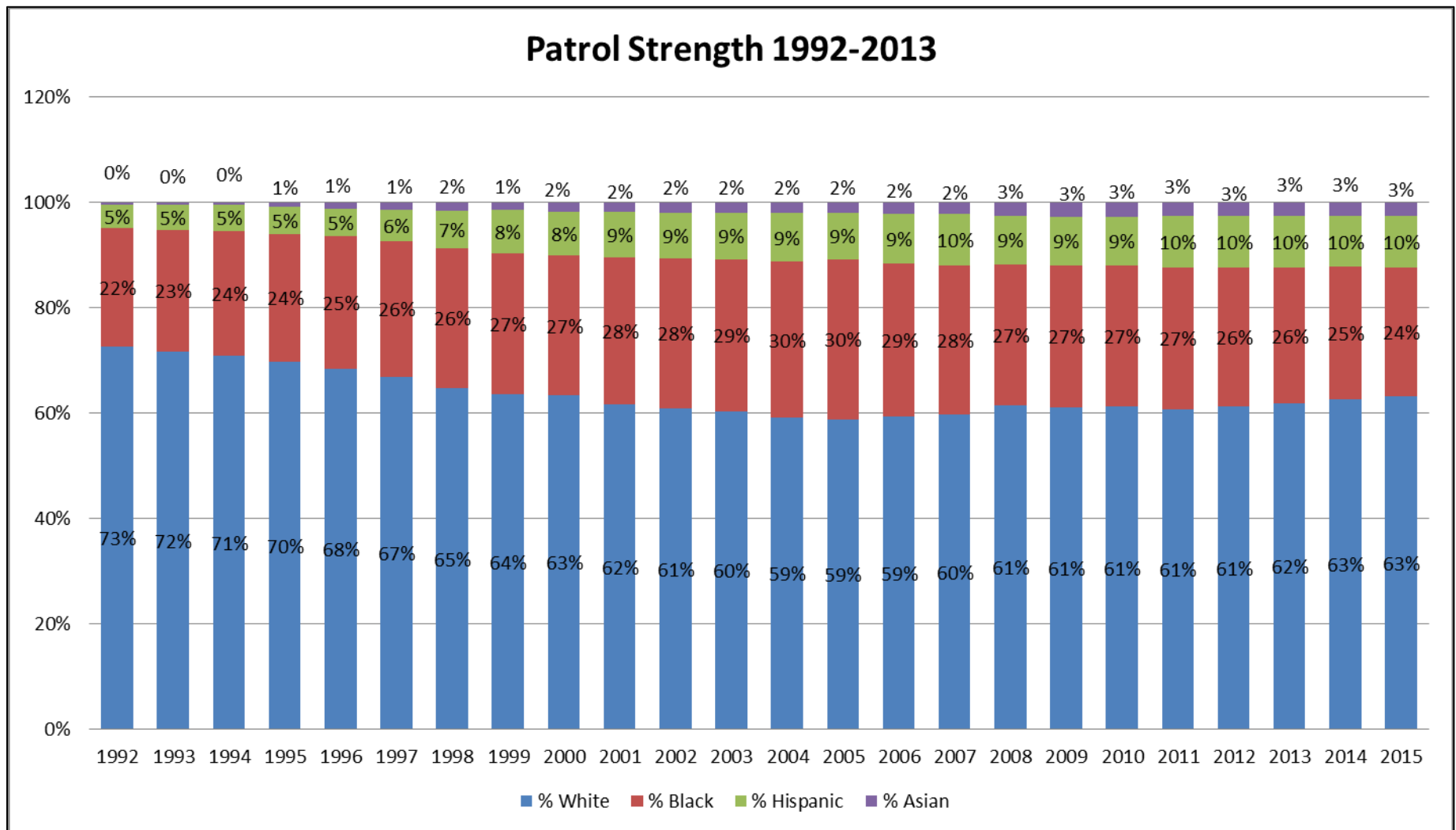


Chart 15: Racial Makeup of Patrol 1992-2013



Many believe an emphasis on hiring veterans will bolster recruitment because of the veterans' hiring preference. While PSSG supports hiring of veterans, departments must be cognizant of the potential unintended consequences. By the very nature of being in the military, veterans are trained to have a military mindset. While discipline and respect for the chain of command are beneficial qualities, the department must ensure that veteran hires, along with their civilian counterparts, receive the proper training in community policing and community engagement.

The following shows the total number and the number of racially diverse individuals who have taken the entrance exam.

**Table 4: Total and Diverse Applications 2009-2013**

	2009	2011	2013
Total Applicants	1,682	1,069	2,407
Diverse Applicants	842	310	1534
Percentage Diverse	0.50	0.29	0.64

The BPD did not have a specific reason for the change in numbers. The department has not received have the number of candidates passing the exam from the Civil Service Commission. Complete information on the exam results is important information for the BPD to try and obtain. The department needs to examine the relationship of the number of applicants to the scoring of the exam in addition to determining what recruiting efforts yielded the highest number of applicants. It is important for the department to know of the number of diverse candidates taking the test, how many pass, and then finally the number hired. Without this information, the department will be unable to make adjustments to the recruiting, preparation, testing, and hiring of candidates. If testing is the issue, the department could partner with an educational center to provide tutoring and test-taking skill building.

### Key Findings Summary

- Diversity issues at the police department are not dissimilar to those facing the city as a whole, along with the concerns and obstacles facing the business community.
- Diversity was not a focal topic twenty years ago, and despite the Consent Decrees, the number of diverse candidates entering the policing profession did not change significantly. Today, officers who had entered the profession twenty years ago are those most likely to be promoted to command or supervisory level positions. Given the limited number of diverse candidates who joined the department twenty years ago, it is understandable that there is a small pool of diverse candidates eligible for promotion. The City was forced to diversify based on a consent decree in effect from 1973-2004. The consent decree assisted with diversity, but since that time diversity has only slightly changed.

- Few diverse members have been promoted beyond first level supervisors.
- The department does not have a fully formulated recruitment plan, but recent efforts to have district-level personnel help recruit appear promising, as some district personnel have developed relationships with young members of the community who could become candidates for jobs with the department.
- The department Cadet Program was an effective recruiting program.
- Recent district based recruiting efforts appear to have a positive impact on the number of diverse candidates taking the civil service entrance exam.

**Recommendations:**

- Create a recruiting plan that incorporates colleges and continues with neighborhood outreach at the district level.
- Develop a recruiting message that department members can use consistently.
- Create a targeted strategy for promoting BPD in the neighborhood in order to create a positive image for the department and aid in recruiting candidates.
- Investigate the cost of reestablishing the Cadet Program.<sup>31</sup>
- Evaluate the impact of the residency requirement, which requires a person to be a resident for one year prior to applying to the department. Determine if allowing individuals who have earned their college degree in the city to apply would bolster recruitment.

***Detective Deployment and Workload Distribution***

Detectives conduct follow-up on cases requiring special skills and time commitments that are not possible at the patrol level. Within the department, detectives are promoted from the patrol division and provided additional specialized training. All detectives work under the umbrella of the Bureau of Investigative Services. A group of detectives are deployed at the district level and work out of the district stations, but do not report to the district captain. While there appears to be an adequate level of communication between the district detectives and the captain at each of the stations, interviews revealed that this arrangement is not ideal. Having a unified approach to detective work is important, as is integration of detectives into district level operations. The police department might be better served if district level detectives reported directly through the district chain of command for scheduling and deployment purposes. Coordination of citywide units such as homicide could still occur centrally, as should coordination of training of detectives.

One issue that was evident within the district-level detective deployment was the unbalanced span on control. Some districts (A1, B2, B3, C11, D4, E5, and E18) have lieutenants, while some do not have any (A7, C6, D14, and E13). Each district has either two or three sergeants assigned. The unbalanced distribution has created a span of control that ranges from one supervisor to 2.7 detectives (1:2.7) to one supervisor to 7 detectives (1:7). The smallest span of control occurs in a station that does not have as high a call volume as some of those stations with a higher span of control. While

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31. Since the initial writing of this report, the City has allocated funding for the Cadet Program.

national standards for span of control have not been established, ideally the span would become smaller as the work became more complicated.

The department has not conducted a workload assessment of case load by type for each detective. Such an assessment would show how the workload is distributed and could show the need to redeploy at the district level. In addition to conducting this workload assessment, the department should consider consolidating the number of district-level detective units in terms of operating locations in order to maximize the supervisory structure.

Members also expressed concerns that communication between districts, specialized unit detectives, and district detectives needed improvements in order to increase the effectiveness of operations.

In addition, detectives are deployed in several different specialized units, some of which fall under the Bureau of Field Services while others fall under separate bureaus.

Members interviewed expressed that the Domestic Violence and Sexual Assault Units were understaffed and that units such as the Homicide Unit were overstaffed.

#### **Key Findings Summary:**

- Detectives answer to the Bureau of Investigative Services, but are located in district stations and in other divisions such as Internal Affairs, Youth Violence Strike Force, Civil Rights Units, and others.
- Supervision over detectives varies from district to district, causing an unbalanced span of control across the districts. There is a very narrow span of control in some of the slowest districts and a high span of control in the busier districts.
- The department has not conducted a detective workload assessment to ensure that all bureaus, divisions, units, and districts are properly staffed.

#### **Recommendations:**

- Review detective caseloads to see if workload is equally distributed across the districts.
- Redistribute personnel to correct workload imbalances.
- Determine why there is such variation with span of control and either consolidate or merge district personnel in order to create an effective supervisory structure.

### ***Deployment***

The Boston Police Department is separated into areas that are further divided into districts. These areas are A, B, C, D, and E, and the stations are A1, A7, A15 (combined with A1), B2, B3, C6, C11, D4, D14, E5, E13, and E18. Each district has a supervisory structure that includes a captain, lieutenants, and sergeants, along with patrol officers and administrative staff.

In addition, there are several specialized units that also have a supervisory structure. The supervisory structure in the specialized units is not consistent.

The span of control for sergeants to patrol officers in the districts ranges from a ratio of one sergeant to 6.18 officers (1:6.18) to one sergeant to 12.20 officers (1:12.20). Similar to the issue with the detective span of control, districts with fewer calls have a higher span of control, as the deployment of sergeants in each district is generally the same but the number of officers at the patrol level varies. The assigned number of lieutenants is either three or four. In reviewing the deployment at the district level, it appeared that consolidation of districts is warranted. The department has created full stations in locations that were previously substations. Reversing this process would create a more effective supervisory structure as well as improve district deployment by changing the patrol sector to balance the workload. As discussed in the facilities section, the department is facing the challenge of updating and replacing facilities, so a combined evaluation could inform decision making in these areas.

The Youth Violence Strike Force has expanded its size. The department is proud of the work done by the Youth Violence Strike Force; however, many interviewed felt that staffing levels in specialty units such as the Bicycle Unit, Youth Violence Strike Force, and Homicide Unit detracted from the efforts at the district level by decreasing the allocation of personnel in patrol.

**Table 5: Department Members by Year 2010-2015**

Assigned	Year					
	2010	2011	2012	2013	2014	2015
Total	2,887	2,949	2,719	2,734	2,739	2,952

There are a number of sworn positions that could be reallocated or be assigned civilian personnel in place of sworn personnel to increase the number of officers in the patrol division. There would need to be civilian hiring for some positions, but the overall efficiencies are expected to improve. It is a long process to hire patrol officers, and it is expensive and less efficient to have sworn personnel filling positions that could be performed by civilians.

#### **Key Findings Summary:**

- Personnel numbers and deployment at the district level have not been evaluated.
- The number of supervisors in each district is consistent despite variation in the number of subordinates.
- Smaller districts become resource-intensive in terms of the number of staff required to keep the district operational.
- The department is experiencing its highest staffing level since 2010; however, it appears that district-level staffing is still in need of more personnel at the patrol level.
- The BPD headquarters is open 24/7, requiring security around the clock; however, services to citizens are not available during all hours.

**Recommendations:**

- Review all workload variables to understand workload inequities across all districts.
- Review calls for service by time to evaluate shift structure with regard to the times of the shifts, staffing of supervisors, and deployment of patrol personnel to ensure coverage across the city is appropriate.
- Adjust district staffing to address workload demands.
- Adjust shift start and end times if required.
- Civilianize positions as appropriate (detail officers, booking officers, desk clerks, community service officers, communications supervisors, information technology personnel).
- Consider locking the doors of headquarters after normal business hours to eliminate the need for sworn security personnel to staff the building 24/7.

***Administrative-Policies and Procedures***

Policies and procedures guide the behavior of department members and create accountability for police actions. Policies and procedures need to be well-written, clear, and easy to follow in order to create uniform responses within an agency. Parameters for decision making by department members also rely on established policies and procedures.

Policies and procedures can also provide the framework for discipline, should a member violate a policy or procedure. For this reason, the development and maintenance of the policy and procedure manual is a critical administrative responsibility of the department.

PSSG reviewed approximately ninety policies and procedures in a general manner to determine form and date of last update. The manual provided did not have a cover page or table of contents (the online version does not have these items either). Navigation of the policies and procedures required either navigating the list online or scrolling through the PDF version. When appropriate, PSSG reviewed policies related to specific high-risk/high-liability topics to determine if policies supported BPD operations.

There are several policies and procedures that are out of date, having not been updated since 1982. In the manual there is a reference to the Metropolitan District Commission - a now defunct agency. Some critical policies, such as Use of Deadly Force and Use of Less Lethal Force, had not been updated since 2000 and 2003, respectively. In October of 2015, these two policies were updated. Other critical policies and procedures, such as Use of Non-Lethal Force, Pursuit Driving and Emergency Driving, were updated in 2013.

The department needs to invest additional time (which could require additional personnel) in updating the policies and procedures in order to maintain the high standards expected from the members. In order for the department to effectively update all the policies and procedures, there is a Rules Committee including administrative staff and members of labor relations to facilitate the review process and to recommend



changes. This group should be expanded to include a cross-section of members including civilians, officers, and supervisors, as well as labor relations personnel. While having a few people make revisions might appear to be more effective in terms of the time investment, a group effort will be more comprehensive and ensure that all perspectives are considered in the updates. As is the current practice, an individual unaffected by the policy needs to lead the group to monitor the progress of the effort, hold members accountable for meeting timelines, collect information, and facilitate discussion when differing opinions emerge. Legal counsel also plays a critical role in any rewrite of a policy or procedure, as the documents are often used during litigation. The Rules Committee reviews policies in an ad-hoc manner. Having a prescribed process for reviewing all policies would reduce risk and ensure consistency.

Members expressed that changing the policies and procedures is a lengthy process. One factor affecting the speed at which the department can update policies is the impact of labor negotiations and review that can ensue. PSSG understands the impact, but still suggested that a formalized review process occur on a more routine basis. Once updates are completed, the new policy and procedure manual (or individual policies and procedures as they are developed) has to be introduced to department members. This process must include acknowledgement of receipt by the members as well as training, and testing. The updated policies and procedures should continue to be used in department-wide training after the initial training has concluded.

**Key Findings Summary:**

- There are approximately ninety policies and procedures.
- Many of the policies and procedures are out of date.

**Recommendations:**

- Expand the internal working group to review each policy line by line and make appropriate adjustments.
- Update outdated policies and procedures.
- Ensure all members receive updated policies and procedures.
- Create and implement a testing process for the new policies and procedures.

**Training**

In 1967, the President's Commission on Law Enforcement and Administration of Justice established a benchmark of four hundred hours of training for police officers at the recruit level. Since that time, the complexity of the job has increased training to double that amount of time: the Municipal Police Training Committee (MPTC) requires eight hundred hours of training. Although there is a statewide academy, the Boston Police Department established its own academy in order to keep pace with the continual turnover of officers and need for training that exceeded the capacity of the statewide academy. Once an officer completes the academy training, field training is required. The process to hire an officer, provide academy and field training, and then make that individual fully operational as a patrol officer can take nearly two years.

The department has a training academy located at 85 Williams Avenue, Hyde Park, MA 02136. Boston operates its academy through authorization from the MPTC, a statewide organization under the Executive Office of Public Safety and Security with jurisdiction over all police training in the state. The MPTC is charged with developing the basic recruit curriculum, which is an 800-hour/20-week program. Boston must then use that curriculum in its entirety, with the flexibility to add instructional hours, but not subtract from the basic material. The recruit academy typically runs two sessions per year. Each session includes recruits from the Boston Police Department as well as other jurisdictions that pay a fee to participate, which helps to defray the overall cost of the academy. In addition to the recruit training, the academy hosts “in-service” training for veteran officers in order to comply with the state-mandated yearly forty-hour minimum of continuing education training, along with specialized courses for professional development and career advancement such as detective training.

The academy is led by a superintendent and staffed with mainly sworn members.

The sworn members act as the cadre overseeing the training programs, and provide administrative support. Many of the administrative functions, such as registrar and online training coordinator, could be performed by civilian members. The MPTC operates with a civilian academy director, as do many other police academies.

The facility is a converted school in a neighborhood location with limited parking, requiring members to “stack” cars, as one would do in a paid parking lot where an attendant takes your keys in order to move cars as people enter and leave the site. During the required physical training, recruits either need to run on the streets or travel to an offsite location. The driver training tracks used to train recruits and members in emergency vehicle operations require that officers travel to either Devens in the central part of the state or Otis Airfield on the Cape.

The interior of the building still resembles a school rather than a state-of-the-art training facility. While the department has expended efforts on creating a mock court, and developed some simplistic scenario rooms that resemble small stores, the facility lacks both state-of-the-art training rooms and infrastructure. The audio/visual in the rooms has been upgraded, but the layout of the rooms is not appropriate for adult learning. The rooms tend to be long and narrow without space for group discussion or problem-solving exercises. Much of the time, officers respond to routine calls. Therefore, to gain experience on high-hazard types of calls, scenario training is critical in order to provide practical application of skills. Some academies, such as the Northern Virginia Criminal Justice Training Academy, have established several scenario rooms that allow officers to develop their operational skills based on the training they have received in the classroom. As in any profession, the usage of skills learned and the reinforcement of those skills enhances job performance.

The department has begun to develop online training programs. The initial effort was funded through a grant program, and there have not been many courses developed since the grant ended. During interviews, members expressed that the online training was positive and they would like to see this effort expanded.

Locker room space is not adequate, nor is the gymnasium and workout space. While improvements have been made in recent years, the overall facility does not support training of a world-class police department.

In addition to the actual training limitations, the facility has infrastructure issues. The heating/cooling system does not work properly, requiring doors to be left open during the winter because of the high temperatures in the building. Conversely, cooling the building during the summer can be difficult.

The picture below shows the poor layout of the lecture room. The long rows of seating are not appropriate for adult learning.

**Photograph 1: Training Classroom**



**Photograph 2: Locker and Restroom Facilities**



The picture on the above left shows stains from leaking water on the ceiling, the middle picture shows rooms without proper flooring, and picture on the right shows peeling paint above bathroom stalls.

Training was discussed with all ranks in the department. Command staff members<sup>32</sup> expressed that there was not a “command college” outlining the responsibilities and processes of operating a station or being a member of the command staff. Mid-managers expressed that training was sporadic and frequently changed depending on budget and available programs. In general, it was evident that the department lacked consistent training for supervisors that was specific to the city and reinforced the mission, vision, and values of the department.

At the patrol level, officers expressed that they were largely on their own to find programs to advance their knowledge, skills, and abilities. The department lacks a career development plan, so officers are able to choose to attend a class even if it is on a topic that is outside of their assigned area of responsibility.

It did appear that significant effort was placed on creating a specialized course to train new detectives and sergeants. The same type of effort was not consistently used for the promotions of other ranks, such as lieutenants and captains.

While a training database was requested in order to review the types and frequency of training, the department could not export the requested information.<sup>33</sup> Tracking training is an important task, as the department needs to keep track of training hours for officers completing the required in-service training. In addition, tracking the training by person, number of hours, area of specialized training, and cost of training are important planning tools for the department.

### **Key Findings Summary:**

- The training operation is a year-round resource for new recruit, in-service, and specialized training.
- The academy relies on sworn members for most of its operations.
- The department does not have a state-of-the-art facility.
- Some upgrades have been made to the audio/visual systems in the training rooms, but the capacity is still limited.
- The space is cramped and does not provide for adequate academic or physical fitness activities.
- The Cadre<sup>34</sup> has created some simple scenario rooms to mimic stores and similar venues that officers might encounter while on patrol, and a mock court; however, more such devices are needed to facilitate officer training.
- Parking is extremely limited.
- The department is underutilizing online training for in-service requirements.

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32. Command staff members are those chosen by the commissioner to fill executive positions to oversee department operations.

33. Since the development of the draft report, the BPD has invited PSSG to view the database directly on one of its computers.

34. A Cadre typically consists of trainers that have training in adult learning and are highly knowledgeable of the topics they teach. The Cadre stays with the group for the duration of the recruit training to evaluate the development of the appropriate knowledge, skills, and abilities of the recruits to ensure their success once they become patrol officers.

- There is not an individualized training plan in place, so officers select professional development training that is of interest to them, but not necessarily the best training in relation to department needs.
- The advanced training program for sergeants does not include instruction on developing leadership or supervisory skills, or how to integrate community policing during patrol.
- Feedback indicated that training for supervisors was not consistent.

**Recommendations:**

- Allocate funds to improve (short term) or replace (long term) the training facility.
  - Improve academic training rooms.
  - Improve physical training space.
  - Improve locker room space.
  - Improve parking.
- Evaluate the possibility of transitioning the administrative training to civilian members.
- Create a training program for newly appointed command staff members on their role, leadership, and administrative requirements.
  - Consider a mentoring process for command staff members (additional details in the Command Staff Section).
- Create a training program for newly appointed lieutenants, captains, and command staff members.
  - Ensure the training program is consistent.
  - Ensure each rank is aware of their responsibilities.
- Revise the sergeant training program to include more leadership, supervisory, and community policing instruction.
- Develop a career development track and training plan for officers.
- Increase the amount of online training.
- Create a database to monitor training.

**Equipment/Resources-CAD/RMS**

The department relies on technology to perform many functions. One significant resource is the Computer Aided Dispatch (CAD) system that captures information such as the time of the call, nature of the call, and the amount of time spent on the call for both community calls for service and officer-initiated activities. The Records Management System (RMS) captures information on the details of the call and the reports written by officers.

The CAD/RMS system at the department was aging, prompting the department to start the process of replacing the system in 2011.<sup>35</sup> The process has been taking more time than anticipated and has been implemented in a phased approach. Training for the RMS conversion began a few years ago, causing officers interviewed to be wary of the

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35. Source: BPD Transition Plan 2014.

retention of information learned once the full conversion occurs. It is likely that the department will need to invest resources to retrain officers.<sup>36</sup>

Concerns for the new system discussed during the interviews included crashes in the middle of writing reports, the need to use multiple logins each time the system is used, repeated requests for information, and increased time required to write reports. The complaints appear to be consistent across the districts. Integration of new technology typically includes changing of systems and processes, and “glitches” are not uncommon.

Several department members participated in a working group to evaluate the vendors submitting proposals to become the CAD/RMS vendor for the department. Those involved in the process shared that the vendor finally selected was not the preferred vendor for the department, but the City had the final selection vote. As there was a differing opinion on the final vendor and concerns over the conversion, the department should reconvene the group and have the members review the implementation process, discuss any gaps in technology, and work to resolve any outstanding issues.

### **Key Summary Findings:**

- The CAD/RMS system conversion began in 2011.
- While adhering to proper procurement practices, many individuals expressed concern that the City selected a system, rather than the police department.
- There appears to be strain and differing opinions on management practices between the DoIT and the BPD IT unit.
- Some training was conducted two years ago (using over 36,000 hours of overtime). The system has yet to fully deploy and retraining is needed.
- Across the agency, concern was expressed over the capabilities of the new system.
- Department members said that the current phase of implementation is causing the system to crash.
- Consistent reports across all districts indicated that the components implemented are extremely slow and that they are constantly prompted to log back into the system.
- Further widespread complaints concerned the separate log-in credentials required by each program.<sup>37</sup>
- Members expressed that report writing will be more time consuming due to the number of dropdown screens and repeated requests for information<sup>38</sup>.

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36. Since the writing of this report, the Bureau of Administration and Technology reported that retraining had occurred; however, PSSG did not receive the details of the training and follow-up interviews with patrol personnel were not possible.

37. Discussions with DoIT indicated that they believed this issue could be addressed.

38. The Bureau of Administration and Technology believes the issue is not the system, but rather the need to become National Incident Based Reporting System (NIBRS) compliant. PSSG has interviewed other NIBRS compliant departments without receiving this complaint. PSSG recommends follow-up in this area, as there may be misperceptions in patrol that the BPD needs to address in order to gain widespread acceptance of the system.

**Recommendations:**

- Create a committee to perform a gap analysis that will capture the differences between the new and old systems, and potential deficiencies in the new system.
- Work with the vendor to correct these deficiencies.<sup>39</sup>
- Ensure retraining is completed immediately before deploying the rest of the system components.<sup>40</sup>

***Equipment/Resources IT***

The department has its own in-house information technology department comprised of both sworn and civilian members. The BPD IT department provides services related to camera installation and computer systems. In addition to the BPD IT, the City also has an IT department called the Department of Innovation and Technology (DoIT). Members of the department expressed that the BPD IT should be expanded and felt it important for the BPD IT to conduct its own procurement and installation. Conversely, the DoIT felt that the BPD IT should be less autonomous.

The BPD IT often relies on grants to purchase or upgrade cameras and related technology, and does not have an overall IT plan. The purchase and installation of cameras has at times duplicated citywide efforts.

Department members complained of old and outdated equipment; this was confirmed through interviews with citywide and BPD IT personnel. There are computers at BPD that operate on unsupported platforms, leaving the system vulnerable to viruses and attacks. Due to the complexity of security issues, a citywide team would be better suited to ensure that the systems required to keep the operations safe from threats are in place.

The BPD relies on a strong radio system, as do other city departments such as fire, EMS, and public works.<sup>41</sup> City departments use multiple carriers to ensure connectivity. It is not effective for the city to have several departments (and vendors) addressing the connectivity needs, and efficiencies would emerge from having a central department perform these services. If a citywide team were created, police, along with other users of the system, could participate in user group meetings to ensure the needs of all City departments are represented. Given the complexities and ever-changing technology surrounding IT, consideration should be given to civilianizing all IT functions to benefit from employing those who have dedicated their careers to IT, which will allow the department to redeploy sworn personnel.

There appears to be resistance from BPD leadership in the IT unit to place more responsibility on the DoIT, with references made to past failures. The commissioner has

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39. The Bureau of Administration and Technology believes that this process has been completed, but did not provide an outcome or evaluation report of the process.

40. Since the writing of the report, the Bureau of Administration and Technology has reported that retraining occurred; however, PSSG did not receive the details of the training.

41. While not part of the review process of this study, the City should consider conducting a feasibility study for a citywide communications department that operates separately from any other city department and which would be housed in a separate location. This process has been effective in other large cities.



facilitated conversations between the two entities to foster an improved working relationship. While there are challenges in transitioning to more coordination at a citywide level, the long-term benefits include more efficient operations.

**Key Findings Summary:**

- The BPD staffs its own in-house IT.
- It appears that the citywide DoIT and department IT disagree on how to best staff the units and what strategies to employ when purchasing and deploying IT systems.
- Computers are running on outdated operating systems that are no longer supported by the software vendor.
- Camera equipment varies across the City and the systems are not fully integrated.
- Camera locations overlap to create redundancies, while some areas of the City do not have cameras.
- IT purchases are often grant-driven.
- Members were vocal in their complaints of old computers and operating systems, as well as slow Internet speed.
- The City deploys multiple radio systems using a variety of carriers.
- BPD uses sworn personnel for IT functions.

**Recommendations:**

- Create a citywide IT team working group under DoIT that includes representatives from each City department in order to coordinate efforts and address the IT needs of the City.
- Increase the responsibility of DoIT related to BDP projects and desktop support.
- Maintain a civilian IT team within BPD to support ongoing citywide efforts.
- Phase out the use of sworn personnel to perform IT functions.
- Monitor computers to affirm the reports of system crashes and slow Internet, share the findings with the end users, and develop a plan to correct the issues.
- Ensure computers are not running on operating systems that are no longer supported by the software vendors in order to decrease vulnerabilities.
- Develop an overall IT plan at the City level that incorporates the needs of BPD.
- Only seek grants that support IT build-out according to the overall IT plan.

***Grants and External Funding***

The BPD has participated in several programs supported through federal, state, and privately funded grants. The Office of Research and Development is primarily responsible for seeking this funding and managing the projects. During interviews, members expressed that they were not always aware of the programs launched through the Office of Research and Development. PSSG did receive some summary information on the grant projects underway, and noticed that there were not grant briefers

developed for each project. A simple summary would assist with informing members throughout the department of the effort.

The department does receive an average of between 8.5 and 9.5 million dollars in grants each year. The Office of Research and Development collaborates with the Fiscal Unit to manage the accounting of these grants. Some of the grants address the research agenda of the federal government. The state grants received provide more direct service to the community and appear to align more with pressing issues faced by the department in relation to youth initiatives, suppression of crime, and traffic safety efforts.

**Findings:**

- The BPD receives an average of 8.5 to 9.5 million dollars in outside support each year.
- The funding is managed by the Office of Grants and Research in collaboration with the fiscal division of the BPD.
- The grants appear to be managed well with the proper fiscal controls.
- In addition to the grants, the office produces white papers on topics of interest to policing.
- Prior grant programs included external research partners who continue to assist with research.
- Research agendas often change as the types of grants available vary. Current efforts using state grants are allowing the department to develop direct service programs based on local priorities.
- Grant programs from the state are consistent with the operations of the department and address areas such as youth violence and traffic safety.
- Members are often unaware of the programs established through grants.
- The department does not post its research findings on its website.

**Recommendations:**

- Create a committee with representatives from across the department to guide the grant and research process so that activities are known throughout the department and to ensure that grants align with the department's mission.
- Increase the number of department members participating in grant efforts in order to create buy-in.
- Create a grant bulletin for each new project that describes the project, its goals and objectives, and the participants involved.
- Post research reports, quarterly/yearly progress reports, and impact summaries for each initiative.

***Community Engagement / Community Policing***

The department is committed to conducting outreach within the community. At the command staff level, there is a deputy superintendent responsible for the neighborhood watch program and community policing, and there are community services officers

(CSO) who are specifically responsible for community policing at the district level. The person performing this work actively meets with community groups to promote positive relationships between the community and department. When possible, the CSOs are included in the efforts, but the structure does not create a unifying supervisory process that would connect efforts across the districts. In the future the department can document this strategy to aid with institutionalizing efforts.

The CSOs operate independently at the district level. The community service officers address community complaints and issues at the district level. Community services officers often schedule events at night or on the weekends, which become resource-dependent. While performing an important service for the community and department, civilians could provide much of the work currently undertaken by sworn personnel. Civilians could answer phone calls, address community issues, schedule events, and provide the administrative support required for the function, and sworn members could participate in community meetings and attend events as part of their patrol activities. This process requires redeployment of sworn community service officers to patrol and hiring civilians to fill the positions.

Example activities include Coffee with a Cop, Shop with a Cop, use of the Hoodsie Truck, movie nights, holiday parties, and sporting events. Ongoing efforts include a Street Outreach Team to address homelessness, a six week teen academy, and the development of a Social Justice Task Force. Through the Office of Research and Development, funding has been secured allowing the department to develop partnerships for reentry programs, Crime Prevention Through Environmental Design (CPTED) and community redevelopment.

As community policing is such an important aspect of operations at BPD, community policing and problem solving training should be increased at the recruit level and continuing education training modules offered.

**Key Findings Summary:**

- The BPD mission is community policing, but training opportunities are limited.
- The current administration had worked toward developing partnerships, but has not had the opportunity to fully memorialize the strategy.
- The BPD assigns a deputy to neighborhood watch, which is a component of community policing, but this person is not connected to the districts in a formalized manner.
- Much of the outreach is completed on overtime (events, games, etc.), as the CSOs mainly work a Monday through Friday schedule.
- The BPD places emphasis on attending events and getting to know the community using traditional budget resources. However, many of the long-term problem solving efforts like reentry programs, and the Safe and Successful Youth Initiative are grant dependent.

**Recommendations:**

- Continue to create an integrated strategy for community policing that involves all divisions within the department.
- Dedicate more members to the patrol function (a decrease in call loading per officer will allow for more community interaction, as officers would have more time for service between calls).
- Fully document the strategy to assist with institutionalizing the efforts.
- Increase training opportunities on community engagement and problem solving.

**CompStat**

CompStat (short for computer statistics) is a process that discusses data collected on crime in the department. The meetings are very resource-intensive, as the department command staff, district captains, specialty units, analysts from the BRIC, and members of the fiscal section convene every other week to review the information. Of the meetings attended by PSSG, only BPD personnel were in attendance. The department does invite other city departments prior to special events and would benefit from other departments such as public works and code enforcement attending in order to share information and resolve problems. This could be accomplished through quarterly meetings that do not include any police sensitive material. At each meeting, the department highlights the activities in two of the districts. The format includes a focus on presentations from the captains of these districts and department-wide data presentations from the BRIC. In addition to the review of data during the meeting, presentations occur for recognition of good work by department members.

The CompStat process in Boston is consistent, but does not have a formal process for capturing the results from meetings. Capturing the outcomes of actionable items would assist the department with performance management efforts. The department does not have a documented strategic plan that includes specific department performance measures: Having such a plan would provide direction and focus to all department members and would provide a baseline for reviewing performance measures at the CompStat meetings.

While not advocating an adversarial approach, PSSG suggests a more rigorous review of the data, especially during the fiscal section of the CompStat meetings. The fiscal section of the meeting provides a forum for the department to focus on managing its expenditures. Both sections of the meetings are conversational in nature, and those that PSSG attended did not include clear outcomes or next steps.

**Key Findings Summary:**

- CompStat is a resource-intensive process; however, the process does not yield many action items or outcomes.
- Only the BPD is involved in CompStat; however, other city departments could assist with creating positive outcomes.

- The level of questioning during the meetings is more conversational in nature and does not delve deeply into crime or fiscal issues nor generate quantifiable goals or metrics.

**Recommendations:**

- Enhance CompStat to create greater interaction between district, bureaus, and other citywide services.
- Create a departmental strategic plan that includes comprehensive performance measures, and include a review of these measures at each CompStat meeting.
- Ensure the fiscal review aids the department with controlling costs.

***Overtime/Compensatory Time/Details***

This section discusses overtime, compensatory time, details, and the effects of each on department operations.

***Overtime and Compensatory Time***

This section will discuss the process of overtime and compensatory time along with the budgetary impacts thereof.

In addition to working regularly scheduled shifts, officers log extra hours in overtime or compensatory time for a variety of reasons, including filling of shifts by another when the primary officer is on vacation, on a scheduled day off or personal day, out injured, or when there is a special event occurring in the city that requires extra personnel.

**Compensatory Time**

Compensatory (“comp”) time is earned in lieu of overtime. Often, comp time is viewed as a cost savings, as the person earning the comp time does not receive monetary compensation for the time worked, but rather time off at a future date. However, the impact of the comp time is often absorbed by the agency with monetary ramifications resulting from the need to fill a shift with overtime once a person exercises their right to use their comp time.

Previously, members of the department could accrue an unlimited number of comp time hours. Recent negotiations have resulted in a cap on the accrual of both overtime and comp hours. This negotiation led to a one-time buyout with the union. Although this created the cost associated with the one-time buyout, the process allowed the city to attempt to put controls on the system restricting the number of overtime hours accrued as comp.

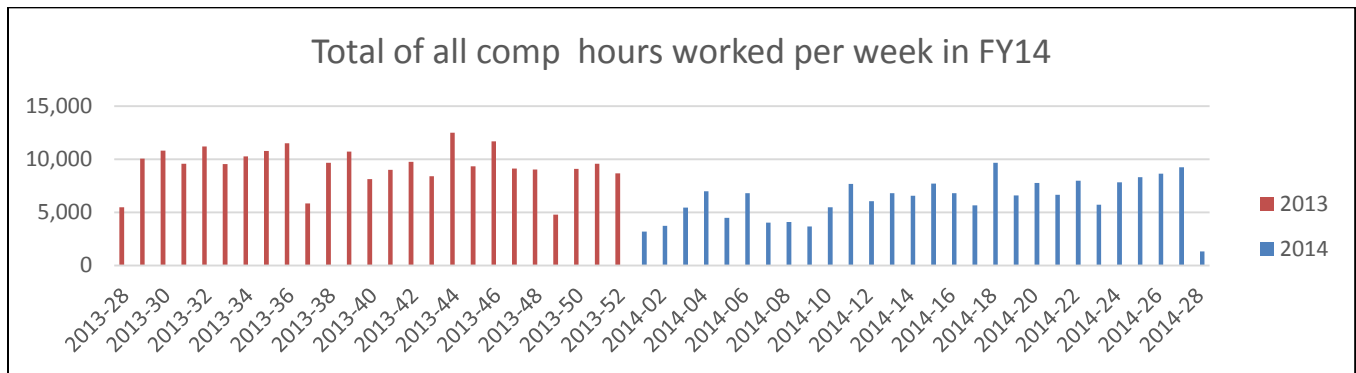
The department has a practice that allows officers to accrue additional time off instead of overtime. This practice led to members accruing a high number of hours. The city recently “bought down” the hours and has established protocols on how much compensatory time a person can accrue.

The current cap on comp time is eighty hours. After a person accrues eighty hours, they must use the time before accruing any more. While eighty hours might seem like a

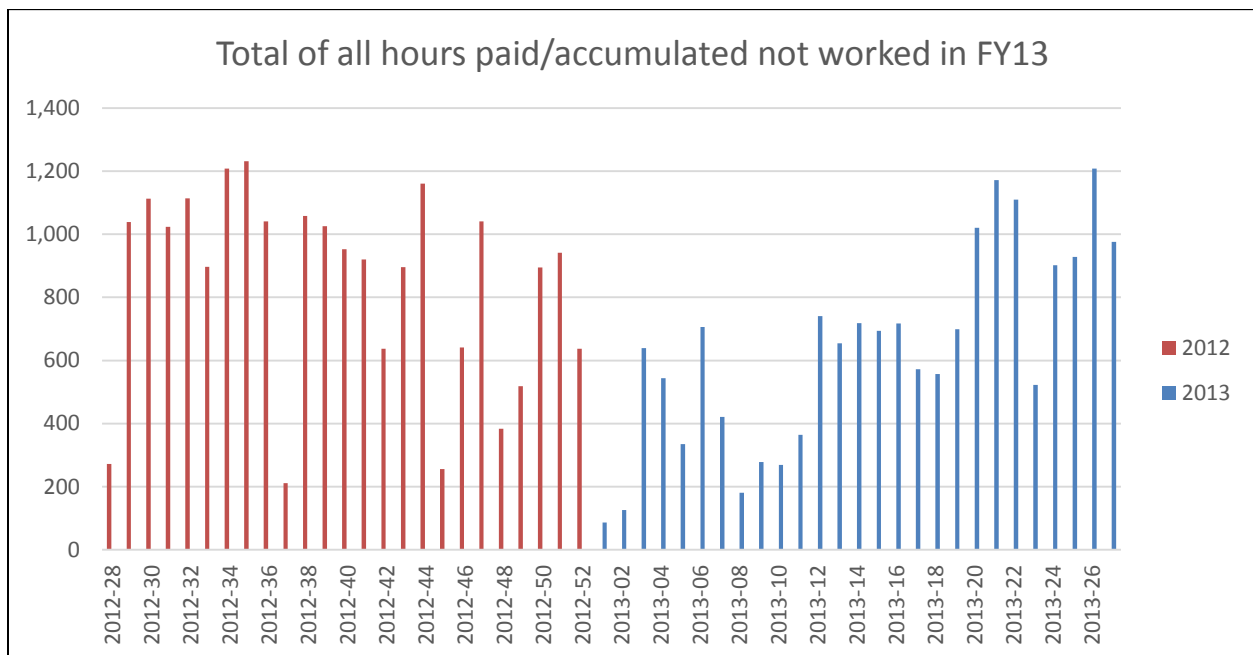
manageable number, a person can continually accrue and then use the eighty hours. This could allow a person to be absent from work for two weeks, then work two, be absent for two, work two, and so on.

There are times when members do not work, but are still paid. This occurs when the contract stipulates a number of hours that must be paid even if the time worked is less. For example, if a member works one hour, the contract might require that they receive the equivalent of four hours' pay. This practice increases the total payment to individuals and needs to be monitored closely in order to reduce this encumbrance. The chart below shows the number of hours paid but not worked.

**Chart 16: Total of All Comp Hours Worked in 2014**



**Chart 17: Total of All Comp Paid but Not Work Hours Worked in FY13**



The data in the charts shows the impact of the accrual of hours paid and those paid and not worked. An area of concern for the department is the number of hours officers work in a week, which new regulations will limit to ninety hours per week. The charts below

show those employees with the highest number of overtime hours worked in the year. These hours include detail and overtime hours.

## Overtime

Overtime is paid at the time the hours are worked, with minimum payments of four hours even if only a few minutes have been worked.<sup>42</sup> The basic minimum hour requirements are articulated in the collective bargaining agreements with the labor unions.

Overtime will occur to maintain minimum staffing, when officers appear in court, during inclement weather, special events, or in response to crime.

The department does not use a process that has a high degree of accountability regarding the issuance of general overtime (not related to special events or weather related incidents). Each district and specialized unit is assigned an overtime bank at the beginning of each year. It appears that the amount of overtime allocated is based on the previous year's overtime usage - not necessarily actual need. During CompStat meetings dedicated to fiscal review, the department dedicates time to checking in with those in charge of the districts and specialized units. However, this is done in a very cursory manner. While the accounting by the fiscal personnel is clear and structured in such a way so that supervisors can determine if the overtime was created by an external event or was internally initiated by department members, supervisors are not using the information to decrease the overtime encumbered. The department needs to put additional measures in place to control the overtime.

Through the review of data, PSSG learned that some specialized units may be routinely coming in early and working late. This practice needs to be reviewed with the supervisors of these units in a very detailed manner, as it is not apparent as to why this is occurring. For example, the number of members in some specialty units has increased, yet the total amount of overtime is also increasing. To correct this issue, the department needs to complete a workload assessment of each district and unit to determine the proper staffing and deployment of all personnel by determining the number of work hours required to meet the service demands.

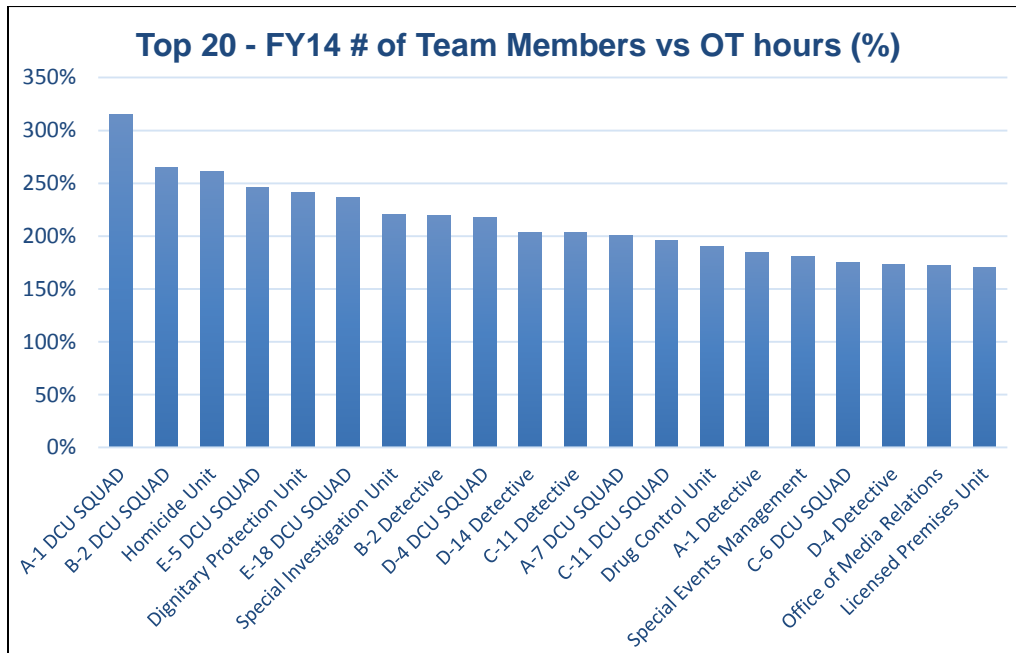
In the staffing section, PSSG discusses the notion of replacing sworn staff from the communications unit, paid detail unit, and evidence section with civilian personnel and reallocating sworn personnel from some of the specialized units to the districts to supplement current staffing. PSSG believes these steps will assist with controlling overtime, as the districts will receive more staff. The staffing changes alone will not cure the issue of increased overtime, but combined with more accountability and supervisory controls, the effort will help control the amount of overtime incurred.

The following charts provide information on units experiencing the highest ratio of overtime.

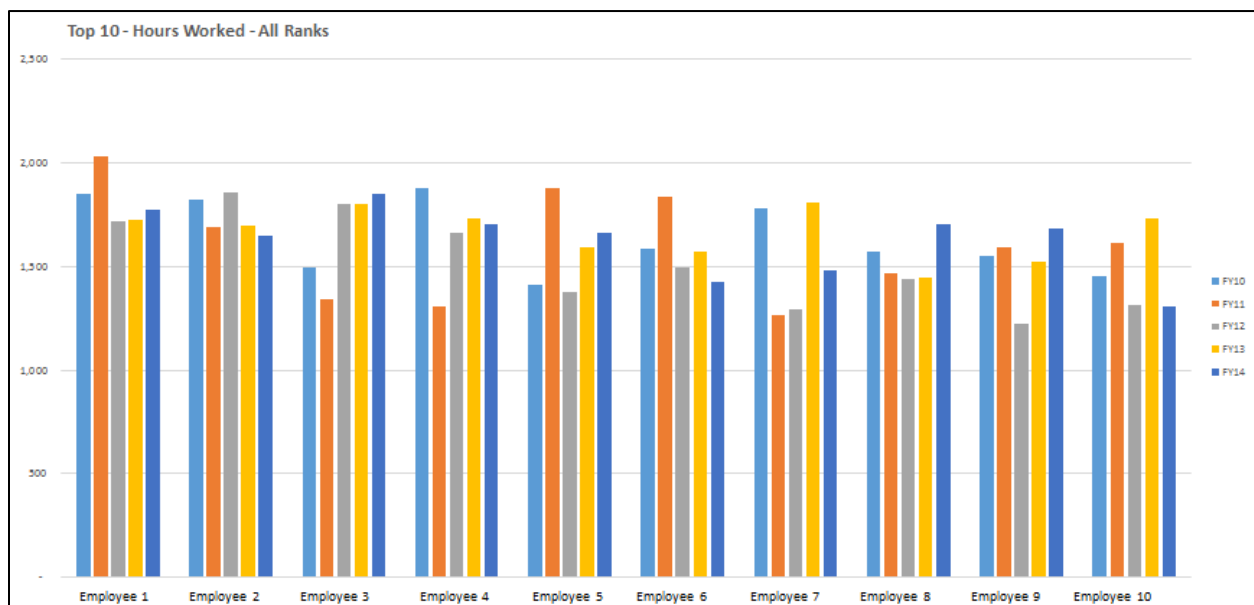
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42. This process results in the practice of what has been dubbed "paid not worked."



**Chart 18: Top 20 Overtime Encumbrances by Number of Team Members**

The number of overtime hours per unit is not consistent with respect to the number of members. Some small units encumber a disproportionate number of hours. This could result from understaffing of units or what appears to be a practice of generating unnecessary overtime that meets the hours allocated rather than requiring justification of need for the overtime prior to scheduling.

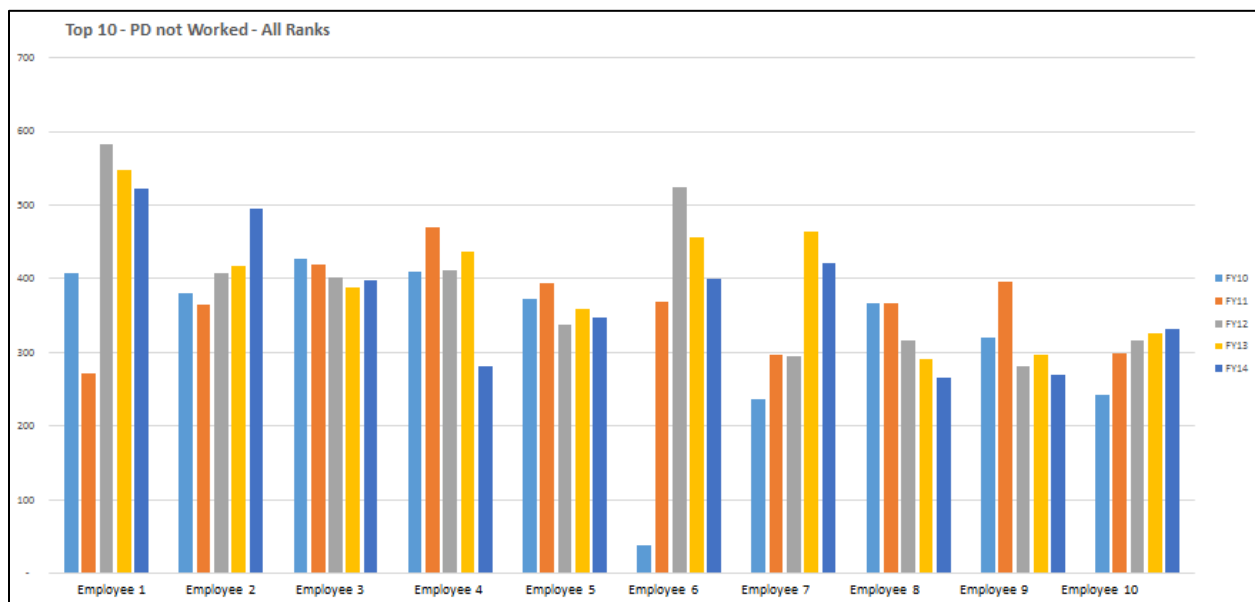
**Chart 19: Top 10-Overtime Hours Worked All Ranks 2010-2014**

Using the data in the above chart, one can see that there are some members of the department that are nearly working the equivalent of a second fulltime job. This raises

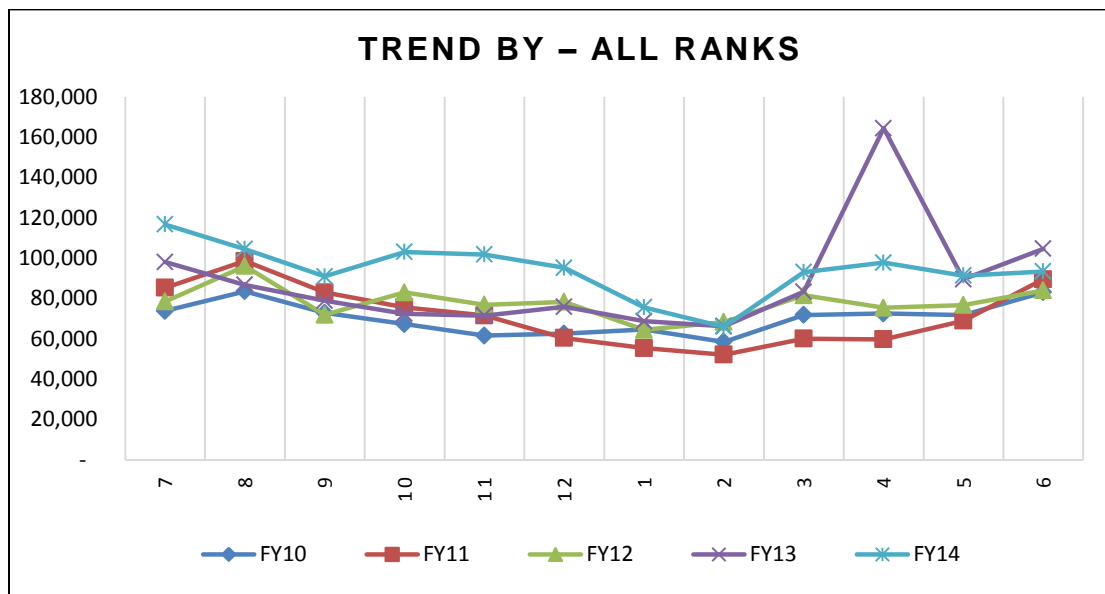
concerns about officer safety. New regulations are going into effect that will cap the total hours worked each week, but through the calculations completed by PSSG, it appears that those individuals working the highest number of hours will be unaffected by the additional regulations, as there are very few instances when members worked more than ninety hours per week. In order to enhance officer safety, the cap on the hours should be further reduced.

The next chart shows the top ten earners of hours paid but not worked. This situation occurs when a person, by contract, is to be paid for four hours, but the task requires less time to complete. This practice has cost the City a significant amount of money, but has not yielded any tangible results.

**Chart 20: Top 10 Hours Not Worked but Paid All Ranks 2010-2014**



The chart below shows that overtime hours by month by year continue to increase despite increasing staff and decreasing crime. The spike in 2013 was related to the Boston Marathon bombing.

**Chart 21: Overtime Trends by Year by All Ranks 2010-2014**

The charts show similar year-over-year trends of overtime encumbered each month. In FY11, the total number of hours was the lowest of all years for the months of December, January, February, March, April, May, and June. In FY14, overtime hours were at the highest levels for each of the years reviewed with the exception of the time of the Boston Marathon bombing. This high level of overtime is occurring despite the department experiencing its highest levels of staffing in recent years and a relatively low crime rate.

### Details

Another means by which members generate additional income is through details. A detail is when officers work while wearing the city uniform and using city equipment, but rather than the city directly paying the officer, an outside entity pays the city and in turn the city pays the officer. Details are created for a few reasons, which include: a construction or utility company needs to close a roadway, a municipality needs to close a roadway, special events occupy a municipal way or property, sporting events, concerts, or an event on private property that occurs in such a fashion that extra police presence is beneficial for public safety.

Often, public safety agencies state that details do not cost the city any money, and in essence provide free police coverage. This statement is not wholly correct. Police details create the perception of an enhanced police presence at public events (parades, block parties, road races, etc.); however, police details do cost the city money. The City must provide the vehicles for the details, provide staff to book the details with the vendors, administrative staff to enter payroll information, and fiscal staff to bill the vendors for the details worked by the officers.

There is a citywide detail unit and detail officers at each station within the police department. The responsibilities of the detail officers are to record the information about the details and post the details so that officers can sign up to work the event (all officers are eligible to sign up for the event based on a system of cumulative hours where the person with the least number of hours has priority selection regarding which detail to work). After the event, officers turn in a detail slip accounting for the hours worked, then staff in the fiscal section enter the information for payment.

The city charges various amounts to vendors for the officers to work the details on their off-duty time. In addition to the hourly rate for the officers, the city can charge an administrative fee per Massachusetts General Laws Chapter 44 Section 53C. The administrative fee is capped at ten percent of the hourly rate charged. Historically, the fee charged has not covered the cost of the detail officers, equipment used, and administrative personnel required to run the detail system. In February 2013, the city commissioned a study to review the collection of detail payments from vendors. At that time, the city was owed over twenty-four million dollars for services rendered. The review showed that there was a significant amount of funds (eight million dollars) that needed to be written off as uncollectable. Since the time of that report, the city has increased efforts to collect detail revenue in a timely manner by requiring officers to submit detail slips in a more timely fashion and by conducting follow-up on invoices sent. Part of the effort relies on the officers working the details to turn in their detail slips that account for the hours shortly after they work the detail. During interviews, PSSG learned that this is not always the case, which impacts when the city can bill for the service.

The decentralized process of scheduling details is ineffective, and as learned in officer interviews, somewhat unfair. Details are assigned within districts first, then if not filled are opened to officers citywide. This means that some officers working in districts that generate a lot of demand for details have greater access to details depending on their area of assignment. For example, officers assigned to the district that includes Fenway Park have first priority to work those details, and officers from other districts are not able to work them unless the district personnel decline those details.

While the city requires the vendors to obtain detail coverage, the city is often unable to fill the details with department personnel. When this occurs, the city sends an inconsistent message to the vendors that while they require detail coverage for public safety, there are not measures in place to ensure coverage or safety if the city cannot fill the detail. The city should coordinate with mutual aid communities and college/university police departments that have sworn personnel to assist in filling those details that it cannot fill internally. The city does use the services of outside agencies when large city events such as the Boston Marathon occur, so this process is familiar to the City and should be used to fill details for other events and construction needs. Many other communities use the process of filling details with mutual aid communities as needed.

## Time Accounting

When discussing the overtime, compensatory, and detail time with fiscal personnel, concern was expressed over the disparate systems used in the districts to enter the relevant information. Internally, fiscal did facilitate the creation of a system in which they can tally all hours; however, the system is not automatic at the time of entry and is also dependent on officers submitting overtime, compensatory time, and detail hours in a timely fashion. Proper accounting systems will allow supervisors to create more accountability on time worked in terms of overtime or comp time and time taken off based on comp time due. The City needs to put a working group together to discuss system requirements and then determine if DoIT can build the system or if the City must secure an integrated, real-time system.

### Key Findings Summary:

- The overtime budget of the department continues to grow despite higher staffing levels.
- Many positions are filled with sworn personnel that could be civilianized, allowing for redeployment of officers to sworn-only functions.
- There appears to be few controls on overtime in both the districts and specialty divisions.
- While some corrections were made to court-time booking of hours, the pretrial conference billing continues. The department assigns department members to the courts, so those individuals should handle the pretrial conferences in order to save money and enhance efficiencies.
- Lack of an integrated payroll system makes tracking hours a challenge.
- Officers do not submit time slips in a timely fashion, which complicates the inputting and tracking of hours. Officers could work more than the number of hours allowed, work a detail, or work overtime when they are assigned to regular duty, and it is difficult for supervisors to become aware of the situation when those hours are submitted late.
- The same individuals continue to work a high number of hours; however, the new regulations will not affect these individuals as they are not working over ninety hours, therefore officer safety is still a concern.
- While new policies will put greater controls on comp time, there will still be a tremendous impact on staffing and overtime as members can continually earn and take comp time.
- The CompStat time devoted to the budget is not looking deeply into the material provided by the fiscal unit, which consists of detailed reports regarding the reasons for overtime, the amount of overtime, and other details that would help supervisors control overtime spending.
- Even when considering the impact of unplanned events such as riots, protests, winter storms, and celebratory parades, etc., routine overtime is high.
- Specialty units routinely come in early and/or stay late.

- There are few procedural or supervisory controls in place to limit the number of individuals out at one time, which increases the need to fill with overtime.
- Officers determine when they will take their compensatory time and can earn additional overtime/detail hours by working on the newly created day off, as an officer who takes a personnel day off is not precluded from working an open shift for another person or an open detail.
- The BPD will be limiting the number of hours a person can work in a twenty-four hour period and forty-hour week, but the review of the individuals with the highest number of hours showed that they would be unaffected as their work practices would not violate the new rules.
- Details are a drain on city resources, as there are approximately forty sworn and five non-sworn members managing the process. This process can be managed with fewer individuals, and the duties of the position do not require a person to be sworn as the responsibilities are administrative in nature.

**Recommendations:**

- Command staff members, captains, and supervisors need to have tighter controls both in policy and supervisory practices on overtime, and should be held accountable for the use of overtime.
- Supervisors need to be included in the discussion on controlling overtime and they need access to records concerning hours worked to manage time worked and time owed.
- Overtime should be used as needed rather than the current system of having a specific drawdown process/allocated hours per week.
- More focus on fiscal management needs to be integrated into CompStat meetings, with a person designated to increase the accountability of overtime use.
- Strategies to limit the number of individuals on planned leave need to be established in order to decrease the impact of time off on the overtime budget.
- Reconsider the revolving comp time accumulation process in terms of total hours accrued and taken during a year in order to limit the amount of time officers can take off.
- Require vendors seeking details to enter all company information into an integrated online system to streamline billing and reduce the administrative burden on the city.
- Centralize the detail scheduling process and disband the district-by-district scheduling of details.
- Consider placing the detail unit under the special events units (as special events require a significant number of details).
- Create policies on which details get filled first based on those with the greatest public safety need.
- Consider allowing mutual aid communities and college police department personnel to staff details on a routine basis to ensure that details are filled.

- Create an integrated system of time accounting so that supervisors can quickly see the total number of hours each person is working during the week for regular hours, overtime, details, and comp time.

### ***Addressing Non-English Speaking Stakeholders***

The BPD, like other city agencies and major city police departments, is faced with the challenge of the increasing number of non-English speaking community members. During interviews, department members expressed that it would be good to have additional resources to call upon when interacting with non-English speaking individuals. For now, they are managing by using the language line, seeking out department members with language skills, or relying on family members of victims or suspects to act as interpreters.

The language line in the communications office provides immediate access to interpreters. Of those interviewed, the most favorable solution was using the language skills of other officers. Using other officers provided an increased level of comfort that information was being properly shared and collected. Officers rely on their knowledge of who speaks another language when seeking assistance.

Officers expressed that it would be helpful to gain basic language skills to further facilitate positive interactions. PSSG recommends that the department consider civilianizing some of the community service officer positions. If the department embraces this change, foreign language skills should be a requirement for district level positions.

#### **Key Findings Summary**

- The number of non-English community members is rising.
- Department members use the language line or seek out officers with language skills.
- Department members prefer using other officers to translate.

#### **Recommendations:**

- Continue to use and enhance the use of language lines.
- Provide opportunities for department members to learn basic language skills that reflect the population.
- Create a list of department members that have foreign language skills and provide the information to each district.

### ***Addressing Diverse Populations***

The department is working to institutionalize programs and efforts to work with diverse populations. Examples of positive partnerships include the following; inclusion of the department in the Dorchester Bay Hot Spot Redevelopment Partnership that promotes the collaboration of diverse stakeholders to improve the quality of life in the neighborhood; efforts to work with clergy across the city to engage youth in positive activities; development of community forums to address violence; and Choice



Neighborhood's Public Safety Enhancement Strategy that includes the use of clinical social workers. While these types of collaborations are a step in the right direction toward fostering relationships with diverse members of the city, more developed and integrated efforts are more likely to yield long-term change.

While developing formal partnerships is occurring, the department would be well served to create document a plan and share that information department-wide. The Research and Development Unit supplied information on significant efforts, but officers at the district level were not as aware of the long-term efforts as they were of the single event efforts.

### **Key Findings Summary**

- The BPD does not have a memorialized plan to address diversity, but has been creating ad-hoc types of programs to address emerging needs.
- Recent efforts have included more focused efforts to create dialogue and build sustainable programs.

### **Recommendations:**

- The BPD needs to continue to develop more formal partnerships and institutionalize efforts to work with diverse populations.
- These efforts need to be articulated in a written strategic plan to address diverse populations so that there is a roadmap for both the department and the community.
- Efforts need to continue to include department members from across the organization, and the department needs to inform all members of the efforts.

### **Additional Issues**

In addition to the primary areas reviewed as outlined in the scope of this work, PSSG has learned of several other issues that warrant further investigation. The additional issues are as follows:

#### ***Fitness***

Policing is a physical job. Officers must react to stressful situations, work nontraditional schedules, and work in extreme weather conditions. From 1983 to 1993, a study was conducted by the Cooper Institute for Aerobics Research that randomly sampled approximately 1,700 officers from different law enforcement agencies across the country. The results showed that officers' average fitness levels were below normal in the areas of aerobic fitness, body fat, and abdominal strength, and average in upper body strength and lower-back flexibility when compared to the general population.<sup>43</sup>

The Boston Police Department has fitness standards for recruits, but does not have fitness standards for veteran officers. Some interviewed individuals believed that having fitness standards would benefit the overall health and wellness of the department.

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43. Source: International Chiefs of Police, *Police Chief Magazine*, June 2008.

**Key Findings Summary**

- The department only has recruit-level fitness standards.

**Recommendations**

- Establish fitness standards for department members, potentially starting with new hires and implementing a fitness test every two years.

**Regional Lockup**

Currently, the department has holding facilities at each district station; however, not all stations can accommodate juvenile offenders. Booking of detainees is performed by sworn personnel. In addition, BPD members spend time monitoring detainees at the stations, which impacts patrol deployment.

Many departments use regional lockup facilities with corrections personnel assuming duties related to oversight. This process frees up patrol members to work in the districts. Some regional lockup sites also provide transport services at the time of arrest and to and from court. Both services, while requiring a budget allocation, allow for more efficient operations.

**Key Findings Summary:**

- The BPD conducts its own transport of prisoners in the field.
- The BPD provides its own booking and holding facilities.
- The BPD has investigated the possibility of a regional lockup and legislation has been filed to support the effort.

**Recommendations:**

- Continue to pursue a regional lockup alternative.
- As part of the transition, migrate to civilians providing data entry during booking.

**Internal Investigations**

Integrity of internal investigations and the proper handling of complaints is a concern for departments across the country. Many departments employ a police auditor to review cases and present findings to city officials. Other departments have Civilian Review Boards.

Boston has a Community Ombudsman Oversight Panel (CO-OP) consisting of a three-person board appointed by the mayor. The CO-OP can review cases appealed by complainants and randomly reviews cases in the following categories, not sustained, exonerated, or unfounded yet not appealed. One limiting factor is that the CO-OP members are volunteers, limiting the time they can devote to the process. In other departments, the cases are reviewed by an auditor and the results are shared with an official body, which allows civilian oversight and creates transparency. Interviewed members did not believe that the CO-OP had any responsibility or authority, and stated that the number of cases reviewed by the CO-OP were limited.

The mayor recently appointed two new members to the CO-OP and they currently are in the process of developing recommendations for improvements to provide to the mayor. It could enhance the work of the CO-OP to review additional cases. Given the time consuming nature of case review, the CO-OP may benefit from a supplemental paid staff person that is not a member of the department.

### **Key Findings Summary**

- Policies and procedures for internal investigations are out of date.
- The City has a three-member oversight panel.
- The number of cases reviewed, along with responsibility and authority, appear limited.
- Case review is limited to investigations based on citizen complaints.
- Other oversight models in place in other police departments can act as models for enhancing the current process.

### **Recommendations**

- Consider developing an auditing position to review all cases and present findings to the CO-OP.
- Review the current internal investigations policy and implement any required changes.

### **Conclusion**

This report provides the City and the department with a review of major areas for further investigation and analysis. The next steps in the process include the following:

- The department needs to create an internal action and implementation plan for review of the recommendations.
- The department needs to memorialize its strategic plan to ensure efforts are planned and institutionalized.
- The department needs to enhance its performance measurement process to track progress of changes suggested in this report along with general measures to track crime and quality of life issues.

A first step toward implementing the changes contained in this report is to evaluate the process for civilianization and redeployment of personnel.

A working group, facilitated by an outside party, needs to be established in the department to discuss the changes.