

**A MANAGEMENT STUDY
OF THE
SPRINGFIELD
POLICE DEPARTMENT**

EXECUTIVE SUMMARY



Conducted by:
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May 4, 2005

Executive Summary

Mr. Philip Puccia
Executive Director
Springfield Finance Control Board
436 Dwight Street
Springfield, MA 01103

Dear Mr. Puccia:

I am pleased to forward an Executive Summary of our Report on a Comprehensive Study of the Springfield Police Department.

The Study Team would like to acknowledge the cooperation that we received from members of the Police Department and stakeholders.

If you have any questions, please give me a call.

Sincerely,

A handwritten signature in black ink, appearing to read "Carroll Buracker". The signature is fluid and cursive, with a long horizontal stroke at the end.

Carroll Buracker
President
cb/pb

INTRODUCTION

ACKNOWLEDGMENTS

The Study Team extends genuine appreciation to City officials and members of the Springfield Police Department for their cooperation and assistance in this Management and Staffing Study. A special “Thanks” goes to Ms. Judy DeMuis and Sgt. Peter Albano, who helped arrange meetings and coordinate interviews and data collection.

SCOPE OF SERVICES

The Springfield Finance Control Board released a Request for Proposal to conduct a comprehensive study of the Springfield Police Department. The tasks included an evaluation of police needs of the community; type and distribution of emergency demands (crimes, traffic accidents, and service requests); the level and quality of police services; public information; education and service activities; staffing policies; response times, relationships with community and law enforcement groups; organizational structure; the relationships between line and staff units in the Department; chain of command; crime and workload; comparison with other police agencies; strengths and accomplishment of the department; mission; standards; policies and procedures that govern normal operating conditions and extraordinary situations; internal communications—written directives; budgets; internal controls and mechanism to ensure compliance with rules/regulations/procedures; labor/management relations; physical conditioning and appearance; career development; promotion; evaluation; compensation; patrol; criminal investigations; traffic; community service programs; records management; statistical reporting; use of technology; property and evidence control; equipment and facility needs.

After assessments, interviews and analysis, the consultants were to make recommendations on operations, organizational structure, collective bargaining agreements, staffing, accreditation, administrative functions, human resources management, deployment, accountability, administration of grants, patrol, criminal investigations, dispatch and infrastructure of the department.



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After reviewing proposals and interviewing finalists, Carroll Buracker & Associates, Inc. was selected by the Springfield Finance Control Board to perform the study.

STUDY METHODOLOGY

This Study was conducted in eight phases: data collection, interviews, observations and fact finding, analysis of data, comparative analysis, development of alternatives, preparation of a comprehensive report and oral briefing. The Springfield Police Department was requested to provide very specific information related to crime and workload, efficiency, staffing, manuals, job descriptions, response time information, model programs, organizational structure, vehicles, and human resources management practices.

The Study Team interviewed the Police Commissioner; Chief of Police; Deputy Chiefs; Captains; members at the ranks of Lieutenant, Sergeant and Officer; members of the International Brotherhood of Police Officers (IBPO); members of the Springfield Police Supervisors Association (SPSA); dispatchers; clerical personnel and members in the various functions: patrol/traffic/criminal investigations/records/Safe Guard/community policing unit/radio repair/garage/booking & detention/front desk/grants/crime analysis/computer information systems/internal investigations unit/property room/supply/tactical response unit/police academy/clerk's office/crime watch/housing unit/court liaison and chauffeur.

In addition, the Study Team interviewed the District Attorney, US Attorney, workers in the City, business officials, developers, beat management coordinators, officials in the Finance Department, officials in the Law Department, community leaders and other residents.

In order to gain insights into the City and Department practices, the Study Team members visited parts of the City, walked in the downtown business areas, visited the tourist areas and rode in a police car with members working patrol in the City on the day shift, evening shift and midnight shift through residential, tourist and business areas. The Study Team inspected police facilities and observed practices and procedures in communications/dispatch center (CAD), property/evidence, supply and booking/detention.



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The Department's operational, technical and administrative practices were compared and contrasted with state-of-the-art police practices in police departments nationwide and the Commission on Accreditation of Law Enforcement Agencies (CALEA) standards, which were developed by and for law enforcement agencies. All five Study Team members have assisted police departments to be accredited through CALEA, including a four-year project with the Boston Housing Authority Police Department for a federal agency. The "Best Business" practices in law enforcement were utilized as a guideline in the conduct of this comprehensive study of the Springfield Police Department.

ABOUT THE DATA

The data utilized in this Report was provided by the City of Springfield and the Springfield Police Department. In addition, data from the FBI's Uniform Crime Reporting (UCR) system and the International Association of City/County Management (ICMA) were utilized. It should be noted that the Springfield Police Department's UCR data on major crimes is flawed. Staff within the Department noted that the records management system has been over counting crimes since a new system was installed in the 1990s. On some crimes, however, it seems more than an issue of over counting. The Department's data on murders, for example, are different than the data published by the FBI for three separate years; data on rapes, aggravated assaults and larcenies also differ from the FBI data. The FBI received its data from the Springfield Police Department.

Police staff reported that no one in the Department has checked the FBI's Uniform Crime Reporting (UCR) data for accuracy before submitting it to the FBI in past years. The FBI UCR stresses the importance of accurate data.

The UCR data are utilized to determine crime rates in municipalities in a region or in a population range; moreover, the data are often utilized within a city to justify more police officers, to keep the residents and business officials accurately informed of crime trends and to make deployment decisions.



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The total Calls for Service data that have been reported by the Department contain officer-initiated activity and administrative activities. When this occurs, a police department can drive its own workload data through more traffic stops and radio broadcasts. Moreover, the Calls for Service contain duplicate case numbers; therefore, irrespective of officer-initiated and administrative activities, the reported calls for service workload in past years is inaccurate. During the Study Period, police officers were removing duplicate case numbers for some periods.

The reporting of accurate crime data and other workload is the responsibility of a police department. It is not a responsibility of city councils, mayors or police commissions.

Several key performance indicators (KPIs) in law enforcement are not collected, reported or utilized by the Springfield Police Department to determine staffing and efficiency: clearance rates (solution of major crimes), response times to emergency calls and case management in criminal investigations. These data are vital to determine efficiency, optimum staffing in functions and management effectiveness. The collection, reporting and use of these data are very fundamental police administration practices in police departments of all sizes.

The staffing table on number of positions provided to the Study Team initially did not match a staffing table by name. The listing by name had some personnel in the wrong function, the wrong squad and the incorrect number of personnel in the function. The initial staffing numbers were changed but positions were still not connected to organizational functions. These discrepancies were identified through interviews. In addition, during the Study Period, personnel were transferred between functions. Therefore, caution is required in the interpretation of the data in this Report.

STRUCTURE OF THE POLICE STUDY

This Management Study Report consists of more than 400 pages of text and graphics in 11 chapters. The Executive Summary is detailed, since some of the issues can not be explained in a few sentences. The Report contains more than 200 recommendations.



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Chapter Eleven is a suggested Implementation Plan to assist the City of Springfield in reviewing the observations, findings and advisory recommendations. A timeline is included at the end of the Report relative to key recommendations and suggested benchmarks. The City has to make the final decisions on any and all observations and recommendations.

There are at least three agencies outside the Police Department that may make some decisions on any observation or recommendation; therefore, the term “City” is utilized to refer to any office or entity outside the Police Department. The term “Department” is utilized in referring specifically to the Springfield Police Department.

STUDY TEAM MEMBERS

This Management Study was conducted by five law enforcement consultants. They are hereinafter referred to as the Study Team. Four team members have served at the senior management levels in police departments and one served in a prosecutor’s office (district attorney). One was a chief of police in a police department that served 750,000 residents over 400 square miles with 1,550 employees. One served as a Deputy Commissioner of the New York City Police Department. Two of the consultants, Dr. Terry Eisenberg and Carroll Buracker, have worked on police management studies for 20 years. Dr. Elsie Scott, John Rob and Kari Foster have worked with the firm for 10 years. Combined, the team members have consultant experience in more than 200 police departments. All five Study Team members have police consultant experience in Massachusetts.

Carroll Buracker

Mr. Buracker is President and CEO of Carroll Buracker & Associates, Inc. (CBI). He served as the project manager for this Study.

At the municipal level, more than 100 mayors, city commissions, city councils, city managers, county officials, city attorneys and police chiefs have retained Carroll Buracker to conduct police management studies/audits, conduct investigations of incidents, develop police policy manuals, review officer-involved shootings, and develop police department



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master plans. He has served as the project manager and author for more than 200 police studies and plans. Several major police departments include the cities of Seattle, Tacoma, Los Angeles, Oxnard, Salt Lake City, Milwaukee, Fort Collins, Charlotte, Cleveland, Annapolis, Portsmouth, Chicago, Port Arthur, Princeton, Fremont, Allentown, Dallas, Sunny Isles Beach, Parkland, Virginia Beach, Waterbury, Hartford and Fort Lauderdale.

He served as the project manager to accredit the Boston Public Housing Authority Police Department and seven other federally-funded police departments through the Commission on Accreditation of Law Enforcement Agencies (CALEA). The work in Boston included a review of policing by the Boston Police Department in specific areas of Boston.

The federal government has retained CBI to conduct assessments of police services in more than 20 major cities and to negotiate contracts among federal, municipal and quasi-governmental agencies to assure quality policing and accountability of federal funds used for supplemental policing. CBI produced a nationwide training video on Community Policing, which was distributed by a federal agency to more than 800 cities and is utilized at the FBI National Academy and in police academies and universities.

The City of Chicago and the City of Los Angeles selected CBI to evaluate their emergency communications and dispatch operations for police, fire and emergency medical services.

Mr. Buracker served as a practitioner in law enforcement for 20 years with the Fairfax County Police Department, the largest police department in Virginia. The municipality is located in the Washington, D.C. Metropolitan Area. He was promoted through all eight ranks and managed all functions (patrol, traffic, criminal investigations, narcotics, traffic, police records, communications and dispatch, special operations, community policing, planning, and internal affairs). He served as chief of police in Fairfax County for four years.

During his police career, he served as “Affirmative Action Director” for five years and was presented the top award of the United Black Fund of Metropolitan Washington, D.C. for his work in recruiting and promoting women and minorities.



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While a chief of police for the Fairfax County Police Department, that agency served 750,000 residents over 400 square miles with 1,500+ employees. As chief of police, he was awarded Fairfax County Government's two highest awards: "Onthank Leadership Award" and "Unusual Ability Award." Mr. Buracker managed the operations of one of the largest hostage situations in a public school in the U.S., involving more than 3,000 students and 12 hostages.

He has lectured in Beijing, China, on "Policing in the United States" and has represented United States law enforcement in Paris, Belgrade and Rome. He has taught at the FBI Academy and universities on modern police management and practices.

Mr. Buracker served as a chairman of the Metropolitan Washington, D.C. Council of Governments' (COG) Police Chiefs' Committee, which consists of city, county, state, and Federal law enforcement chiefs/officials from more than 20 municipalities in Maryland, Virginia, and the District of Columbia. The chiefs of police in that region elected him to chair that regional group. He was also elected to the Virginia Police Chiefs' Association Board of Directors by police chiefs in Virginia. At the direction of COG, he co-chaired the development of the Metropolitan Washington, D.C. Area Emergency Disaster Plan, which has been implemented on three occasions. Mr. Buracker has testified before the US Congress and state legislatures on law enforcement practices and issues.

He has been certified as an "Expert Witness" in both state and federal courts on law enforcement management. Mr. Buracker is a graduate of two police academies and the FBI National Academy. He holds a Bachelor of Science Degree and a Master of Science Degree from American University in Washington, D.C. He is a recipient of American University's "Outstanding In-Service Student Award."

Kari Foster

Ms. Kari Foster served in a prosecutor's office for four years. She has law enforcement consultant experience with Carroll Buracker & Associates, Inc. in more than 32 cities. Ms. Foster assisted CBI in evaluation of police services for public housing residents in 21 cities, including Boston, Chicago, Baltimore, Memphis, Seattle, Los Angeles, and



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Philadelphia. She has assessed community policing and participated in community policing training for police officers and residents in major cities, including Los Angeles, San Francisco, Baltimore, Philadelphia, and Chicago. Ms. Foster, president of a WBE firm, is a graduate of James Madison University with a B.A. Degree.

John Rob

Mr. Rob has more than 22 years of practical police experience in an accredited police department serving 900,000 residents. He served in seven police ranks: patrol officer, corporal, sergeant, lieutenant, captain, major and deputy chief. Prior to law enforcement, Mr. Rob served as a helicopter pilot with approximately 650 combat missions for the U.S. Army in Vietnam.

Mr. Rob has worked with Carroll Buracker & Associates, Inc. in assessing police departments, accrediting police departments, determining staffing, and upgrading management of police departments for 10 years. He served as the assistant project manager for a federally-funded program to upgrade policing in Los Angeles, San Francisco, Oakland, Chicago, Cleveland, Pittsburgh, Philadelphia, Buffalo, Baltimore, U.S. Virgin Islands and Boston.

He is a graduate of the FBI National Academy and the Police Executive Research Foundation's (PERF) Senior Management Institute for Police. Mr. Rob holds a Bachelor of Science Degree in Law Enforcement and Corrections from Pennsylvania State University and a Master of Science Degree in Management from National Lewis University.

Dr. Terry Eisenberg

Dr. Terry Eisenberg, a licensed psychologist, has served as a law enforcement consultant in more than 140 cities and counties. He has conducted assessments of recruitment, selection, training, evaluation, labor/management relations, labor contracts, promotions, other human resource management issues and community policing in police departments in every region of the U.S.



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When the International City and County Management Association (ICMA) was developing its Golden Anniversary Year Book, Dr. Eisenberg was selected to co-author the chapter on **"Human Resource Management."** In addition, he has published more than 40 articles on labor relations, management, and training in law enforcement. Dr. Eisenberg also authored a number of the Human Resources Management accreditation standards for the Commission on Accreditation of Law Enforcement Agencies (CALEA).

He served as a police officer with the San Jose Police Department in California and as a Bureau Commander for the U.S. Capital Police, a 1,400 member department. He managed a Community Policing initiative in San Francisco for two years, and has lectured on US law enforcement administration in several foreign countries, and at universities.

Dr. Eisenberg has served as an "Expert Witness" in federal and state courts for city, state and federal agencies relative to programs and management in law enforcement. He conducts the 'Psychological Examinations' for the US Drug Enforcement Agency on the West Coast.

He has conducted police management studies and provided police consultant assistance in more than 145 cities, including Houston, San Antonio, Los Angeles, Oakland, Tacoma, Seattle, Salt Lake City, Fort Collins, Dallas, Albuquerque, Chicago, Milwaukee, St. Paul, Cleveland, Pittsburgh, Philadelphia, Buffalo, Baltimore, Allentown, Annapolis, Princeton, Virginia Beach, Portsmouth, Miami, Waterbury, Fort Lauderdale, Hartford and Boston.

He has lectured in the United States and internationally on modern policing practices.

Dr. Eisenberg holds a Ph.D. in Industrial Psychology from the University of Maryland, a Master of Arts in General Psychology from the University of Toledo, and a Bachelor of Arts in Psychology & Sociology from Ohio University.



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Dr. Elsie Scott

Dr. Elsie Scott is a former Deputy Commissioner of the New York City Police Department (NYPD). She has worked as a special assistant to the police chiefs of the Washington, D.C. Police Department and the Detroit Police Department.

For six years, Dr. Scott was the Executive Director of the National Organization of Black Law Enforcement Executives (NOBLE). In this position, she worked with police executives throughout the U.S. and spoke extensively on Modern Policing in the U.S. and internationally.

For two years, Dr. Scott directed special projects on Victim Assistance, Reduction of Fear of Crime, and Police Response to Racial and Religious Violence.

She has written a number of articles that have been published nationwide, including Minority Community Victim Assistance, and Racial and Religious Violence: A Model Law Enforcement Response.

Dr. Scott has worked with Carroll Buracker & Associates, Inc. for 12 years on police management studies, strategic plans, policy development and community policing. She assisted Carroll Buracker in developing a Community Policing training video for the federal government. She has provided training on problem solving in urban America and Community Policing training to police officers and stakeholders in 14 regions of the United States and in major cities, including Philadelphia, San Francisco, St. Petersburg and Baltimore.

Dr. Scott holds a B.A. from Southern University, a M.A. from the University of Iowa, and a Ph.D. from Atlanta University.



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The Setting

The City of Springfield, the third largest municipality in Massachusetts, is located approximately 89 miles southwest of Boston in the Pioneer Valley region of Massachusetts. The City was established in 1636. The 2000 Census listed a population of 152,082; the racial composition of the City is 56 percent white, 21 percent African American and a total of 23 percent other races (Asian/Pacific Islander, Native American, etc.). Ethnically, the population of the City is 27 percent Latino. Between 1990 and 2000, the population declined by 3.1 percent. Springfield encompasses 32.20 square miles with approximately 497 miles of streets and roadways.

City Governance

The legislative body of the City of Springfield is the City Council, which consists of nine members, each of whom is elected for a two-year term. The City Council holds hearings, acts upon ordinances, financial orders and resolutions, oversees city finances, adopts the budget, and may authorize the sale of bonds. The City Council generally meets on the first and third Mondays of the month.

Mayor

The Mayor is the chief executive of the City of Springfield. Elected for a two-year term, the Mayor supervises department heads and appoints boards and commissions, including the Board of Police Commissioners.

Police Commission

The Police Commission (Board of Police Commissioners) consists of five members appointed by the Mayor for three-year terms. Only three commissioners can be of the same political party. The commission controls personnel appointments and the management of the Department, maintains a detailed account of expenditures, and hears complaints.



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Under Rule 1 of the Rules and Regulations of the Springfield Police Department, the following is noted:

“Section 1. The Board of Police Commissioners, subject to the revised ordinances of the City, has the appointment, management and control of the members and employees of the Police Department.”

Springfield Finance Control Board

In July 2004, in response to severe fiscal pressures facing the City of Springfield, the Commonwealth of Massachusetts established the Springfield Finance Control Board (SFCB) by enacting Chapter 169 of the Acts of 2004. The SFCB has broad authority, as exemplified by the fact that appropriations and personnel actions require approval of the Board. The SFCB is comprised of three gubernatorial appointees, the mayor of Springfield and the president of the Springfield City Council.

Two of the 11 key points in Section 1 of Chapter 169 of the Acts of 2004 noted:

“The city of Springfield has a projected structural deficit for fiscal year 2005.”

“The fiscal crisis poses an imminent danger to the safety of citizens of the city and their property.”

Police Department

The Springfield Police Department is staffed with 552 positions (February 2005). The positions include 460 sworn positions and 92 civilian employees. The sworn include one chief, two deputy chiefs, nine captains, 16 lieutenants, 44 sergeants and 388 police officers. A staffing table indicated 557 funded positions (General Fund).



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Budget

The FY2005 General Fund budget for the Springfield Police Department is \$32,185,101. This excludes \$178,058 for the Parking Meters functions; \$151,557 of the amount is for salaries. The budget in FY2005 is approximately \$7.4 million less than the \$39,608,988 budgeted in FY2002. The budget data were discussed with the former Senior Comptroller.

Grants

The Springfield Police Department has received a substantial number of grants to fund various initiatives. In the 1990s, the Department received grants to assist in funding 112 police officers. A police sergeant serves as the lead in managing and reporting on the programmatic portions of grants. The Department's former Senior Comptroller handled the financial aspects of these programs.

Police Overtime

Between FY2001 and FY2005, the police overtime budgeted amount ranged from a high of \$1,957,082 in FY2002 to a low of \$1,000,000 in FY 2003. Prior to FY2004, there was only one category in the police budget for overtime. The budgeted amount for overtime for FY2005 is in two categories that total \$1,043,947; the amount budgeted in the category of "Overtime-Court Time" is \$700,000.

For the five employees who earned the most overtime in 2004, two officers are assigned to task forces, two are assigned to criminal investigations and one is assigned to K-9. One task force officer earned \$25,416 in overtime, the highest in the Department; one officer assigned to K-9 earned \$23,169 in overtime. There are nine task force officers assigned to state and/or federal agencies. These officers do not work within the Department.

The members who earned the largest amount of "Court Time" are police officers and a sergeant assigned to the Narcotics Bureau: a sergeant earned \$21,331, an officer earned \$19,026, and three other officers earned between \$13,636 and \$15,254 in 2004.



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According to Department records, one sergeant in the Narcotics Bureau earned a total of \$36,623 in 2004 when Court Time and overtime were combined. This is one of the highest overtime amounts that the Study Team has seen in law enforcement for these two categories. Although some overtime is for “Details,” work schedules contribute to overtime costs.

Officers and supervisors assigned to the Narcotics Bureau are not routinely assigned to work after midnight; it is well known in law enforcement that the use and sale of narcotics occur after midnight, especially on Friday nights and Saturday nights. The shift schedules are in labor agreements.

The recommendations include:

- A. Work with the District Attorney on the necessity for appearance of multiple officers in court on one case;
- B. Revise the shift schedules for officers assigned to criminal investigations, particularly officers/sergeants assigned to narcotics and prostitution;
- C. Revisit the practice of paying overtime to officers assigned to the Community Policing Unit and Safe Guard, since these functions are supposed to have flexibility in schedules;
- D. Require a monthly overtime accountability report from the state/federal managers of any Springfield task force officers on any overtime that the City has to pay; and,
- E. Require approval from a Deputy Chief for overtime, excluding “Details,” that exceeds \$5,000 in one year and a monthly report on the purpose.

Comparative Costs

According to the 2004 International City/County Management Association’s (ICMA) Municipal Year Book, the average per capita costs for police services for 80 reporting cities with a population of 100,000 to 249,999 was \$206.66 in 2003. Based on a budget of \$37,549,174 in 2003, Springfield’s per capita cost was \$246.90. With a population of 152,082, the difference between \$206 and \$246 is approximately \$6 million.



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With an estimated population of 152,082 and a budget of \$32,363,159, the FY2005 per capita costs for police services in Springfield is \$212.80; this is similar to the average costs of the 80 reporting cities in 2003. Caution is required in the interpretation of comparative data.

Comparative Police Staffing in Massachusetts

The ICMA and the Federal Bureau of Investigation (FBI) publish police staffing ratios, which are often utilized by local governments. Although the Study Team does not utilize the data for determining staffing, the data do indicate some useful information. The 2004 data will not be published until late 2005.

There are four cities in Massachusetts with a population range of 100,000 to 180,000. Based on staffing data published by the FBI for 2003, the City of Springfield had the highest ratio of sworn personnel to 1,000 residents (3.05) and the highest ratio of total employees (3.48) among the four cities in Massachusetts. The ratios of sworn and total employees per 1,000 residents are as follows:

	<u>City</u>	<u>Sworn</u>	<u>Employees</u>
A.	Springfield:	3.05	3.48
B.	Lowell:	2.28	3.03
C.	Worcester:	2.49	2.76
D.	Cambridge:	2.68	2.95

In 2005, Springfield's ratio would be 3.03 for sworn and 3.63 for total employees. If Springfield equaled Cambridge in sworn (2.68), the City would need 408 sworn, 52 fewer than the current. If the City equaled Lowell's ratio of 3.03 for total employees, 461 would be needed, or 91 fewer than the 552 employed in February 2005. For the Northeast Region



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and the New England Region, Springfield had a higher ratio of police officers and total employees than the average for cities in these regions.

Comparative Police Staffing Nationally

On a national basis, cities with a population of 100,000 to 250,000 in 2003 had an average sworn ratio of 1.90 officers per 1,000 residents. The ratio for all U.S. cities was 2.30; Springfield's ratio was 3.05 sworn per 1,000 residents. For total employees (sworn and civilian), cities with a population of 100,000 to 250,000 averaged 2.50; all U.S. cities (including Los Angeles, New York, Chicago and others) averaged 3.00. Springfield's ratio was 3.48. Caution is required in the interpretation of comparative data.

Morale

The morale in the Springfield Police Department is not good. The failure/inability of the City to provide promised salary increases, and to maintain health benefits as well, are at the top of the list of concerns and needed changes in the Department as expressed by rank-and-file personnel. Supervisory and management personnel are in agreement with these concerns expressed by their officers.

Other longstanding practices also contribute to low morale: the lack of a formal and largely unknown process for assignments to specialty positions, questions about leadership, uncertainty about the future, punishment assignments—as perceived by some employees, very high-mileage police vehicles, long-term tensions among some command staff and the promotional system.

Pay & Benefits

The City is encouraged to resolve the issues of pay and benefits as quickly as possible. This Report suggests retooling the Department, including hiring more civilians and putting more officers on the street to work with residents, prevent crime and apprehend criminals. To the extent that tolerable reductions in sworn personnel and civilianization through



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attrition can be accomplished, with some of the savings ear-marked explicitly for salary increases and health benefit maintenance, such an approach is advocated by the Study Team.

Accountability & Lack of Consistency

During interviews with sworn employees in the ranks, there were references to a need for consistency and accountability. Some members noted that no one is accountable, from the officer rank to management. There were references to sworn personnel violating the chain of command. Those who permit or encourage violations of chain of command contribute to a breakdown in accountability.

Stakeholders (residents, civic and business leaders) interviewed by the Study Team also raised the issues of consistency and accountability. In referring to consistency, it was reported that on some squads/shifts, officers do not take action on some violations or situations that they observe; however, officers on other squads/shifts take enforcement actions on the same violations or situations. These different approaches have led to questions of consistency in applying the rule of law. On accountability, some stakeholders noted that no one seems to want to take responsibility for anything.

Friction/Tension in the Hierarchy

The Study Team was struck by the statements and perceptions of some command officers about their assignments and the way they have been treated for years. A causative factor seems related to a promotional process in the 1990s. Regardless of the merits of anyone's perceptions, this tension is unhealthy in a police department, where teamwork is essential. Members of the Department referred to the situation as a "big time" problem and that there is limited teamwork in the Department. Residents noted that the internal strife interferes with teamwork. In the judgment of the Study Team, there is a major problem within the Department relative to management; moreover, this situation is not likely to change unless the City takes firm steps to correct it.



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Roles of the Police Commission and the Chief of Police

The roles and responsibilities of the Springfield Police Commission and the Chief of Police in Springfield have been a subject of much discussion for more than a decade. A 1993 Springfield Police Department Study from a well-respected Massachusetts firm noted the need to define clear roles and responsibilities and accountability of a police chief and the Police Commission. This 1993 study recommended removal of the chief of police position from civil service, provide a contract for the chief and evaluate performance.

The current City Administration and Police Commission earned high marks from some members of the Department and stakeholders in the community. A concern voiced by some stakeholders, however, is that the next Mayor may not have the same philosophy of the current Mayor; therefore, the makeup of the next Police Commission may not be as representative of the community and may view their role differently than the current Police Commission. Stakeholders want a group in the City that represents the interests of minority groups in police-related matters. The Police Commission can handle that role.

In the judgment of the Study Team, a chief of police in any city should be accountable to the chief executive officer (CEO) of a city government. The CEO in cities varies by type of government, but in the City of Springfield, the Mayor is the CEO. If the Mayor is to be held accountable by the citizenry, then the Mayor should have the authority to hold all department heads accountable. The Mayor should also have the authority to select a chief of police. If the voters don't like a mayor's actions, there is a process to affect change.

For the future, the roles and responsibilities of the Springfield Police Commission and the Chief of Police must clearly be delineated so that they work cooperatively and collaboratively. The recommendations are based on what appears to be a longstanding systemic issue and include:

- A. Remove the position of chief of police in Springfield from the Civil Service System (as recommended in a 1993 Study, under a former chief of police);
- B. Assign direct authority over the Springfield Police Department to the Mayor;



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- C. Develop a contract of three to five years for the position of chief of police; this contract should have specific performance objectives and expectations delineated, including roles and responsibilities;
- D. Conduct an evaluation of a chief of police periodically (e.g., semi-annually); the evaluation should be done by the Mayor;
- E. Consider assigning the Police Commission to serve as a Citizen's Review Board and as an Advisory Panel to the Mayor;
- F. Consider contracting for police promotional examinations, including the interview phase; and,
- G. If the Police Commission continues to conduct interviews on promotional processes, consider the following: 1) develop written guidelines, 2) identify dimensions to be rated, 3) utilize a standard grading form, 4) train members to conduct evaluations, and 5) utilize two police chiefs (or officials) from cities in Massachusetts as members of promotional panels.

Inaccurate Crime Data

The Police Department's data on the seven Index Crimes, which are reported to the FBI through the state, is substantially inaccurate and perplexing. The problems seem related to a lack of adequate management attention to this important workload indicator. Index Crime consists of seven major crimes: murder, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft. An eighth offense, arson, is reported by both police and fire departments. The Study Team has never encountered in any police department so many different numbers related to Index Crime in multiple years. An April 2004 report from the Chief of Police to the Police Commission and City Council noted that a system installed in the mid-nineties "has over counted some offenses due to computer software issues." There is more involved than over counting; classification seems to be a problem.

The number of murders in reports provided to the Study Team by the Department is different than the FBI numbers in three years; the problem is not limited to the number of murders. For example, the numbers on rape, aggravated assault and larceny are also different. The FBI received its data from Springfield through the state. The total number of



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serious crimes in a year varied by as much as 2,600. Even the crime data provided in 2005 to the Study Team for 2003 was different than the 2003 data provided by the Department in April 2004 to the City Council and Police Commission.

Why is accuracy of Index Crime so important? The number of Index Crimes is commonly used by police departments to assess the level of risks in a city, police staffing needs, crime trends and the types of countermeasures necessary to prevent crime and apprehend criminals. The number of Index Crimes is also utilized to determine the crime rate in a city and for comparative purposes. The data must be accurate for public officials to make informed decisions about budgeting and safety risks.

The calls for service data reported for the past five years contains officer-initiated activity, such as traffic stops, administrative duties and radio broadcasts, categories that do not relate to citizen and business requests for service. When officer-initiated activity is counted, a police department can show an increase in workload through more traffic stops and radio broadcasts.

It is unclear why the problems were not corrected in the past 10 years and why these important data published nationally have not been checked for accuracy before submission to the FBI through the Commonwealth of Massachusetts. As to roles and responsibilities, a chief of police is ultimately responsible for accurate reporting of crime data in a police department. The recommendations include:

- A. Determine the reasons why serious crime data have been reported inaccurately for years and fix the problems;
- B. Report officer-initiated and administrative activities separately from citizen- and business-initiated calls for service; and,
- C. Consider the systems and issues in this area in any decision about future staffing and management.



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Criminal Investigations

The Department has four bureaus engaged in criminal investigations: Detective Bureau, Narcotics Bureau, Crime Prevention Bureau and Youth Aid Bureau. The process for investigating crimes is dysfunctional, duplicative and wasteful. A 1993 Police Department Study recommended that the Crime Prevention Bureau be abolished, citing the overlapping functions and inefficiencies. The requirements for investigations clearly overlap among the four bureaus. Approximately 24 percent of the total sworn personnel in the Department are assigned to these four investigative bureaus. If the 23 officers assigned to the Student Support Unit, which investigates crimes in schools, is included, the percentage is even greater. This is a high percentage of personnel devoted to criminal investigations. Typically, it's 15 to 20 percent.

Sergeants and officers assigned to the Narcotics Bureau and Crime Prevention Bureau work a day shift or evening shift. These personnel are investigating narcotics crimes and prostitution, but they report to two different commanders. Moreover, these investigators do not work after midnight, unless they are paid overtime.

The Springfield Police Department has no formalized case management systems for criminal investigations. Formalized case management has been used in law enforcement for decades and was recommended in the 1993 Study. One commander with more than 50 detectives has to look through manual log books to determine case assignments. He can not tell how many cases a detective is working unless he counts the cases—an archaic process.

There is no automated system that connects one bureau's work and results with the other bureaus. One investigations bureau developed its own automated system, but that computerized system is not connected to the other investigative bureaus or the Department's records management system. When detective supervisors and officers have to work on developing computer systems, their time to manage personnel and catch criminals is diminished. Typically, police departments serving more than 30,000 residents have automated systems that support officers engaged in criminal investigations. The



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Study Team was told that officers have problems changing dispositions of cases because they are “locked out” of the records management system. The Department’s Computer Information Systems unit, which is staffed with a lieutenant and officers, is located organizationally in the Office of the Chief.

Staff reported that there is no “Solvability Factors” program to determine case assignments in criminal investigations. This program has been used since the 1970s by progressive police departments. The responsibilities for case management and case screening are not responsibilities of the Police Commission. The recommendations include:

- A. Rename the Narcotics Bureau to Vice & Narcotics Division; the Detective Bureau to the Criminal Investigations Division and the Youth Bureau to the Youth Aid and Family Services Division. These three divisions should report to the Deputy Chief of Police for the Criminal Investigations Bureau;
- B. Abolish the Crime Prevention Bureau and transfer the lieutenant, one (1) sergeant, seven (7) officers and two civilian Domestic Violence Coordinators to the Criminal Investigations Division (CID) and the remaining four (4) officers and one sergeant to the Vice and Narcotics Division. The Deputy Chief responsible for the Criminal Investigations Bureau should make the final decision on allocation of staff from the current Crime Prevention Bureau;
- C. Require a formalized Case Management System for all investigations bureaus, connect the bureaus through an automated system and evaluate productivity of personnel assigned; assure that any system is connected to the Department’s records management system;
- D. Assign the officers working the midnight and evening shifts in the Detective Bureau as generalists to the day and evening shift as part of Crimes Against Persons and Crimes Against Property, to include work on Saturday evenings;
- E. Assign the officers working Crimes Against Persons and Motor Vehicle Theft to a City-wide responsibility and the officers working Property Crimes to geographic areas of the City;



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- F. Assign Narcotics Detectives to work past midnight by adjusting the evening schedule to a 7:00 p.m. to 3:00 a.m. shift, especially on Friday and Saturday nights; if 20 officers are retained, consider more officers for the evening/night shift;
- G. Conduct an assessment of Overtime and Court Time earned by personnel assigned to the Narcotics Bureau in 2004 and task force officers;
- H. Abolish the position of School Safety Officer & Transfer from Youth Aid to Patrol;
- I. Rotate officers and supervisors assigned to narcotics and vice crimes on a two- or three-year cycle;
- J. Require the development of a formal Solvability Factors program to be used in making decisions on investigating some crimes;
- K. Determine the reasons why detectives cannot change case dispositions in the records management system and fix it;
- L. Assess the caseload of each officer assigned to criminal investigations; and,
- M. Consider the transfer of officers from the total investigative positions (excluding Student Support Unit) to patrol operations and/or community policing, once basic administration practices and systems are in place.

Efficiency

The only national indicator of police efficiency is Clearance Rates for the seven Index Crimes. In simple terms, the clearance rates refer to the percent of Index Crimes that are solved: a key goal of police agencies. Police departments have been utilizing this important information for more than 30 years. The Springfield Police Department does not collect or utilize clearance rates (solution of crime). Key staff personnel had no knowledge of the clearance rate (the solution of crime) in the Department. Recall that a large number of personnel are investigating crimes. In response to a request for clearance rates, the Study Team was given a statement that had the following message: “not currently tracked.” Assuring that the Department knows or utilizes clearance rates does not seem to be a responsibility of the Police Commission. The recommendations include:



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- A. Initiate a process to collect, report and evaluate Clearance Rates for Murder, Rape, Robbery, Aggravated Assault (as defined by UCR), Burglary, Larceny and Motor Vehicle Theft;
- B. Report the data monthly and year-to-date to the City;
- C. Develop a process, including automation, to track and evaluate efficiency of officers in investigations in all areas and to keep victims informed of the status of their case; and,
- D. Once the clearance rates are determined, assess the data and consider changes in investigative staffing. Two questions: are the current numbers of detectives in each area necessary? What criteria are utilized to determine the number of personnel assigned to criminal investigations?

Response Times

Police departments collect, assess and utilize response time information on emergency calls as indicators of police staffing, deployment, geographic areas of concern and other considerations. The information is utilized as a performance objective in budgeting and staffing. Typically, response times are identified by three or more categories of calls.

Based on input from police staff and the information provided to the Study Team, the Department does not collect and utilize response times as a key performance indicator. Command staff reported that they had not seen any response time studies within the Department. An official who would be required to develop the information could not remember doing a response time study. The information provided to the Study Team on two forms related to time from receipt of the call to the time it was dispatched. The data did not include "Travel Time," a key time element of response time. The current computer aided dispatch system should provide this information. Reporting, utilizing and assessing response times by police officers to emergencies should be responsibilities of police administration. The recommendations include:

- A. Collect, report and analyze Response Times to Priority One, Two and Three calls and then utilize the data as Performance Objectives. The focus should



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be on in-progress crimes (the data seem to be available). The data should be reported by the Department to the City.

Job Descriptions

The Springfield Police Department has no job descriptions for some specific assignments in the Department. Time and time again, employees in the officer and sergeant positions in specialty assignments stated that they had not been give a job description on their current assignment. In the absence of written duties of employees, one supervisor requested employees to prepare a written description of their duties in November 2004. In government, employees are generally given a list of their duties at the time of employment or assignment. Officers and supervisors reported that they learn the job by asking those who have been in the position or through a subordinate. These basic guidelines are typically the responsibilities of police administration. The recommendations include:

- A. Prepare a written description for each function in the Department and incorporate the duties and responsibilities of assigned employees into one central manual for each function; and,
- B. Assure that the employees, civilian and sworn, are given a list of their duties and, if necessary, train them on the duties.

Performance Evaluations

The Springfield Police Department has no formalized performance evaluation program. Personnel in the ranks of officer through Deputy Chief noted that they have not been formally evaluated on their job performance. A particular responsibility of police management is to assure that personnel are performing to their maximum. In this regard, employees in all ranks have a right to know how they are performing and management has a responsibility to tell employees how they are performing. A chief of police should also be evaluated, regardless of the reporting procedures: Police Commission or Mayor. As to responsibilities, this issue is a city-wide problem. The recommendations include:



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- A. Establish a formal Job Performance Evaluation process for all ranks;
- B. Train supervisors on the administration of Performance Evaluations; and,
- C. Utilize the results of Performance Evaluations as part of the selection for specialty assignments and promotions.

Promotions

The promotional processes are dictated by the Massachusetts Human Resources Division (MHRD) for the ranks of sergeant, lieutenant, and captain. Once the eligibility lists are established, interviews are conducted by members of the Police Commission, and promotions are made once approved by the MHRD and State Civil Service. It is at this point in the promotion process where considerable dissatisfaction was expressed by sworn personnel at all ranks in the Department. It was reported that the "Rule of Three," which is available to the Police Commission in its appointing authority capacity, is frequently exercised. Many promotional decisions are therefore viewed as political and unfair.

It was reported that the last promotions made were in 2003 to the rank of captain (i.e., two white males). There have been a number of civil actions relative to promotions and additional cases are currently pending. As currently administered, the promotional process for police personnel in Springfield is not a state-of-the-art process. Given the past processes and the pervasive questions about politics and unfair practices, the City should consider a new course in police promotions. The recommendations include:

- A. Explore options to the current State Civil Service system, and/or
- B. Effect an agreement with the State to delegate the promotional processes to outside vendors;
- C. Utilize an employee's job evaluations as part of the promotional process;
- D. Assure that there are written, job-related guidelines on the interview component, a standard form with specific dimensions to be measured and training for the interviewers; and,
- E. Encourage minority (i.e., ethnic/racial and gender) participation in all promotional processes.



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Training

The Training Division, also called Police Academy, is comprised of a lieutenant, three full-time white male police officers, and one part-time white female civilian who works 16 hours per week. Prior to the lay-offs, the Training Division was comprised of six officers rather than three; it was reported that all were white males. The lieutenant reports to the Chief of Police. This is clearly an atypical organizational arrangement. There are no detailed job descriptions for any training personnel. Officers interested in some form of specialty training submit their request directly to the Chief of Police who approves or disapproves the request. Such requests do not go through the Training Division or Training Coordinator, which is the common practice in law enforcement. The recommendations include:

- A. Ensure that staff of the Training Division are diversified in terms of both race/ethnicity and gender, and that detailed job descriptions exist for all positions;
- B. Ensure that the Commander of the Training Division reports directly to a non-Patrol Deputy Chief; and,
- C. Develop and implement a state-of-the-art Field Training Officer (FTO) program.

Police Policy Manual

The current written directives system is dated, substandard and very fragmented. In this area, there has been an issue of roles and responsibilities. The current “Rules and Regulations” manual was promulgated by the Board of Police Commissioners in 1981. Since that time, there have been some amendments.

Within the Police Department, there seems to have been a series of initiatives to upgrade internal procedures; however, staff reported that there has been no consistent initiative to establish a complete Policy and Procedures Manual. A review of the dates on directives supports their statements. For example, the dates on directives indicate one- and two-year



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gaps in distribution of General Orders. The title on General Orders is the Chief of Police, not the Police Commission. The recommendations include:

- A. Develop a Police Department Policy and Procedures Manual that clearly defines written directives, organizational structure, chain of command, functions, General Orders, Objectives, job descriptions and a section on Rules and Regulations;
- B. Update the current Rules and Regulations Manual promulgated by the Police Commission in 1981 after considering the observations and suggestions in this Report;
- C. Assign the Chief of Police to develop and keep the manual up to date; and,
- D. Train personnel on the contents of the manual.

Selection for Specialty Assignments

Other than the pay and health benefits issues raised by members of the Department, the second most frequently mentioned issue relates to the past practices of selecting officers for specialty functions.

There is no written policy or procedure governing the selection, or de-selection, of personnel for specialized assignments in the Springfield Police Department. Typically, police departments have such policies and procedures in place. Although not involving salary increases, opportunities for assignment to specialized positions, such as training and investigations, are valued by employees. The experience helps them compete for promotions.

Police staff reported that officers have been assigned to their bureaus by the Chief of Police without their being asked for input or their participation. If this occurs, it is not the standard in law enforcement administration.

The selection of personnel for the “Community Policing Unit” should be of concern to the residents. This is a much-touted program in the Department. Without written guidelines or



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policies, it's difficult to determine who made the selection of personnel. Regardless of who made the selections for the Unit, as of February 2005, there were no women or black officers assigned to the "Community Policing Unit." This contradicts the very meaning of community policing. Reportedly, the selection to specialty assignments includes both the Chief of Police and the Police Commission. The recommendations include:

- A. Request a written report from the Chief of Police on any and all selections to specialty positions between January 2002 and April 2005; the report should include criteria for each selection and what role, if any, the Police Commission, Deputy Chiefs and Captains had on each selection;
- B. Prepare a detailed written process for selection to non-patrol functions;
- C. Assure that all vacancies are posted and that the qualifications and criteria for selection are announced;
- D. Assure that the Deputy Chief responsible for the function chairs the selection process;
- E. Request a specific written report on why no women or black officers were assigned to the "Community Policing Unit," which is a separate unit from Safe Guard, as of February 2005; include dates and who made the selection of each member and the selection criteria employed; and,
- F. Inform the employees and the public of the findings.

Administrative Support

There is too much time spent by high-ranking police officials, sergeants and officers typing their own reports. Paying sworn police personnel to type reports on regular time and overtime is clearly not a "Best Business Practice." The City of Springfield should employ additional administrative personnel to support the Deputy Chiefs, Captains and officers assigned to criminal investigations. Funding is a city-wide responsibility. The recommendations include:

- A. Assign an administrative assistant to each of the proposed three deputy chiefs;



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- B. Assign three clerical personnel to criminal investigations functions; and,
- C. Evaluate the administrative support needs in one year.

Patrol

During the Study Period, there were 240 personnel assigned to patrol (Uniform Squads): 211 officers, 19 sergeants, 7 lieutenants and 3 captains. The number of officers varies by shift. Six sergeants were assigned to two squads and seven sergeants were assigned to the evening shift. Personnel are assigned to three squads and three groups within each squad. One group is always off.

As a general staffing pattern, two sergeants are assigned to “inside” jobs and two sergeants are assigned to the “street” on each shift. The inside jobs are the Booking/Detention (also called Lock-Up function) and the Computer Aided Dispatch (CAD) function. The two “street” sergeant positions are assigned to either the north or south portion of the city. With the current requirements for two sergeants to staff “inside jobs” on each shift, the Department has inadequate “street” supervision.

Two officers, sometimes additional officers, are assigned from patrol services to the dispatch center on each shift. In addition, two officers on average are assigned to Booking & Lock-Up. Officers are also removed from the community to staff police records, the position of “Chauffeur” and the Front Desk. To staff these positions, 34 officers are removed from patrol service in the communities of Springfield.

The Department utilizes a combination of one- and two-officer cars in patrol. An analysis of 21 staffing sheets for one week indicated that the Department assigned an average of 8 one-officer cars and 11 two-officer cars per shift. Two-officer cars require more officers.

Patrol personnel are assigned to a 4/2 work schedule. This means that patrol personnel work four days and are off for two days. This schedule affords some weekend days off, but it results in fewer hours of work per year than a 5/2 schedule. The 4/2 schedule, which was negotiated years ago, is in the expired IBPO and SPSA Agreements.



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An analysis of workload data by sector indicates major disparities in sector workload. According to officials, the boundaries of sectors haven't changed in years. Officials reported that they had not seen a total list of calls for service by sector in past years. The assessment of Calls for Service by sector/beat is a standard police administration practice. At the Study Team's request, the crime analysts provided calls for service data by sector for this Study, after they had eliminated some duplicate numbers. Recently, the crime analysts have been developing specific crime data by sector. The recommendations include:

- A. Redesign and/or expand the number of Sectors to more closely correspond to workload;
- B. Explore the use of more one-officer cars;
- C. Develop patrol sector profiles, which detail the required actions by patrol officers on each shift in the particular sector. For example, one task may be to ride through all communities in a sector or sectors a precise number of times per shift, if officers are not responding to calls for service or engaged in other police activities;
- D. Increase patrol supervision by transferring sergeants from dispatch and desk jobs; and,
- E. As part of a long-term strategy, explore alternatives to the Booking/ Detention function.

Traffic Bureau

According to a staffing list provided to the Study Team, there were 19 personnel assigned to the Traffic Bureau. The numbers varied by source. The primary functions of the Traffic Bureau were described as follows: A) Accident Investigation, B) Traffic Enforcement; and, C) Funeral Escorts.

A 1993 Springfield Police Department study by a Massachusetts firm recommended that the evening "traffic" shift be abolished and the personnel assigned to patrol. This action did not occur. The traffic recommendations include:



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- A. Transfer the Traffic Bureau to the Field Operations Deputy Chief for coordination with patrol officers;
- B. Abolish the evening “traffic” shift and transfer six officers to patrol;
- C. Transfer the Captain position to Field Operations; and,
- D. Staff the unit with one lieutenant, one sergeant and nine officers to work day work.

Fleet/Garage

The Springfield Police Department fleet is very substandard. The Study Team has never seen so many police vehicles with more than 100,000 miles in a police department. A February 2005 report from the Garage supervisor indicated that there are 255 vehicles in the fleet. The age of the vehicles range from 1992 to 2005, with the average being 1997 and 1998. There is no written vehicle replacement program.

The function is staffed with one police sergeant, one police officer and three civilian employees. The 1981 Rules and Regulations manual refers to a sworn position in the Garage. The sergeant’s duties include overseeing the repair and maintenance of all vehicles, equipment, state inspections, acting as backup on some limited building maintenance, and plowing snow in the parking lots. The police officer acts as backup to the sergeant. He enters data into the computer, does some accounting for outside purchases, and assists the sergeant in picking up Department vehicles from satellite police facilities for transportation to the garage. These are not standard police jobs in the U.S.

Although the City recently added new cars and that action should be applauded, the City should do its very best in upgrading the police fleet. The recommendations include:

- A. Establish a written Vehicle Replacement Plan & consider downsizing fleet;
- B. Consider a goal of replacing marked police vehicles at 70,000-80,000 miles;
- C. Consider leasing vehicles to accelerate the upgrades and minimize initial fiscal impacts;
- D. Amend the Rules and Regulations relating to the Garage function, transfer the sergeant position and officer to patrol;



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- E. Contract maintenance; and,
- F. Conduct an inventory of all vehicles in the back lot of the Police Building and remove any vehicles that are junked or not city vehicles.

Dispatch and Communications

The City of Springfield has been using 9-1-1 for all types of calls from residents. The standard in the United States is to utilize 9-1-1 for emergencies only. In some municipal governments, one will be cited and fined for multiple uses of 9-1-1 for non-emergency calls. Dispatch personnel noted that citizens call 9-1-1 to inquire about the weather, check on school closings, and ask about other types of information. When a 9-1-1 caller is reporting a fire, the caller is transferred to the Springfield Fire Department. If the caller is reporting a medical emergency, the caller is transferred to an ambulance company.

Due to fiscal constraints, a number of civilians in dispatch were laid off. Unfortunately, this action resulted in police officers being removed from patrol to staff the center. Police sergeants, who are trained on dispatch, are rotated from patrol duty to the dispatch center. The dispatch center is staffed with 22 full-time and four part-time civilian dispatchers. The Chief of Police has requested civilian dispatchers. The recommendations include:

- A. Make whatever changes necessary to assure that the computer systems in the Department are not contributing to reporting problems and redundant work of employees; and assure that the different systems “talk” with one another;
- B. Employ 8-10 additional civilian dispatchers and assign the 10-12 officers to patrol duties;
- C. Consider civilianizing the sergeant positions in dispatch as soon as possible and assign the sergeants to street patrol duties;
- D. Assure that the civilian call-takers and dispatchers in the Springfield Police Department are paid at the average of similar classifications in other cities in Massachusetts;



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- E. Utilize 9-1-1 for emergency calls only and promote the use of a 7-digit telephone number for non-emergencies;
- F. Establish a job description for “Dispatch Supervisor” to supervise the operations on each of the three shifts;
- G. Consider uniforms for civilian call-takers and dispatchers; and,
- H. Develop a communications and dispatch manual that includes all personnel, operational and administrative activities.

Records

The Department has one captain, four permanently assigned police officers and six civilian employees in records. The civilians work day work, Monday through Friday. A February 2005 staffing chart reflected only two officers in the “Records Unit” and that the Captain position was assigned under the “Chief’s Office.” There have been four officers assigned to records for some time and the Captain has been reporting to the Senior Deputy Chief for more than a year. The duties of officers include clerical duties, entering data in a computer, record checks, training cadets, filing, handling tows and telephone answering.

It is important to note that the Records function is open to the public only from 8:00 a.m. to 4:00 p.m., Monday through Friday. The terminal for Criminal Justice Information System (CJIS), which is necessary for criminal history checks, is located in records; therefore, as currently configured, someone has to work in records to access the Department’s records management system and state CJIS on the evening and midnight shifts for the Booking/Detention function and the Dispatch function. The Study Team was told that the state authorized only one terminal for CJIS. This reduces the options of the Department. The recommendations include:

- A. Retain the Captain position in Records until a civilian manager is hired and trained; then assign the captain to deputy commander of Support Services or phase out the position;
- B. Civilianize the four police officer positions and transfer the incumbents to Field Operations: patrol or community policing unit;



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- C. Explore the feasibility of a second CJIS terminal; and,
- D. Transfer the Clerk's Office function and employees to Records and reassess staffing as a combined function.

Technical Services Manuals

The Department has no operational manuals on a number of key functions. A technical manual typically identifies operations, administration and processes within a specific function. Job descriptions for each position in a function should be developed as part of a manual. The following manuals should be developed and reviewed as soon as possible:

- A. Records Management Manual;
- B. Communications and Dispatch Manual;
- C. Booking/Detention Manual, to include evacuations and use of telephones;
- D. Identification & Photo Lab Manual;
- E. Property and Evidence Manual for all three evidence rooms, including access and Camera monitoring; and,
- F. Crime Analysis Manual.

Utilization of Civilians

This report suggests civilianizing and/or transferring approximately 45 officer, sergeant and lieutenant positions that are in desk jobs and a variety of specialty or technical positions. The Department will need some civilians for replacement, but not 45. In 2005, sworn personnel are assigned to filing records, taking telephone calls in dispatch, keypunching data from one system to another system, updating anti-virus programs on computers, managing computer networks, managing the laptop program, researching computer and other systems and transporting vehicles. These assignments are not the standard jobs for police officers in the United States. The recommendations include:

- A. Civilianize and/or transfer 45-48 sworn positions; this excludes the Booking/Detention positions at this time, but these positions should be



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considered if the City retains this function. The positions include radio repair, garage, computer information systems, crime analysis, records management officer (IMC), records officers, dispatch officers and sergeants, Clerk's Office sergeant, grants sergeant, property, chauffeur, supply and court liaison; and,

- B. Develop a career track for civilian employees in the Police Department.

Officer Career Track

The Study Team supports two career tracks for sworn police personnel. One is the standard supervisory track. A second is one that recognizes veteran high achievers at the officer level in patrol and criminal investigations and one that can assist the Department in meeting objectives related to essential baseline services.

As a way of recognizing talented top-notch police officers, the City is encouraged to explore a position of Master Police Officer (MPO). The MPO would be paid an additional five percent for his or her work while in the MPO position. Although a job description would be required, duties for an MPO should include Field Training Officer in patrol, investigate or coordinate the investigation of some crimes and assist officers in complex cases. The recommendations include:

- A. Explore the establishment of 30 MPO positions in uniformed services patrol, traffic and street crimes) and 10 in criminal investigations;
- B. For the MPO in uniform, the officers would be provided with a chevron for the sleeves of their shirts and coats; and,
- C. The process for selection should remain within the Department and be administered by the Deputy Chiefs of Police. A formalized selection process with input from sergeants, lieutenants and captains should be established.



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Crime Analysis

Crime analysis has been utilized in progressive police departments for decades. The Department has two police officers assigned to this function and one sergeant providing oversight. The police officer transferred to the function in 2004 was not given a job description for the position. The sergeant has not been trained on crime analysis. The two police officers seem very dedicated to their tasks, but they have been required to spend what seems to be an inordinate amount of time in extracting data from one system and entering the data into another system. The City transferred the officers out of the function last year and then reassigned two officers later in the year. This action, reportedly by the Police Commission, was not viewed positively in the Department.

The crime analysis function must occupy an important place in the organizational structure of the Springfield Police Department. The recommendations include:

- A. Civilianize one of the officer positions within a year and the second within two years;
- B. Assure that the crime analysts are meeting with detectives and patrol officers during shift changes to exchange information;
- C. Provide crime analysts with a written job description for the function;
- D. Assure that Deputy Chiefs hold weekly meetings among patrol, traffic, street crimes unit and criminal investigations commanders and their on-duty staff; and,
- E. Consider a civilian planner to conduct research and planning for new programs and technology.

Court Liaison

Five police officers and one sergeant are assigned as court officers for the Adult Court. They report to different commanders in the Police Department. One (1) officer is assigned on a part-time basis as liaison to the Juvenile Court. In discussions with police staff and stakeholders, there is strong support to cross-train these officers, enhance the dress code,



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transfer some to patrol after cross-training and hire civilian employees. The recommendations include:

- A. Develop a job description for Court Liaison officers/personnel;
- B. Cross train the officers;
- C. Transfer five officer positions, not necessarily the incumbents, to community policing or patrol;
- D. Assign personnel to wear a Uniform or Business Attire; and,
- E. Staff the Unit with one sergeant, one part-time officer for Juvenile Court and two cross-trained civilian employees.

Property/Evidence and Supply

The property and evidence functions are located in three separate commands. The central property room is staffed with two police officers. Detectives handle the other two property/evidence rooms as a collateral duty. Central property officers estimated about 60,000 pieces of property/evidence. The computer tracking system has a bar-coding capability, but the scanner stopped working some time ago and has not been fixed. The computer property tracking system does not interface with the other computer systems. The Narcotics Bureau and Crime Prevention Bureau have evidence rooms. Narcotics has a system for entering data, but it is not connected to the central property system. Reportedly, there is no written manual for any of the three property/evidence rooms.

The Supply Unit is staffed with one sergeant and two police officers; they work from 7:45 a.m. to 3:45 p.m., Monday through Friday. According to the Department organization chart, this function is within the Office of the Chief of Police.

The Supply Unit is responsible for Department property, such as police uniforms, protective vests, weapons and ammunitions and office supplies. They are also responsible for Extra Duty details. Supply Unit staff could not produce a policy manual governing operations in the Supply Unit. They had no job descriptions specific to the function. The



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manuals, job descriptions in functions and systems are police administration responsibilities. The recommendations include:

- A. Develop manuals for all three property/evidence rooms and the Supply Unit;
- B. Establish job descriptions for personnel assigned to property and supply;
- C. Civilianize the officer positions in property and supply; retain sergeant;
- D. Assure that a computer system connects all three property rooms and the Records Management System; and,
- E. Combine Property & Evidence Rooms and Supply into one function.

Dress Code

Members of the Department and stakeholders noted that the clothing worn by police officers and supervisors in functions, especially those positions in Court Liaison and the Office of the Chief, is very casual. Some stakeholders also voiced concerns about the casual attire worn by sworn personnel on duty, noting that police personnel appear in casual clothing at public meetings. The Study Team noted officers, sergeants and lieutenants wearing casual clothes in the Police Building and at the District Court. On the other hand, the deputy chiefs and captains were usually wearing uniforms or business attire. The recommendations include:

- A. Establish a Dress Code for Sworn Personnel in the Police Department: uniform or Business Attire for men and women; the exception is for personnel working in an undercover or Task Force assignment. (A civilian dress code, including issued uniforms for dispatchers, should also be established.)
- B. Enforce the Dress Code.



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Booking & Detention/Lock-Up

One sergeant and two police officers are assigned to Booking/Detention (also called Lock-Up) on each shift. For three shifts, the staffing requirements are 11 officers (5.5x2) and six sergeants. The sworn personnel are responsible for overseeing the male cell block. A civilian matron is responsible for watching the female cell block. When the matron is off, women officers are required to watch the cell block. This requires three officers to be removed from patrol. A 1993 Springfield Police Department Study included recommendations on Booking: "It is our recommendation that the department make use of non sworn personnel to manage and operate the Booking Room." The report noted the major drain on patrol resources at that time. If this function were civilianized, one option is to utilize the approximately 11 officers and six sergeants for patrol duties.

Sworn personnel in the Lock-Up could not provide the Study Team with any instances of formal training in lock-Up procedures. This lack of training, combined with the lack of a policy manual for the Booking/Detention (Lock-Up), should be of great concern to City officials. The potential liability exposure is enormous. Formal training in this area does not seem to be a responsibility of the Police Commission. The recommendations include:

- A. Explore whether the Sheriff's Department can handle this function;
- B. Provide training to all personnel working in the Lock-Up function;
- C. Report how many hours women officers are assigned to matron duties by month; and,
- D. Develop a detailed manual on the Booking/Lock-Up function.

Bars

There were various comments from sworn personnel and residents about police personnel or their spouses owning bars. Some thought that sworn personnel owned bars, some thought that officers worked in bars in the city or nearby, and others stated that if officers own bars, they must have to work in the bars. Typically, police departments have strict rules against sworn personnel working in bars. The underlying conflicts in such an



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arrangement should be quite apparent. For example, if an officer or supervisor is a 10 percent owner (or more) in a bar and violations are observed, there is some question or perception about whether enforcement will occur for the violation. Moreover, there is the issue of other law enforcement agencies' perceptions, which could lead to a reluctance to share information about suspects or crimes. In working with police agencies in every region of the nation, the Study Team has never heard of police officers owning or working in bars. To put some light on this subject, the recommendations include:

- A. Determine whether current City codes or rules allow for Springfield sworn police personnel to own and/or work in bars within the City or outside the City; and, determine whether any sworn personnel own or work in bars;
- B. If personnel own or work in bars, consider a rule prohibiting sworn police personnel from owning bars and/or working in bars, regardless of the location.

Human Resources Management (HRM)

The City is encouraged to upgrade other HRM practices not previously mentioned in previous sections. The Study Team has identified more than 50 recommendations to provide improvements in HRM. For details, the Chapter on HRM should be read. These recommendations relate to the need for more focus on minority and women applicants, training, performance evaluations, promotions, investigation of internal complaints, sick leave, injured on duty leave, and career development. The recommendations include:

- A. Initiate a structured and targeted recruiting program designed to attract racial/ethnic and gender minorities for both police Officer and Cadet positions;
- B. Explore ways of enhancing the presence of racial/ethnic and gender minorities in supervisory positions;
- C. Consider an application fee reimbursement program;



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- D. Ensure that applicants selected for Cadet positions will be able to pass police officer requirements not employed in the Cadet selection process (e.g., physical abilities test);
- E. Ensure that the Commander of the Training (Academy) Unit reports directly to a non-Patrol Deputy Chief, not the Chief of Police;
- F. Ensure that a state-of-the-art Field Training Officer (FTO) program is developed and implemented;
- G. Ensure that hard copies of training bulletins are maintained on file, and are available as needed by personnel;
- H. Continue to provide a physical fitness incentive for officers, and increase the current \$150.00 stipend if possible; more needs to be done on physical fitness;
- I. Ensure that all training requests are directed to the Training Unit, and approved or disapproved by the Superior Officer/Commander, not the Chief of Police;
- J. Distribute current citizen compliment and complaint process booklet in the Spanish language;
- K. Implement an Early Intervention System to identify employees requiring remedial actions;
- L. Develop and implement a formal suggestion program;
- M. Institute a procedure for the systematic logging of all citizen compliments of police officer conduct; and,
- N. Continue to utilize the company managing the sick & injured on duty leave;
- O. Assure that all uniformed personnel wear name tags;
- P. Assure that all operational practices are in compliance with all CALEA standards pertaining to labor management relations.

Facilities

The space in the current Police Building is inadequate. The cell block takes a substantial amount of the existing space. The Department's Internal Investigations Unit (IIU) and the Community Policing Unit office are located off site. The City, Department and developer



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who donated the space are to be commended for this partnership. It was reported that the Chief of Police initiated this action. The Youth Assessment Center is also located off site.

Within Headquarters, there is insufficient space for the property room, interview rooms for victims and witnesses, and staff. There are three evidence rooms that should be consolidated with property, but the property room has insufficient space. The facilities issue is a city-wide responsibility. The recommendations include:

- A. Consider development of a long-term plan for facility needs; consider options of modernizing the existing building, leasing and construction.

Alternate Response Plan/Telephone Reporting

Telephone reporting has been utilized in law enforcement for three decades. The 1993 Springfield Police Department Study recommended a telephone reporting program (alternate response). An April 2004 report to City officials from the Chief of Police noted that a Deputy Chief had been assigned to develop a procedure to implement an Alternate Response Plan. A General Order, dated January 2005, was provided to the Study Team.

Records indicate that there have been two prior initiatives to take reports of crimes in an alternate way (not dispatching an officer). According to employees at different ranks, there were some problems with each, such as no training of officers taking the calls. It is unclear why a General Order on this subject took more than 10 years. Based on directives, the Police Commission does not prepare General Orders. The recommendations include:

- A. Develop a Written Alternate Response Plan, which should include Performance Objectives and very specific details about the process;
- B. Assure that a police officer will be dispatched to any offense if the victim requests an officer;
- C. Quantify “substantial loss” and identify the “Response Group” in the recent General Order.



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- D. Assure that there is public education on the program and training of personnel participating in the Alternate Response Plan before any further use of Alternate Response.

Community Policing

The Department has been active in community policing for years. Notwithstanding the discussions and statements about community policing in Springfield, staff reported that there is no written Department-wide community policing plan relative to the roles, responsibilities and duties of each function within the Department. At least, staff stated they had not seen a plan that included all functions.

On the positive side, the list of programs implemented by the Department is impressive. There is a video that explains some aspects of community policing. The participation by citizens in Beat Management Teams is a very good program in Springfield. The Chief of Police has been a strong advocate of community policing. There is strong support from some community leaders for more officers in the Community Policing Unit. This Report identifies a way to expand the Community Policing Unit.

The Community Policing Unit is staffed with 17 sworn personnel, one captain, one sergeant and 15 personnel. A February 2005 staffing chart indicated 1 lieutenant (later changed to captain), one sergeant and 14 officers with two Hispanic male personnel; the remainder are white males. Accordingly, based on written reports, there are no women and no black officers assigned to the “Community Policing Unit.”

According to staff, the Safeguard Task Force (Unit) is staffed with 15 sworn personnel: one lieutenant, two sergeants and 12 officers. This is a separate organizational unit from the “Community Policing Unit.” A staffing chart provided to the Study Team in February indicated one sergeant and 9 officers. Ostensibly, personnel in this function were to be identified with community policing to allow for flexing schedules; however, records indicate overtime was being charged for work after midnight on weekends; this was before the Department-wide initiative to staff more personnel on overtime in late March and April.



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The Community Policing Liaison unit is a one-person civilian position. The Crime Watch/Elder Affairs Unit is staffed with one sworn position. The latter two functions are located organizationally within the Office of the Chief. Two Housing Unit Officers are also assigned under Community Policing, and one officer is assigned to the Taxi Unit. The recommendations include:

- A. Develop a Comprehensive Written Plan on Community Policing in Springfield, including the roles and responsibilities of each function and specifically those assigned as the Community Policing Unit, Safe Guard Unit (renamed Street Crimes), Liaison, and Crime Watch/Elder Affairs officer;
- B. Assign the Community Policing Unit, the Street Crimes Unit, the Community Policing Liaison and Crime Watch/Elder Affairs Officer to the Field Operations Bureau. The Senior Deputy Chief should decide the reporting relationships within this Bureau and the role, if any, of the Crime Watch/Elder Affairs officer;
- C. Add officers to the Community Policing Unit and Street Crimes Unit through civilianization of non-police functions (identified under civilianization) or transfers;
- D. Ensure that the workforce comprising the Community Policing Unit is diversified in both race/ethnicity and gender; and,
- E. Request a written report on the date and criteria employed for selection of officers currently assigned to the Community Policing Unit, and what, if any, role did the Police Commission, the Deputy Chiefs and the Unit Commander at the time have in the selection process for this Unit.

Staffing

There has been much discussion about police staffing in Springfield. A number of public statements note that the current staffing is below the authorized level and below past years. It was reported that the Springfield Police Department increased its staffing level by 112



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officers in the mid-and late-1990s through federal grants, which paid about 75 percent of the officers' salaries. The funding for this program at the federal level was phased out.

In the judgment of the Study Team, the Springfield Police Department has more than an adequate number of sworn police personnel; however, too many officers, sergeants and lieutenants are in desk jobs, clerical work and technical work. The suggestion is to retain the current 460 sworn personnel for now, but reallocate the positions through the hiring of civilians and introduce "Best Business Practices" in the Department, some of which have been mentioned under specific sections. Further, increase civilian staffing by 22 positions, most of which are dispatchers. The recommendations include:

- A. Assign the Chauffeur positions to patrol sectors or Foot Beats and assign patrol sergeants to distribute long guns and any other equipment (an increase of 5 to 6 officers in the community); there will be more patrol sergeants with the proposed changes;
- B. Increase staffing Community Policing Unit by through civilianization/transfer of officers in Court Liaison and officers in Photo Lab;
- C. Initiate steps to civilianize sworn positions assigned to the Office of the Chief; retain one sergeant and one lieutenant position as staff; assign to Field Operations;
- D. Initiate civilianization of the patrol sergeant positions assigned to dispatch and assign the sergeants to patrol duties (an increase of 5-6 sergeants in patrol or other uniformed assignments);
- E. Consider increasing the number of patrol cars in the City with existing staff by utilizing more one-officer cars and decreasing the number of two-officer cars. This initiative would increase police visibility of existing officers assigned to patrol, separate and apart from additions outlined in "A" through "D" above;
- F. Staff two Foot Beats in the Downtown Business areas for 16 hours per day;



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- G. Assess the need for the current number of sworn personnel assigned to criminal investigations based on specifics;
- H. Evaluate the results of staffing changes and the reallocation of sworn personnel in six-month increments for three years and adjust sworn staffing based on that analysis; and,
- I. Budget Police Department positions based on performance objectives and for a specific function; any changes of positions should require the approval of the Mayor.

Labor/Management Relations

There are two sworn labor groups in the Springfield Police Department: the International Brotherhood of Police Officers (IBPO), and the Springfield Police Supervisors Association (SPSA). Both groups have labor agreements, which expired on June 30, 2003, and June 30, 2004, respectively. These agreements continue to be in effect and govern labor management relations issues. A review of the content of both of these agreements impressed the Study Team as being quite reasonable; that is, infringement on management rights was minimal. The civilian employees are represented by the American Federation of State, County and Municipal Employees Council 93-Local 1596 B. This agreement expired in June 2003.

Only personnel at the rank of police officer are included in the IBPO bargaining unit. The Supervisors agreement includes sworn personnel at the ranks of sergeant, lieutenant and captain. The Illness (sick leave) provision in the Agreements refers to a City Ordinance, Chapter 18, Section 31-40, Sections 2.60.240 through 2.60.300, which seem to allow 12 weeks (60 days) of illness (sick leave) or disability for city employees. The Study Team has not seen that in any labor agreement in any municipal government. The recommendations include:

- A. Settle the pay and benefits issues as funding permits;
- B. Remove restrictions to the civilianization of sworn positions found in the labor agreements; and,



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- C. Revise the City Ordinance relative to Illness (sick leave) and consider 10 to 15 days per year.

Organizational Structure

The Springfield Police Department organizational structure is dysfunctional and the structure does not promote teamwork, given current assignments and practices. The Captain in charge of the Detective Bureau, which is responsible for investigating murder, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft, has no police lieutenant to assist in managing more than 50 members. Two lieutenant positions are assigned within the Office of the Chief. The recommendations include:

- A. Staff the Department with three Deputy Chiefs, 11 Captains, 19 Lieutenants and 43 sergeants from existing sworn (increases supervision);
- B. Establish three Bureaus to be staffed with the rank of Deputy Chief:
 - 1. Field Operations – staffed with the Senior Deputy Chief;
 - 2. Criminal Investigations – staffed with a Deputy Chief;
 - 3. Technical and Support Services – staffed with a Deputy Chief.
- C. Transfer all functions now in the Office of the Chief, except the Community Policing Liaison and Crime Watch functions, to a Deputy Chief of Technical and Support Services;
- D. Transfer the Community Policing Unit, the Community Policing Liaison position and the Crime Watch/Elder Affairs officer to the Field Operations Bureau under one Captain;
- E. Transfer the “Street Crimes Unit,” formerly the Safe Guard Unit, to the Field Operations Bureau, Senior Deputy Chief, to coordinate with patrol officers;
- F. Transfer the Internal Investigations Unit to the Office of the Chief;
- G. Transfer the responsibility for Public Information to the Office of the Chief and assign the function to the lieutenant in the Chief’s Office or consider a civilian employee with experience in communications and media relations;
- H. Assign one Captain as the Executive Officer to the Senior Deputy Chief; and,



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- I. Transfer the Traffic Bureau from the Deputy Chief handling criminal investigations to the Field Operations Bureau to coordinate with patrol.

Accreditation

One progressive law enforcement program that requires a police department to maintain “Best Practices” is accreditation. To become an accredited police department, an agency must comply with a body of standards that were originally developed by and for local law enforcement. The recommendations include:

- A. Seek Accreditation of the Department;
- B. Support the Accreditation initiative with a civilian planner;
- C. Assign the responsibility to the Chief of Police; and,
- D. Provide progress reports to the City.

Potential Obstacles

The City of Springfield may have to negotiate a number of the recommendations in this Blueprint for the Future. However, the requirement to negotiate suggested changes should not be interpreted that nothing can be or should be done. The Study Team recognizes and appreciates the importance of labor agreements. A substantial number of the recommendations that officers, supervisors and command staff suggested, as well as the pay and benefits issues, are in this Report. For example, there will be fewer officers and supervisors working in desk jobs, and few, if any, officers and supervisors having to rotate to jobs that were described by some as “punishment posts.” Moreover, there will be an increase in “street patrol” officers, which should improve safety for everyone.

The proposed changes can assist the City in addressing salary increases, health care benefits, staffing and the potential for a non-supervisory career track for 40 police officers.

A second obstacle is the “Ability to Pay.” Based on comparative data, the City of Springfield has been paying a higher per capita cost for police services than cities of



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comparable size that report to the ICMA. Moreover, the 2003 staffing ratios for sworn and civilian employees in Springfield are higher than cities of similar size in Massachusetts and cities in New England and the Northeast. One might point to the volume of serious crime in Springfield. Over 20 years of evaluating police staffing and crime in cities from Seattle to Fort Lauderdale and Los Angeles to Hartford, the Study Team has not determined that more officers lowers the crime rate in a city; this includes evaluations of police agencies in cities that hired officers under the federal COPS program in the 1990s. Based on the FBI historical data for Springfield, the crime rate in 1982 was 94 Index Crimes per 1,000 residents and 93 crimes per 1,000 in 2002, 20 years later; yet, there were 100 more officers in 2002 than 1982. Of course, given the various and inconsistent Index Crime data, substantial caution is required in interpreting the data.

Anticipated Outcomes

In charting a long-term course for a police department in the areas of personnel, operations, services, management, and administration, it is not possible to delineate all the anticipated outcomes or returns on investment. In addition to resolving the roles and responsibilities of the Police Commission and the Chief of Police, a longstanding issue in the City of Springfield, the anticipated outcomes from this Master Plan include:

1. Improved **Accountability**;
2. Improved Morale;
3. Enhanced Career Opportunities for uniformed officers;
4. Enhanced teamwork among staff and operational personnel;
5. Improved management of police personnel;
6. Use of clearance rates for serious crimes – a Key Performance Indicator;
7. Use of Response Times on Emergency Calls – a Key Performance Indicator;
8. Use of Citizen-Initiated Calls for Service – a Key Performance Indicator;
9. Use of Case Management in Investigations – a Key Performance Indicator;
10. Reduced overtime costs; – a Key Performance Indicator;
11. State-of-the-art and Fair Selection Process for Specialty Positions;
12. Improved officer and citizen safety;
13. Increased efficiency of patrol and investigative personnel;



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14. Increased use of trained civilian personnel;
15. Reduced time of sworn police personnel performing clerical functions;
16. Improved job performance;
17. Reduced potential for liability exposure;
18. Enhanced capabilities for planning and policymaking;
19. Improved quality of life in the City (residential neighborhoods, parks, schools, condominiums, apartments and businesses);
20. Improved planning capabilities for deployment, programs, and budgeting;
21. Enhanced interaction with residents and community groups;
22. Enhanced coordination with other police agencies;
23. Enhanced recognition of civilian employees' concerns;
24. Enhanced staffing of specialized patrols without overtime;
25. Increased Patrol Officer visibility in the communities;
26. Enhanced participation by stakeholders in crime prevention activities;
27. Reduced insurance costs through accreditation; and,
28. Enhanced status of City of Springfield through an accredited police department.

Fiscal Impacts

The fiscal impacts of this Master Plan will depend on actions relative to pay and benefits, negotiations, timing of recommendations, upgrading of fleet (purchase or lease), civilianization and a career track for officers (MPO). Civilianization of one sworn position may realize up to \$25,000 in cost avoidance, when the loaded costs for a mid-level sworn member is contrasted with a mid-level civilian employee. With the utilization of 30 to 40 sworn positions, the cost avoidance over five years could be substantial. As noted previously, some of these funds, if realized, should be ear-marked for consideration of pay and benefits.

The upgrade of the police fleet will require major capital outlays. This upgrade is long overdue. A lease should be considered as a way of enhancing the fleet to spread out the



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costs over years. Additional civilian employees will off-set some of the cost avoidance from police positions being transferred from specialty positions. The long-term capital costs for a new or modernized facility will depend on the potential for upgrades to the current building or whether a new facility should be built for the future. The Study Team was positively impressed that one business official in Springfield has donated space to house the Internal Investigations Unit and a downtown community policing office.

Most of the recommendations in this Report relate to “Best Business Practices” and standards in law enforcement administration, which are not related to costs. The return on investment for enhancing human resources management and resolving longstanding issues should boost morale, which should benefit everyone except criminals. The City should request City Finance to determine fiscal impacts once decisions are reached on any recommendations in this Report

Quality of Personnel

The Study Team was positively impressed with the quality of most sworn and civilian personnel in the Springfield Police Department. The educational level of command staff is quite impressive. The attitudes of labor officials in the IBPO and the SPSA were very balanced on the needs of their members and stakeholders in Springfield. The Mayor, Police Commission, property owners, business officials, tourists, and residents can be very proud of these men and women in the Springfield Police Department.

Suggested Timeline

This Report contains more than 200 recommendations. A timeline with 80 recommendations is included at the end of this Report to assist officials in clarifying any issues, considering change, ordering priorities, making decisions and tracking the progress of any recommendations that are implemented. This Police Department Master Plan should be reviewed and updated annually by City and police staff.

