

**Management and Operations Study of the
Police Department**

TOWN OF WATERTOWN, MASSACHUSETTS

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April, 2012

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1 INTRODUCTION AND EXECUTIVE SUMMARY

This first chapter provides a summary of the process utilized by the Matrix Consulting Group to conduct this assignment, and provides an Executive Summary of our principal findings and recommendations.

1. INTRODUCTION.

The Matrix Consulting Group was retained by the Town of Watertown to conduct and develop a Public Safety Study of the Watertown Police and Fire Departments (WPD and WFD). The scope of services defined in the Town's original request for proposals was comprehensive and focused on the following broad topical areas in the Police Department:

- Identify service needed for Watertown based on the characteristics of the community, statutory and regulatory requirements for response and delivery and comparison with current ability to fulfill the needs and expectations.
- Identify the public safety risks and prioritize the level of risk that must be covered based on the data and operations of the public safety departments. The type, frequency, distribution, response times, mutual aid and/or contractor provided services, staffing policies, reporting of emergency and routine responses to all services will be included.
- Define services performed by each department, any duplication of services, and services that are not currently provided, but are needed.
- Review the current centralized dispatch operation located in the new police station for Watertown emergency public safety services, including the current organization, management/supervision, training, schedule and data/technology required for each department. Comparison with other similar communities and the possible feasibility of consolidation with other departments will be included for consideration.
- Assess the current plan for deploying the required number of public safety officers and supervisors, along with vehicles / apparatus used and recommend cost effective alternatives based on the type of incident for each department. Evaluate whether there are recommended changes to improve efficiency and

delivery of service.

- Evaluate schedules for assigning required personnel, including appropriate staffing, supervisors, management, and support staff to respond from the initial call for routine and emergency service through to generating the incident report and findings, and any subsequent proceedings such as court appearance, legal action, or insurance resolution or inspection.
- Identify the required staffing levels to meet the needs of the community in the most cost effective and complete manner and examine the use of overtime and leave time for each department and in Watertown and comparable communities including operating costs, personnel impacts, and impact on delivery of service and work load.
- Evaluate feasible options for public safety service and delivery to determine whether services can be effectively shared with other public and/or private entities. Evaluate needs for service backups. Review the possibilities and cost implications of contracted services vs. staffing in each department.
- Evaluate current and planned vehicle/apparatus configuration/acquisition/replacement, maintenance and assignment practices to determine whether the existing operations are the most cost effective implementation.
- Evaluation of Departmental policies and procedures and collective bargaining provisions that impact the efficient operations of the department and public safety service delivery. Review education and/or prevention training requirements, and funding allocation in comparison to other communities and standards. Include possible recommendations that may improve the current policies, procedures, training and delivery of services in the most cost effective manner.

The project was conducted during the second half of 2011 and early 2012 by the Matrix Consulting Group project team. To conduct the assignment, the members of the project team engaged in a variety of activities, including the following:

- Met with senior management staff in the Town.
- Interviewed all members of the command staff in the Police Department.
- Conducted one-on-one or small group interviews with more than one-third of the staff in the Police Department in all functions.
- Collected data describing workload, finances, policies and procedures, accreditation, salaries and wages, benefits, use of leave and other key descriptive factors.

- Develop a descriptive profile of the Police Department that was reviewed with staff. This has been included as an appendix to this document.
- Developed, distributed and reviewed a confidential employee questionnaire that was focused on assessing employee attitudes about service levels, staffing, equipment, training, management systems, internal communications and other key factors. This was also reviewed with Town staff. This has also been included as an appendix to this document.
- Compared the WPD to a series of best management practices and attempted to conduct a survey of benchmark communities to identify potential issues for further study in the course of this project. ¹ The best practices assessment has also been included as an appendix to this document.

The final step in this process has been the development of this final report. The following section provides a summary of the project team's key findings and recommendations.

2. EXECUTIVE SUMMARY

It is important to place any analysis such as this into a complete context. A study such as this one, necessarily focuses much of its attention on improvement opportunities which need to be addressed in a client agency. However, this study process has also identified many positive characteristics for the Watertown Police Department. This conclusion was established from:

- Our extensive input and interaction with staff in the organization.
- The 'best practices' assessment process utilized in this study was also key to understanding that the Department has a history of providing high levels of service and a wide range of services in a cost effective manner.

The project team feels that it is important in this Executive Summary to highlight at least some of the positive features of the Police Department. The table, below, summarizes just a few of these positive attributes:

¹ Only a single community responded to the benchmark survey (Woburn).

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|--|
| Field Operations |
| The Police Department provides excellent response times to the community on emergency calls for service. Priority one response times average 3 minutes and 53 seconds. |
| The Police Department deploys various pro-active personnel in the field, including traffic officers and a task force officer. |
| The Police Department has an innovative briefing processes utilizing Digital HQ to ensure briefing information and training is delivered consistently to all shifts. All personnel in the Department use this system which is a model in the Commonwealth. |
| Patrol officers complete investigations in the field that do not require extensive time for follow-up allowing detectives to focus on more time consuming cases. |
| The Police and Fire Departments have a joint dispatch center. |
| Detectives |
| The Police Department utilizes an automated case management system to assign and track cases. |
| The Detectives have weekly meetings to discuss case assignments, status and general issues. |
| The Police Department has several interview rooms, which allow all interviews to be recorded. |
| Support Services |
| The Police Department effectively allocates a School Resources Officer to proactively work with the public schools in the Town. Moreover, the Department works with Town schools on critical incident planning and training. |
| Records management systems are automated and integrated throughout the Department. |
| Reports for in-custody persons are typically processed and submitted to the prosecutor the morning following an arrest. |
| Watertown Police Department follows and established records retention schedule for both felony and misdemeanor cases. |
| The evidence room has limited access to appropriate staff and all evidence is bar coded and entered into the evidence management system. |
| The Police Department conducts annual and random unannounced audits of the evidence room. |
| The Police Department conducts in-house training, which exceeds the 40 hours required by Massachusetts General Law. |
| The Department has an innovative program of interns which are pulled from area universities to assist the Department in a variety of analytical and other support functions. |
| The Police Department conducts a quarterly customer satisfaction survey to residents using police services to gauge how satisfied they were with the police response. |

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| The Department is one of only seven departments in the Commonwealth involved in a diversion program that results in reduced demands on the jail but also deals with offenders with mental health or substance abuse issues in a more appropriate way. |
| Management / Administration |
| The Police Department has a mission statement which is published publicly on its website. |
| Newly promoted supervisors attend a two-week Massachusetts Police Leadership Institute course. |
| The Department participates in disaster preparedness and homeland security planning and drills both locally and regionally. |
| The Department participates as part of the North Eastern Massachusetts Law Enforcement Council (NEMLEC), which provides assistance and support in the form of highly trained and skilled officers when needed. These regional efforts provide the Department and the Town with resources and skills it could not have otherwise. |
| The Department has a 'state of the art' facility with built in technology (e.g., message boards) and a functional fitness center. |
| The Department has high availability (i.e., fewer days off on average per employee than most departments which this consulting team has worked with) – currently at 1,729 hours per officer, or 83% of gross work time. This has positive impacts on the need for staff and overtime. |

It is clear to this project team that Watertown has an exceptional police department in comparison not only to other Commonwealth agencies but nationally. While there are many recommendations in this report to improve operations these should be viewed to be evolutionary rather than a need for radical change.

The following chart provides a summary of the key recommendations found in the final report. Additional information relating to each recommendation can be found in the body of this document.

| Finding | Recommendation | Fiscal Impact |
|---|--|----------------------|
| The Police Department does not utilize a performance evaluation system to formally monitor performance and provide feedback on a regular basis. This results in individuals in the Department defining their own expectations without reference to formal guidance from the Town Manager or Town Council. | Currently annual performance appraisals are precluded in the labor contracts and this should be addressed during the bargaining process. | None |

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| Finding | Recommendation | Fiscal Impact |
|--|--|--|
| The Police Department does not have a formal early intervention system to identify issues before they become more significant disciplinary issues. Proactive departments will work with Officers who suddenly show tardiness or other behavioral issues. | The Department should revise the internal Affairs policies to include annual reporting requirements, how internal versus external complaints will be identified and the development of an early warning system. This, too, would need to be negotiated with the union. | Acquisition of an early intervention system could cost between \$5,000 – \$10,000. |
| The Police Department does not have a way to ensure consistency in disciplinary matters. | The Department should evaluate the benefits of and consider developing a Disciplinary Decision Guide with the adoption of the revised Internal Affairs Policy. | None |
| There is no clear philosophy nor objectives in how Community Policing will be used to program focus on “reduction of crime”, “prevention of crime”, and “reduction of the fear of crime.” | The command staff should work to ensure clear performance expectations are developed regarding values, reduction in crime and community policing efforts. | None |
| The Department has allowed their accredited status with CALEA to lapse. | The Department should consider regaining their CALEA accredited status. Add a civilian Accreditation Coordinator position to assume those duties of the Lieutenant related to accreditation and policy review. | Approximately \$8,500 annually. \$48,000 / year |
| The Captains are part of the bargaining unit and should be non-unionized. | The Town and Police Department should move towards developing a command staff that is unaffiliated with the collective bargaining process. Consider upgrading Captains to Deputy Chiefs and remove them from the bargaining process. | Subject to agreement |
| For the future, the Town should consider conducting a search to broaden the pool of potential applicants for the next Police Chief. | The Town of Watertown should conduct a Commonwealth search with the next Chief vacancy. Part of this process should include assessment centers, interviews, background checks and other methods for ascertaining the appropriateness of the candidate. | None |
| Analysis of the distribution of Patrol personnel and the resulting proactive time shows that WPD has adequate staffing to maintain desired proactive patrol utilization target of 40-45%. | Staffing levels should remain unchanged. | None |

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| Finding | Recommendation | Fiscal Impact |
|--|---|---|
| More proactive time in patrol needs to be dedicated to traffic enforcement. | Create accountability mechanisms so that patrol personnel use of proactive time is dedicated to high priority or important service needs in the Town, such as traffic enforcement | None |
| Adoption of a 3-12/hour shifting pattern may improve officer safety perceptions while allowing lower patrol staffing levels. | Consider adopting a 3-12/hour patrol-shifting pattern as compared to the current 5-8/hr pattern. This staffing pattern will allow a reduction of 5 patrol officers without negatively impacting reactive availability of patrol officers to respond to community generated calls for service. | (\$338,180) / Year |
| Consistency in shift supervision is at risk if Sergeants and Police Officers work different shifts. | In the future, regardless of shift selected, Sergeants and Police Officers should work the same shift schedule. | None |
| Authorized staffing levels in dispatch are often insufficient to meet demands when full time staffing levels are low resulting in unexpected levels of overtime. | Utilize part time trained dispatchers to assist handling periods when full time staff availability is low. | Conversion of overtime to part time temporary employee time. |
| No performance standards exist to measure effectiveness of dispatching Priority One Police, Fire and EMS calls for service. | Implement performance standards for dispatching Priority One calls for service. | None |
| Providing Emergency Medical Dispatch of EMS calls is mandated in 2013. | Grant funds have been secured to accomplish this prior to the 2013 requirement. | Approx \$400-500 per dispatcher (grant funds) |
| The two departments have not developed a consistently effective approach to 'customer service' and problem resolution in emergency communications. | The two public safety departments should develop 'customer service' approaches to address and resolve problems in joint dispatching. | None |
| Efficiencies can be gained through regionalization or consolidation of dispatch services | Explore opportunities with surrounding communities for the regionalization or consolidation of dispatch services. | Savings dependent on type of consolidation and number of agencies participating |
| A review of Support personnel processes and workload suggests that these units are appropriately staffed. | Make no changes in Civilian and Support staffing with the exception of a civilian assistant to the CS&D Lieutenant. | None |

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| Finding | Recommendation | Fiscal Impact |
|---|--|---|
| Personnel currently assigned to process payroll and purchasing believe that additional training and are needed for the Munis system. | The Police Department should work with Town staff to ensure these personnel are properly trained. | None |
| The Police Department has not implemented a formal case screening and prioritization system as part of overall case management. | Develop a formal case screening and prioritization system to be used by the Detective Lieutenant and Sergeant when assigning cases for follow-up investigation. | None |
| Current assigned and active caseloads for the detectives are in the high range at 14 – 21.8. This is higher than the best practices range of 12 – 15 cases per month. | <p>Evaluate the use of a formal case screening and prioritization system on caseloads as a way to manage workloads.</p> <p>Evaluate the ancillary duties currently performed by detectives and their effect on workload. If required assign an additional officer to the Detective Unit.</p> <p>Evaluate potential to shift responsibility for the follow up of additional minor cases to field patrol personnel.</p> <p>Consider resuming the rotation of officers from patrol through the detectives division to serve as a career development tool.</p> <p>Only if these approaches result in continued high caseload levels should another detective be added.</p> | Depends on the results of changing business practices relating to investigations and staff. |
| Proactive / special enforcement has declined in recent years because of the loss of funding for dedicated positions. | Continue to participate in regional task forces to the extent that these can be supported through local funding. | Depends on funding and timing. |
| The Department could civilianize the detail officer position. | Civilianize the detail officer because of the largely administrative functioning of this position. | Savings of up to (\$20,000) / year |

2. ANALYSIS OF MANAGEMENT SYSTEMS AND ORGANIZATION

This chapter focuses on the key management systems used to oversee operations and personnel as well as the organizational structure necessary to effectively and efficiently manage operations in the Police Department.

1. ANALYSIS OF DEPARTMENT POLICIES AND PROCEDURES SHOWED THAT EFFORTS TO UPDATE THEM HAVE BEEN SLOW.

This section examines the processes that the Department employs to develop, review, revise, and distribute policies and procedures that provide essential uniform guidelines for day-to-day Department operations.

(1) Current Policies and Procedures Have Been Modified to Reflect Practices in Place Due to the Move to the New Police Headquarters.

The project team reviewed the current key policies and procedures of the WPD, which establish department policy and provide uniform guidelines for day-to-day operations. The sources for personnel and program direction do not take into account procedural changes implemented with the move to the new headquarters:

- **General Orders:** Are being reviewed and updated since moving into the New Headquarters.
- **Standard Operating Procedures:** Since the initial interviews which brought the issue to light of written procedures being outdated, Department personnel have worked to ensure the current written procedures have been updated to reflect changes in procedure required with the move into the new headquarters.
- However, only 20 policies / policy updates have been updated since the move 13 months ago. The Department believes that a gradual process is preferred to a radical updating process. The project team does not necessarily dispute this but the pace is too slow to keep the attention of staff.

The Department has the framework in place and has defined systems for directing Department members and ensuring policies and procedures are continually

updated. Personnel tasked with this responsibility need to increase the rate of review and updating of policies.

Recommendation: The Department should set a goal of review 10 policies per month. Policy manuals should be reviewed annually to ensure they remain current with law changes, legal rulings and changes to best practices.

(2) The Department Has an Established Approach for Reviewing and Updating Policies and Procedures to Ensure Policies are Current and Reflect Procedures in Place.

The project team reviewed the processes employed by the Department to review, update, and distribute policies and procedures, and how Department staff is held accountable to adhere to these directives. While there were some issues with the move into the new headquarters that posed a brief challenge for the Department to ensure all policies were current, as the following points describe, the review and update process of Department directives and protocols is well established and highly functioning:

- General Orders have are reviewed and updated at least annually.
- New policy development in most cases was required by new legislation or changes to CALEA accreditation standards.
- The responsibility for review and development of policies lies with the Lieutenant over Community and Staff Development. Command staff reviews and approves each policy change or update.
- Because the Department does not use individual performance appraisals, there is no annual opportunity for supervisors to cover and confirm specific knowledge of critical policies such as use of force, pursuit, hostile work environment reporting, use of criminal justice reporting systems and others.

Recommendation: The Department should use annual performance appraisals to offer an opportunity for supervisors to cover and confirm specific knowledge of critical policies.

(3) Review of Specific High-Liability Policies and Procedures Show That the Department Has Systems in Place to Document These Activities.

The project team examined a sampling of key directives governing high-liability activities and associated administrative responsibilities. Watertown Police Department policy requires thorough documentation of these activities. WPD evaluates this documentation formally, for training or policy modification purposes. The high-liability topics included in this review were:

- Vehicle Pursuit:
 - An after-action report is required and is advanced for review through the chain of command to the Lieutenant of the Community & Staff Development Division.
 - All reports are retained in file by calendar year (not individual) following review.
 - The procedure requires an annual review and analysis of all pursuit activities.
 - Annual training on the pursuit policy is required.
- Use of Force Incidents:
 - An after-action report is required and is advanced for review through the chain of command to the Captain in charge of Patrol.
 - The Chief of Police or his designee annually reviews these reports for patterns or trends.
 - Annual Use of Force training and weapons proficiency is required. Curriculum is predetermined.
- Internal Affairs Investigations / Personnel Administrative Inquiries:
 - No formal systems are now in place such as a “discipline decision matrix” that would include a formal review of training or policy modification.
 - The Internal Affairs Policy does not include an annual reconciliation or review of allegations for formal evaluation to identify trends in officer conduct.

- No early warning system exists to allow the Department to be proactive in determining officers in need of assistance, training or counseling.

The project team determined that the Department has systems in place to ensure high-liability activity information is collected on an individual basis, as these incidents occur with the reports forwarded through the chain of command for appropriate action. The directives governing these activities clearly define positions responsible for conducting periodic comprehensive collection of data or reviews of all such activities.

2. ASSESSMENT OF THE WPD'S INTERNAL AFFAIRS PROCESSES SHOW THAT THE DEPARTMENT HAS AN OPPORTUNITY TO IMPROVE ASPECTS OF THIS FUNCTION.

The internal affairs function is a key element for the maintenance of professional conduct in a law enforcement agency. The manner in which an agency responds to allegations of employee misconduct and the quality of such investigations greatly influences not only the public's perception regarding the agency's integrity, but also the employees' confidence that the application of the process will be objective and bias free. The Department must respond appropriately and in a timely manner to various kinds of allegations against its members.

(1) There Are Issues with the Internal Affairs Process.

The project team examined the WPD's policies and processes in place for the receipt, investigation, and disposition of complaints of misconduct by Department personnel.

- The Department provides complainants with updates to the Internal Affairs processes; briefings are provided to the Town Manager, as necessary.
- There is no system in place for the identification of external vs. internal (self policing) complaints in order for the formal annual analysis of administrative and internal affairs investigations to determine training needs or policy modification.

Use of Force and Pursuit incidents require an after-action report and formal review for training / policy purposes.

- The Internal Affairs process does not incorporate a formal Employee Intervention / Warning System used by many police agencies to provide employee assistance in the form of counseling or training in an effort to mitigate causes of misconduct.

Recommendation: The Department should revise the internal Affairs policy to include annual reporting requirements, how internal versus external complaints will be identified and the development of an early warning system.

(2) The Department, as Part of the Internal Affairs Process, Should Evaluate the Implementation of a “Disciplinary Decision Guide”.

The Department does not have a guide to help in establishing discipline for sustained allegations. Without a “Disciplinary Decision Guide” to assist as a point of reference in determining discipline, the Department, over time with different administrators, can apply different levels of discipline for similar acts of misconduct. This can have an adverse impact on employee morale, in that it fosters a sense of employee favoritism for those receiving a lower level of discipline than others for similar acts of misconduct. The following table displays a very brief example of what a Disciplinary Decision Guide might look like.

| Policy Number | Conduct | 1st Offense | 2nd Offense | 3rd Offense | 4th + Offense |
|----------------------|--|-------------------------------|-------------------------------|-------------------------------|---------------------------------|
| # | Alcohol related incidents not related to DWI | Written Reprimand / Minor | Major | Major / Terminate | Terminate |
| # | Neighborhood Disputes / Personnel | Minor | Major | Major / Terminate | Terminate |
| # | False Information in Reports | Terminate | | | |
| # | Truthfulness of Internal Investigations | Terminate | | | |

The discipline matrix should be developed by the Department executive staff in conjunction with the adoption of the revised Internal Affairs Policy. The development

and adoption of this guide will set the organizational tone from the executive team about expectations related toward police conduct.

Recommendation: Evaluate the benefits of and consider developing a Disciplinary Decision Guide with the adoption of the revised Internal Affairs Policy.

(3) The Department Should Employ an “Employee Early Intervention” System.

Early Intervention Systems (EI) originated out of a growing recognition that a few officers are responsible for a disproportionate number of department problems related to “use-of-force” and citizen complaints. The EI system is a data-based (manual or computer driven) management tool designed to identify officers and other Department members whose performance exhibits problems, and then to provide interventions, usually counseling or training, to correct those performance problems. EI systems have emerged as an important mechanism for ensuring police accountability. Systems identify potential officer job-related stress and/or personal problems that could impact job performance and interactions with the public. EI systems typically have specific departmentally developed alert triggers that are monitored and reported through the Department’s information (manual or computer based) system. Examples of potential triggers are presented in the following table.

| Performance Support Alert Triggers | |
|---|-------------------------|
| Category | Trigger |
| Investigated Complaints (I and II) | 3 in 6 months |
| Vehicle Accidents (ARB) | 2 in 6 months |
| Use of Force Investigations | 2 in 6 months |
| Use of Force Officer Reports | 2 in 6 months |
| Arrests for Obstructing a Police Officer, Resisting Arrest, or Disorderly Conduct | 2 in 6 months |
| Criminal Investigations | 1 in 6 months |
| Biased-based Policing Investigations | 1 in 6 months |
| Hits any three categories within a rolling 6-month period | |
| Secondary Elements (Monitored Only – No Triggers) | |
| Wage Garnishments | Civil Claims Lawsuits |
| Voluntary Bankruptcy | Risk Management Reports |

Department policies should be modified to require that individual Department member files be maintained for the examples displayed in the preceding table in conjunction with the requirement that all “use of force” and “pursuit” incident files be maintained by calendar year. Early intervention software (EIS) have evolved in the past ten years. Implementation of an EIS system should involve careful planning with involvement and support of executive management of the Department, Bargaining Units and the Town.

Recommendation: The Department should formally explore the feasibility of adopting an appropriate Early Intervention (Warning) System as a component of the Internal Affairs Process. The cost of such a system is between \$5,000 – \$10,000.

3. CURRENT MANAGEMENT SYSTEMS AND ASSOCIATED ACCOUNTABILITY MECHANISMS CAN BE IMPROVED.

For this section, the project team focused on the current systems utilized by the Department executive team and supervisors to manage and control operations, and the administration of the Watertown Police Department. In reviewing these systems the project team focused on four broad aspects of current internal Department management.

- Overall management of operations and administrative support functions.

- Management practices that develop and are consistent with long-term planning objectives and priorities.
- Management initiatives that focus on goal setting, evaluation, and performance accountability.
- Systems used for internal and external communications.

The first section deals with the development of the elements of a formal management system.

(1) Consideration Should Be Given to Developing a “Performance Based Management Plan” to Focus Specifically on Long Range Planning.

The project team has identified opportunities to improve the Department management systems. The following issues certainly have had an adverse impact on the executive team’s ability to provide an environment of long-term objective driven planning processes.

- The Department has a clear mission statement that is easily accessed by the community on the Department website. There is no value statement or accepted values included as part of the mission statement, but rather a general statement regarding “upholding the highest moral and ethical standards”.
- The Watertown Police Department conducts on-going customer satisfaction surveys of citizens with whom its personnel has had contact.
- The budget is not used for setting police objectives. Programs and associated outcomes for expenditures are not part of the budget planning process. Examples could include use of the traffic enforcement index, case clearance rates and proactive time commitments. Selection, use and budgeting on a performance basis may be a Town-wide not just Police Department issue meaning that the Town will not change its approach to budgeting for one department.
- Officers are currently informally assigned “Directed Patrol Areas” by the shift Lieutenant. There are no clear objectives regarding how Community Policing will be used to program a focus on “reduction of crime”, “prevention of crime”, and “reduction of the fear of crime.” Most importantly, there are no systems of post assignment measurement or accountability in place in the Department.

With the absence of formal long-term planning processes in place, there is the opportunity for Department personnel to develop their own ideas of what the goals and objectives are. The Department would benefit from including clear values as part of the mission statement, developing long-term strategies for improving safety and reducing crime in the Town and making clear expectations regarding community policing efforts and their focus on reducing crime in Watertown.

Recommendation: The command staff should work to ensure clear performance expectations are developed regarding values, reduction in crime and community policing efforts.

(2) Department Accountability Mechanisms Can Be Improved.

The following points summarize the project team's observations and findings concerning the use of Department and management accountability mechanisms:

- The Department has no annual, internal or external, performance objectives, by Department, Bureau, Division, or Program, and individually by program administrators and unit supervisors.
- The Department has a poor annual performance appraisal system for staff. The lack of performance measures impacts the ability of Department managers and supervisors to hold Department staff accountable. An effective appraisal system offers:
 - An opportunity to set personal goals and objectives that tie to Division / Department goals.
 - The ability to assess personal accomplishments and areas for further development.
 - The ability to establish a plan for professional growth through training or specialty assignment.
 - The opportunity to receive and provide feedback about job performance.
 - The opportunity to review and assure that all personnel know and understand high-liability policies and procedures, i.e. pursuit, use of force, hostile work environment (sexual harassment), etc.

Without built-in accountability associated with job performance through the goal and objective setting process and without formal mechanisms to provide each employee feedback about job performance through an annual appraisal system, all members of the Department set their own work standard.

Recommendation: The Department should develop an annual employee appraisal system that is job specific (patrol, traffic, detective, etc.). This will have to be constructed to meet agreed upon collective bargaining objectives and requirement.

4. THE WATERTOWN POLICE DEPARTMENT SHOULD DEVELOP A PLAN FOR REGAINING CALEA ACCREDITED STATUS.

The accreditation process assists local government leaders and police professionals in monitoring and improving the quality and performance of police service delivery systems by identifying current and desired standards of performance and the development and maintenance of Department policies and procedures to achieve and maintain those standards.

Renewing the commitment to be accredited through an accrediting body such as the “Commission of Accreditation for Law Enforcement Agencies” (CALEA), would commit the Department to attaining the highest levels of professionalism as that relates to management, policy, training, etc.

Recommendation: The Department should consider regaining accredited status with CALEA. This will have an annual cost of approximately \$8,500.

5. CRITERIA FOR EVALUATING AN ORGANIZATIONAL STRUCTURE.

In order to evaluate the organizational structure of the Watertown Police Department, the project team first identified the criteria by which the organizational structure would be judged. The paragraphs, that follow, describe those criteria as well as describe what is meant by each of them:

- **Frequency of Contact:** With what other units does the unit in question have the most frequent contact? Does it have frequent contact with the units with which it is currently organized? Are there other units outside of its current organizational niche with which it has more frequent contact?
- **Types of Contact:** Do the contacts involve the sharing of resources (personnel or equipment)? Are the contacts administrative in nature? Do they involve the passage of paperwork from one unit to the other?
- **Extensiveness of Interactions:** Are the interactions frequent but inconsequential (i.e. daily passing of time sheets would not be given as much weight as responding to automobile accidents). Are the interactions going to have an impact on the safety or the quality of life for those in the facility?
- **Connection of Actions:** Do the units exhibit an organizational dependency on one another? Would it be more difficult for one unit to do its work if there were some separation / attachment?
- **Administrative Paper Flow:** Is there an immediate need for the units to be attached organizationally to ensure the smooth flow of critical paperwork (for example, payroll making its way to Finance is not a justification for having every unit attached to Finance).
- **Support Versus Operations:** Have functions that support more than one operational unit been grouped together? Are there clear and reasonable divisions among operational units?

Each of these criteria, individually, would not provide enough information to make a decision about the appropriate placement of an organizational unit. As a group, however, they provide the information required by the project team to come to conclusions about the current organizational structure and to make recommendations for any improvements. These criteria provide a formal, analytical structure for assessing the organizational structure of public sector agencies.

The following key points summarize the key findings when reviewing the organizational structure:

- The Police Department is well organized along standard lines of services (patrol, traffic and dispatch) and support services (detectives, community & staff development and support services) under the two Captains.

- Units are well organized considering the other criteria described below:
 - **Frequency of Contact:** Units are grouped together according to their most frequent interactions. As mentioned, above, uniformed services are grouped together logically with one another and support services are separated. Key functions of planning, research and information technology also report to the administrative services Captain.
 - **Types of Contact:** There are no issues with the types of interactions between units and the way in which they are grouped organizationally.
 - **Extensiveness of Interactions:** As above, organizational units are grouped logically given their interaction with one another.
 - **Connection of Actions:** Currently, there are no organizational units that face undue operational challenges due to their placement within the overall organizational structure of the Police Department.
 - **Administrative Paper Flow:** Support functions report to a single Captain, allowing for specific focus on these issues.
 - **Support Versus Operations:** Support and operational functions are grouped independently under the two Captains for proper focus and attention.

The lone position with the potential for re-alignment is the Detail Officer, who could report to the Traffic Sergeant, as the majority of detail assignments are traffic related. This is not critical, but may be considered if the Department seeks to regain its accredited status as it would alleviate some of the workload from the Community and Staff Development Lieutenant. In addition, as evaluated later in this report the Department should civilianize this position.

6. AS WITH THE PROJECT TEAM'S RECOMMENDATION FOR FIRE, FUTURE POLICE CHIEF RECRUITMENTS SHOULD BE EXPANDED TO INCLUDE OTHER CANDIDATES IN THE COMMONWEALTH IN ADDITION TO INTERNAL ONES.

The Town of Watertown Police Chief is a Civil Service position. In Watertown historically this has meant that the position has been selected from a list of candidates who have passed a Civil Service exam. The Town Manager, as the appointing authority, must take one of the top three performers on the examine to fill the vacant position. This approach has several key implications which can negatively impact the Department and the Town:

- The Town Manager is limited to making a selection from those personnel who have taken the exam. These in general include those who work inside the Department.
- This approach limits the pool from which the Town Manager could otherwise recruit and select a Chief officer for the Department.

Civil Service regulations do not exclude external candidates from consideration for appointment. The project team believes that 'testing the market' for top management positions through a recruitment throughout the Commonwealth would be an effective approach to ensure that the best fit of management skills for the Town was attained.

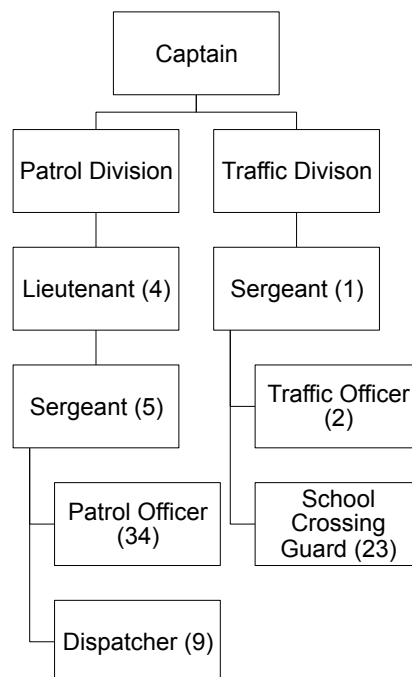
Recommendation: The Town of Watertown should conduct a search throughout the Commonwealth when the next Police Chief is hired.

3. ANALYSIS OF THE FIELD OPERATIONS BUREAU

This chapter focuses on the Field Operations Bureau duties and responsibilities beginning with the patrol division services provided by the Watertown Police Department. Currently, the Field Operations Bureau consists of the Patrol Division and Traffic Division as well as Dispatch Operations.

1. OVERALL ORGANIZATION OF THE FIELD OPERATIONS BUREAU.

The overall organization of the Field Operations Bureau is shown in the following organizational chart.



The Bureau is responsible for providing patrol and traffic operations and ensuring children can cross streets safely while school is in session. As shown above, Patrol represents the largest division of the Field Operations Bureau with 34 Police Officers, 5 Sergeants and 4 Lieutenants.

2. OVERVIEW ORGANIZATION AND ANALYSIS OF PATROL OPERATIONS.

As depicted in the profile, patrol operations is composed of three shifts – Day, First Half, Last Half – with continual operations 24 hours per day, 7 days per week.

Patrol officers are deployed with minimum staffing levels, which vary by time of day and day of week. The following table depicts the current minimum staffing levels associated with patrol.

| Shift | Staffing Required | Notes |
|---|---|---|
| Day Shift | Officer in Charge (1) Supervisor (1) Admin Officer (1) Patrol Officer (4) Dispatcher (2) | Traffic Officer is not counted toward minimum staffing |
| First Half Shift Sunday – Thursday | Officer in Charge (1) Supervisor (1) Admin Officer (1) Patrol Officer (5) Dispatcher (2) | Traffic Officer is not counted toward minimum staffing |
| First Half Shift Friday, Saturday & Eve of Major Holiday | Officer in Charge (1) Supervisor (1) Admin Officer (1) Patrol Officer (6) Dispatcher (2) | Traffic Officer may be counted toward minimum staffing level. |
| Last Half Shift Monday - Thursday | Officer in Charge (1) Supervisor (1) Admin Officer (1) Patrol Officer (4) Dispatcher (1.5)* | * Dispatcher staffing can drop to a minimum of 1 Dispatcher from 2 at 0300. |
| Last Half Shift Friday, Saturday & Eve of Major Holiday | Officer in Charge (1) Supervisor (1) Admin Officer (1) Patrol Officer (5) Dispatcher (1.5)* | *Dispatcher staffing can drop to a minimum of 1 Dispatcher from 2 at 0300 |

Patrol Officers are typically deployed to four (4) Routes with additional officers designated as “general cars” which float among Routes to provide coverage if an officer is engaged in a call for service and to serve as backup officers. The Officer in Charge and Admin Officer work from Headquarters with the OIC supervising dispatch and booking prisoners and the Admin Officer handling walk-in customers and assisting in the booking process as needed.

3. OVERVIEW OF THE MATRIX CONSULTING GROUP'S PATROL STAFFING ANALYTICAL MODEL.

While it would be useful to identify a 'golden rule' of law enforcement staffing needs, the utilization of comparative measures does not provide for an appropriate evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the effectiveness of law enforcement services. The Matrix Consulting Group does not use a "per capita" or "per 1,000" ratio as an analytical tool in assessing field staffing needs, for the following reasons:

- Ratios do not consider the seriousness of the workload levels of the jurisdictions being compared. For example, the crime rate should be considered in any comparative analysis of workloads, specifically, the number of serious crimes in a community (e.g. homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny).
- Ratios do not consider a jurisdiction's approach to alternative service delivery or "differential law enforcement response." The use of civilian personnel, or lack thereof, to handle community-generated calls for service and other workloads has great potential to impact the staffing levels of sworn personnel. The level / amount of civilians (i.e. community service officers, telephone reporting, online services, etc.) can be used to maximize the efficiency and effectiveness of sworn personnel handling higher priority calls in a community. These resources are not calculated in staffing ratios.
- Ratios do not consider the differences in service levels provided or philosophies with which a jurisdiction may deliver law enforcement services (e.g. community-oriented or problem-oriented policing, a reactive versus proactive approach, the utilization of other regional law enforcement resources in solving problems, etc.). These variables contribute to the inability to compare the necessary number of field patrol personnel through a ratio or per-capita analyses.
- Ratios do not consider other differences which have an impact on regular patrol staffing needs such as the existence of special enforcement / support units as well as operational approaches (e.g. the use of field citations versus transported arrests, manual versus automated field reporting systems, and whether patrol officers are expected to follow-up on certain investigations).
- Ratios do not take into account geographic, meteorological and topographical differences (e.g. square miles of a service area) and other response impediments, which can impact patrol staffing needs.

- Ratios do not take into account changing population characteristics, such as jurisdictions with a significant exodus of commuters, college towns with large seasonal fluctuations in population, or smaller communities adjoining large metropolitan areas with significant public safety workloads.

For these reasons, the project team does not use “per capita” or “per 1,000 residents” ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. The project team’s analysis of the Watertown Police Department considered the need for a balance of community-generated workloads and the availability of proactive time to generate activities. The following subsections describe this analytical process.

(1) The Analysis of Field Patrol Resource Requirements Should Be Based on Actual Workloads Handled and Appropriate Targets of Proactivity.

The Matrix Consulting Group utilizes a method in which the number of field personnel required is based on an analysis of the unique workloads and service level requirements of a community. In order to evaluate these resources and staffing issues, the project team conducted a data collection and analytical effort focusing on the following:

- Determining community generated calls for service workloads to the level of detail necessary to understand the work volume and the time required to handle such work.
- The field resources used to handle calls for service and proactive workloads based on officer availability levels.
- Deployment and scheduling patterns utilized by the Watertown Police Department.
- Identifying self-initiated police activities and targeting a sufficient amount of time beyond community generated calls for service, otherwise known as “reactive” workload. This time can then be utilized to perform proactive or community-oriented policing services (e.g. special enforcement of high-crime areas, etc.).

- Maintaining a deployment that would help reduce risk and maintain officer safety levels.

Field law enforcement services represent one of the areas of law enforcement operations in which staffing and service levels can be clearly quantified. Several factors determine the level of patrol staffing required in a community, including:

- The community generated call for service demand by time of day, and day of week.
- How officers are utilized in the field, how they are scheduled, and in what manner they are deployed (e.g. one-person versus two-person patrol cruisers).
- How calls for service are managed by a law enforcement agency. Many departments throughout the United States “manage” lower priority calls for service in a number of ways. What these methods of handling calls for service have in common is that they free up the time of trained, professional officers from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training. By example, the Watertown Police Department currently allows a minimal number of reports to be taken over the phone by the Admin Officer. These are limited to events where it is not practical for an officer to respond or the complainant to report to the police department such as domestic violence victim that fled their abuser or a citizen on vacation that realizes a crime occurred.
- The level of service desired by the community. This reflects the amount of “proactive” time, or “unobligated” time a community desires. This is a significant factor and primary driver impacting required patrol staffing levels. Unobligated time involves time not spent handling community generated calls for service and reflects proactive time for which an officer is available for community policing, directed or preventive patrol, self-initiated activity (i.e. observations, including suspicious pedestrians or vehicles, etc.), and other approaches for addressing crime problems, quality of life issues, etc.

The project team employed a model based on these decision points in evaluating officer field staffing for the WPD, in terms of workload, service levels, and overall operations. The following section identifies and discusses the various characteristics and elements of the field staffing model, and how proactive (unobligated) time is calculated.

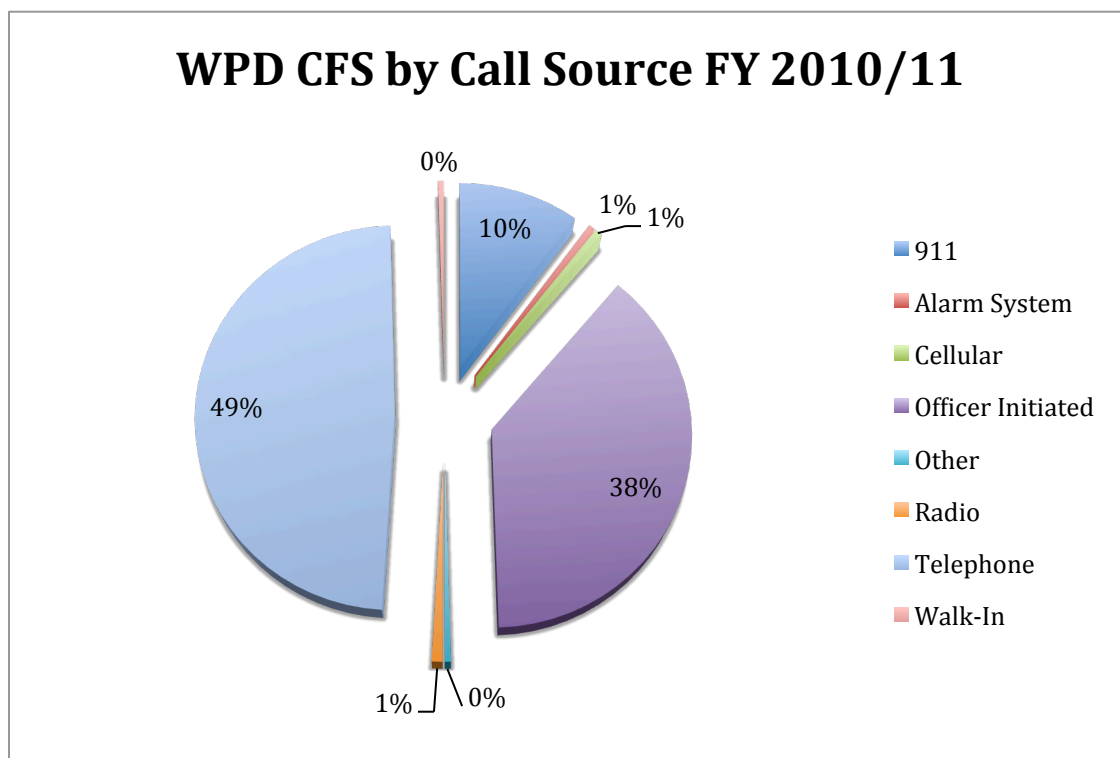
(2) Workload and Data Elements Utilized in the Patrol Staffing Model.

One of the primary responsibilities of a patrol officer is the responding to and handling community generated calls for service. Further, workload related to these calls for service, including reports, arrests / bookings, back-up assistance to another patrol officer on a call, etc., as well as the associated times for these activities, are primary responsibilities of the officer. These elements are foundational in deriving the total field staffing levels required based on desired services levels. These elements are further discussed in the following sub-sections.

(2.1) Patrol Workloads.

The first critical data element required to analyze field resources is to document the primary workloads handled by patrol officers. As stated, one of the primary responsibilities of an officer is to respond to community generated calls for service. These calls certainly do not represent all workload, however, such as officer-initiated events, officer observations in the field resulting in a contact, traffic stops, investigative follow-up, administrative time or other activities reflected in Computer-Aided Dispatch (CAD) or other records. Calls for Service, as defined herein, *represent contacts from the community, generally via E 9-1-1 telephone and 7-digit telephone calls ultimately resulting in one dispatched incident regardless of the number of patrol units sent.* It is critical to understand this fundamental definition in order to comprehend how future analyses are performed in this report. Community generated calls for service **are not** intended to reflect all workload that patrol officers perform. In fact, many law enforcement agencies define “calls for service” as any relevant law enforcement incident, whether initiated by the community or an officer. Watertown Police

Department reports calls for service in this fashion. While this is not atypical, it must be understood that it does not reflect our methodology for staff evaluation. By example, the following pie chart displays the proportion of incidents generated from various sources based on computer records provided to the project team.

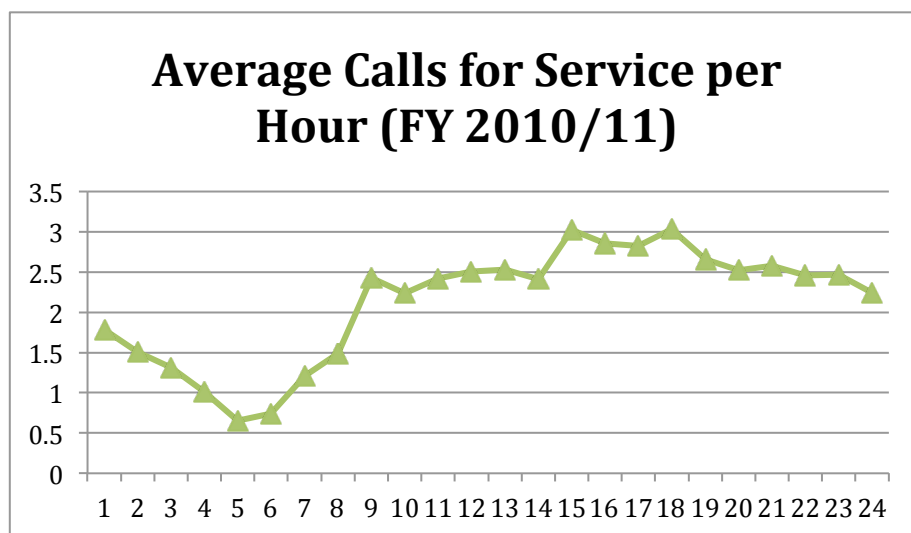


As shown, over half (60%) of incidents are definitively identified by the project team as community generated calls for service (CFS) requiring police response. These community generated calls for service reflect workload that requires a mandatory response from the Department – the community expects service when it telephones the Department. The project team defined community generated calls for service will form the foundation of workload requirements.

Whereas all other police activities are vitally important, community generated calls for service response is the primary core business of a law enforcement agency.

Calls for service and other data are available by analyzing CAD and other records. Based on the definition provided, the following is noted:

- There were approximately 18,578 community generated calls for service handled by the Watertown Police Department from July 2010 through June 2011. Although calls vary by both month and day, this averages approximately 52 calls each day.
- There were approximately 11,550 self-initiated incidents handled by the Watertown Police Department from July 2010 through June 2011. Thus, this type of workload approximates the work dedicated to defined CFS workloads.
- Community generated calls for service distribution by hour, as shown in the graph below, reveal peaks and valleys in call for service workload typical of most law enforcement jurisdictions. Generally speaking, early morning hours have the lowest call for service volumes (this is common) with the lull in the 0400-0700 time period. Highest activity is in early afternoon, with a general pattern of activity of 2.8-3.0 calls per hour from 3:00 pm to 6:00 pm. Like most agencies this peak in calls for service occurs during the evening rush hour. Call volume in Watertown is fairly consistent with the Department responding to between 2 – 3 calls per hour between 9:00 am to midnight.
- Somewhat atypical, the Thursday/Friday time periods are the busier days of the week, with an average of 53 and 53.5 calls, respectively. In the majority of law enforcement agencies, Sunday is the slowest day of the week, but in Watertown Monday is slower with an average of 48.1 compared to 49.7 calls on Sunday.



TOWN OF WATERTOWN, MASSACHUSETTS
Management and Operations Study of the Police Department

Fiscal Year 2010/11 Community Generated Calls for Service by Time of Day and Day of Week

| Military Time | Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Total | Avg./Hour |
|----------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------|------------------|
| 0000 | 144 | 62 | 80 | 61 | 99 | 94 | 112 | 652 | 1.8 |
| 0100 | 129 | 85 | 54 | 60 | 47 | 53 | 121 | 549 | 1.5 |
| 0200 | 136 | 32 | 55 | 55 | 54 | 35 | 114 | 481 | 1.3 |
| 0300 | 76 | 35 | 22 | 49 | 37 | 46 | 105 | 370 | 1.0 |
| 0400 | 46 | 29 | 16 | 38 | 22 | 46 | 41 | 238 | 0.7 |
| 0500 | 31 | 39 | 34 | 47 | 36 | 46 | 39 | 272 | 0.7 |
| 0600 | 53 | 54 | 56 | 65 | 84 | 83 | 47 | 442 | 1.2 |
| 0700 | 83 | 66 | 58 | 89 | 100 | 97 | 51 | 544 | 1.5 |
| 0800 | 76 | 118 | 132 | 152 | 154 | 158 | 95 | 885 | 2.4 |
| 0900 | 89 | 109 | 145 | 120 | 134 | 119 | 99 | 815 | 2.2 |
| 1000 | 123 | 138 | 120 | 107 | 152 | 132 | 110 | 882 | 2.4 |
| 1100 | 110 | 123 | 136 | 143 | 146 | 117 | 140 | 915 | 2.5 |
| 1200 | 139 | 120 | 112 | 140 | 133 | 133 | 146 | 923 | 2.5 |
| 1300 | 113 | 124 | 163 | 117 | 110 | 127 | 127 | 881 | 2.4 |
| 1400 | 120 | 143 | 156 | 172 | 165 | 182 | 166 | 1104 | 3.0 |
| 1500 | 126 | 148 | 171 | 133 | 178 | 156 | 131 | 1043 | 2.9 |
| 1600 | 107 | 147 | 165 | 159 | 158 | 164 | 131 | 1031 | 2.8 |
| 1700 | 151 | 143 | 173 | 157 | 175 | 147 | 160 | 1106 | 3.0 |
| 1800 | 161 | 134 | 172 | 139 | 137 | 117 | 109 | 969 | 2.7 |
| 1900 | 117 | 139 | 157 | 141 | 114 | 130 | 124 | 922 | 2.5 |
| 2000 | 105 | 141 | 130 | 117 | 129 | 159 | 160 | 941 | 2.6 |
| 2100 | 115 | 133 | 125 | 110 | 140 | 144 | 129 | 896 | 2.5 |
| 2200 | 126 | 109 | 110 | 109 | 128 | 157 | 160 | 899 | 2.5 |
| 2300 | 108 | 130 | 87 | 101 | 125 | 142 | 125 | 818 | 2.2 |
| Tot/Avg | 2,584 / 49.7 | 2,501 / 48.1 | 2,629 / 50.1 | 2,581 / 49.6 | 2,757 / 53.0 | 2,784 / 53.5 | 2,742 / 52.7 | 18,578 | |

(2.2) Handling Time.

A critical component of the Matrix Consulting Group’s patrol staffing model is the evaluation of total time spent by patrol personnel handling community generated calls for service. There are a variety of factors that go into determining the time devoted to the “average” call for service. These include the time from call dispatch to call clearance for the primary unit handling the call, the number of calls where a back-up unit (or units) was deployed, how long such back-ups were on scene, report writing time, and jail/booking time. In most instances, data manipulations of CAD computer information or other source data were able to derive these factors for the Watertown

Police Department. In a few instances, assumptions needed to occur based on benchmarks from the project teams experience with other police agencies. Furthermore, information derived from WPD records can be juxtaposed against various benchmarks that the project team has developed relative to average time required for specific tasks. The following table summarizes the important data factors to arrive at handling time.

Factors Involved in Determining How Long a Call for Service Takes

| Factor in Call For Service Handling Time | How Data was Determined | Benchmark | WPD Time Required |
|---|---|----------------------------------|--------------------------|
| Primary Unit Handling Time | Based on FY 2010/11 community generated calls for service derived from CAD data | 30 minutes/call | 19 minutes/call |
| Average Back-up Units per Call for Service | Based on benchmark standard. | 0.50 units/call | 0.50 units/call |
| Average Time Back-up Unit(s) at Scene per Call | Based on benchmark which indicates back-up units on-scene ~75% of Primary Unit Time; | 22.5 minutes/call | 14.25 minutes/call |
| Average Time All Units at Scene | Sum of Primary and Average Back-up. | 42.5 min/call | 33.25 min/call |
| Report Writing Time | Based on WPD interviews and benchmark data available from other departments. | 30 min/report | 30 min/report |
| Report Writing Calls for Service Allocation | Based on data provided by WPD. Reports are written for incidents beyond community-generated calls for service. Further, not all incidents/call receive a report. For calculation purposes, reports must be linked to calls for service. Based on data showing number of reports written by patrol officers from 7/1/10 to 6/30/11 (2,944) and extrapolating total estimated time to write all reports, the total report writing time was proportionally allocated to <i>each</i> community generated call for service (essentially equaling a report 45% of the time a CFS incident). It is assumed reports are written <i>after</i> calls for service are cleared. | 25%-50% of CFS will have report. | 13.6 min/call |

| Factor in Call For Service Handling Time | How Data was Determined | Benchmark | WPD Time Required |
|--|--|---------------------------|------------------------------|
| Jail Run Time Calls for Service Allocation | Based on Jail statistics for WPD and benchmarking. Jail Runs are for incidents beyond community generated calls for service. Further, not all incidents/call require a jail run; indeed, only a small portion result in an arrest. For calculation purposes, jail runs must be linked to calls for service. Based on internal data showing number of arrests performed by patrol officers (843) from July 2010 – June 2011 and total estimated time to book prisoner in the jail (30 minutes), the total jail time was proportionally allocated to <i>each</i> call for service. It is assumed all jail booking are performed <i>after</i> calls for service are cleared, although practically this is not the case in every instance. Based on the data 4.5% of community generated calls for service resulted in an arrest being made. | 30-45 minutes per booking | 30.0 min/call |
| TOTAL FIELD TIME DEDICATED PER COMMUNITY-GENERATED CALL FOR SERVICE | | | 49.7 minutes per call |

As shown above, the project team determined that the average handling time per call was 49.7 minutes during FY 2010/11. This includes time spent by all units and includes travel time, on-scene time, arrest time, and reporting writing.

(2.3) Officer Availability

Another critical workload element to determine staffing requirements is the amount of annual time available for field personnel to perform their work. A typical employee is paid for 2,080 regular hours per year; however, these employees perform core business duties well below this figure due to scheduled and unscheduled leave, administrative requirements, etc. The tables, which follow, provide the calculation of the “net availability” of police officers in patrol based on data abstracted from a sampling of source documents provided by WPD. The project team defines net availability as the number of hours that an officer (or any other employee) is available to perform their key

roles and responsibilities after the impact of leaves and administrative responsibilities have been subtracted from their gross 2,080 scheduled hours of work.

Leave Type and Hours

| Leave Type | Ave Hrs Per Officer Per Year |
|--|-------------------------------------|
| <i>Baseline Annual Hours Available</i> | <i>2,080.0</i> |
| Vacation | -220.0 |
| Sick | -31.7 |
| Comp. Time | -17.1 |
| Holiday | -10.3 |
| Department Day | -37.4 |
| Personal | -21.2 |
| Commendation | -5.7 |
| Miscellaneous (injury, union, jury etc.) | -7.3 |
| Average Annual Assignment Hours Available² | 1,729.3 |

The table, above, shows that the “average” Police Officer is deployed during regular work hours 1,729.3 hours per year. The points, below, expand on key issues identified in the table:

- Data show that Police Officers are assigned 1,729.3 hours after all leave categories have been accounted for. This is equivalent to 83% of the available annual time. Net availability includes the impact of all absenteeism factors including personal days off, family medical leave and other factors that take an officer out of the patrol schedule (vacation, sick leave, etc.).
- Based on the project team’s experience, the available hours in Watertown is near the range of 1,700-1,800 hours typically found within most law enforcement agencies.

Although officers are assigned over 1,700 hours per annum after leave, they are not available to perform core business work until various administrative time is subtracted from their assignment, per policy or otherwise. The following table captures these requirements, resulting in an average “net availability” for each officer per year.

² Annual hours available does not include hours that an officer may work on overtime. Practically speaking, an officer can be available far more than 2,080 hours per annum if they wish. However for staff modeling “mandated overtime” is not considered, as it would result in fewer officers needed than might otherwise be necessary. These data were based on random sampling of leave records (excluding FMLA which used the entire database) for FY 10/11. Long-term military leave (deployment) is not considered, as it would skew calculation results.

Administrative Assignment Requirements

| Administrative Requirement | Average Hours Per Officer Per Year | Explanation of Information |
|--|---|--|
| <i>Average Assignment Hours Available</i> | 1,729.3 | Based on above calculations. |
| Meals/Breaks | -215.8 | One hour meal and breaks based on interviews. |
| Vehicle Check/fueling | -71.2 | Average of 20 minutes per shift briefing. |
| Mandated/Essential Training | -58.0 | Based on estimated 58-hour in-shift and school/seminar annual training requirements per training records provided. |
| Net Annual Available Hours After All Leave/Administrative Factors | 1,384.3 | Final "net availability" calculation. |

The project team made assumptions based upon policy and consultation with WPD staff regarding the impacts of administrative responsibilities, training as well as time off factors associated with meals, etc. These assumptions are described below:

- **Meals and Breaks** are calculated at one hour per shift actually worked.
- **Shift Briefing** based on project team review of Daily Log Reports as well as consultation with WPD staff, each shift briefing occurs prior to the scheduled shift and vehicle checks take approximately 15 minutes.
- **Mandated/Essential Training** is a broader estimate based a review of hardcopy training records listing in-service training received.
- **Vehicle Fueling** is established at 5 minutes based on Daily Log Reports.

It should be noted that these administrative requirements are also consistent with most other law enforcement agencies and are not outside of ranges typically seen by the project team.

(2.4) Calculating Resource Needs Based on Available Time.

Upon developing community generated calls for service data and net officer availability information, the final step in determining resource requirements is calculating the proportion of proactive time available to patrol services. In effect, patrol staffing levels are ultimately driven by the patrol officer's time, which can be classified into two

categories—proactive and reactive time. Ultimately, the amount of proactive time is linked to the ability of officers to perform those duties and responsibilities above the basic response to community generated calls for service. Without sufficient proactive or uncommitted time, a patrol operation is severely handicapped in its ability to respond effectively to local and regional crime, traffic, and quality of life issues unique to each community. The following section describes time definitions in further detail.

(2.5) Response-Oriented Patrol Requirements (Also Known as “Reactive or Committed Time”).

Reactive or Committed time, is classified as the handling of community-generated calls for service and the immediate responsibilities linked directly to that specific incidence, including reports, arrests / bookings, back-up assistance to another patrol officer on a call, etc. In effect, reactive time includes the period of work from the point at which a unit responds to a call to the point when a unit “clears for service.” The following points are noted with respect to response-oriented or reactive time.

- This is a primary mission of any law enforcement field patrol force.
- Clearly defined areas of responsibility (e.g., routes) and clearly defined back-up relationships are a core concept for consistent ‘committed time’ service delivery.
- A Department should have clearly defined response policies in place – this includes: prioritization of calls, response time targets for each priority, back-up policies, and supervisor on-scene policies. In the absence of such formal policies, common practice, or ideally ‘best practice guidelines’ can be used.
- This Reactive or Committed time workload in many communities generally makes up an average of between 40% and 60% of each officer’s net available time per shift. This includes the time to prepare reports, transport and book prisoners, and provide field back-up. The concept of Reactive (and Proactive) time is widely acknowledged by various established bodies, including the International Association of Chiefs of Police, Northwestern Universities Police Allocation Model, etc.

The calculation of reactive or committed time is one of the cornerstones to patrol staffing level findings, conclusions and recommendations.

(2.6) Proactive Patrol Requirements (Also Known as “Uncommitted or Unobligated Time”).

The following points are noted with respect to Proactive or Uncommitted time:

- A Department should have clearly defined uses for uncommitted time. Officers should know what they are expected to do with time between calls for service.
- Proactive enforcement addresses all other workloads that are not in response to a community-generated call for service. These include such important services as officer self-initiated activity: proactive or preventive patrol, investigative follow-up, traffic enforcement, etc. It is critical to recognize that all self-initiated activity falls within the uncommitted time category.
- The ‘proactive’ element of field patrol in many law enforcement agencies generally makes up between 40% and 60% of each officer’s day, on average. Typically, less than 30% net proactive time available to patrol staff results in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Proactive time of more than 50% generally results in less than efficient use of community resources, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios that can be impacted by such issues as officer safety, response times, etc. For example, very small agencies with an extremely small contingent of field staff must have high levels of proactive time, often in the 60% range, to address response time, officer safety, and other performance-related issues.

The calculation of Proactive or Uncommitted time is the other cornerstone to staffing level findings, conclusions and recommendations. These elements are further discussed in the following sections.

4. ANALYSIS OF PROACTIVE TIME LEVELS INDICATES THAT PATROL HAS SUBSTANTIAL ABILITIES TO BE INVOLVED IN PROACTIVE ACTIVITIES.

This section provides the project team’s analysis of proactive time available to the Watertown Police Department’s Patrol Operations.

(1) Proactive Time Targeting.

The project team developed an analysis of proactive time to assist in the evaluation of current patrol deployment and determine staff resource allocation and, ultimately, requirements. The concept of proactive time is very important in law enforcement; reiterating, it is the amount of time available to field deployed officers after handling community generated calls for service and related workloads. If field personnel are committed to calls for service response a large proportion of the time and have little “unobligated” time, they have little capability to undertake self-initiated activity, impact the root causes of crime and quality of life issues, or to work closely with citizens of the community. Moreover, field personnel with little uncommitted time find it difficult to produce response times that are generally satisfactory. This is particular problematic for emergency responses where life is potentially endangered or property severely jeopardized. Police departments that have developed a problem-oriented or community policing program based on effective use of proactive time typically have an average range of 40% - 45% uncommitted time, but can reach up to 50% or higher dependent upon the unique operating circumstances of the law enforcement agency.

Key factors should be kept in mind when reviewing the analysis of proactive time.

- Proactive time availability was calculated using the community generated calls for service methodology and net availability provided in the preceding sections.
- Proactive time availability is based on year of data between July 2010 and June 2011 and represents a “snap-shot” in time; it may not reflect what is occurring now or what occurred previously, but it can certainly be representative of near-term patrol operations and thus can drive staffing level requirements.
- Proactive time calculations are based on a few fundamental assumptions that might not completely mirror reality. For example, based on the calls for service time calculations it assumes reports and arrests/bookings are equally distributed throughout the 24/7 cycle. This, of course, is extremely unlikely as arrests and

reports ebb and flow dependent upon several variables. Also note that the proactive time calculation assumes that meals and administrative duties are equally distributed and provided throughout a shift. However, these activities are likely put on hold or eliminated until, by example, a call for service backlog can be handled. Despite these assumptions that must be used given the vagaries of patrol workload, proactive time calculations are the soundest methodology for field services staffing and scheduling.

- Proactive time calculations can change depending on the number of patrol officers deployed and assigned to each time period. Officer resources, founded on call for service and net availability data, drive proactive time availability.

The following section describes proactive time availability based on different staff deployment scenarios.

(2) Proactive Time Levels by Time of Day Based on Various Staffing Scenarios.

In order to understand how proactive time can vary, the project team chose various real and theoretical deployment strategies for WPD. Field officer deployments as reflected by both staffing and scheduling options impact proactive time significantly and, by association, the implied ability to perform in the most productive fashion. The sections that follow show hourly proactive time levels and overall proactive time based on different deployment strategies.

(2.1) Proactive Time Levels – Recent Staffing Scenario.

The WPD deploys officers on an eight-hour schedule whereby the same number of officers are essentially scheduled daily with variations in minimum staffing levels dictated by shift and day of week. This scheduling philosophy, combined with the number of officers deployed on each shift, impacts calculated proactive time levels.

The following table provides proactive time calculations based on a recent shift deployment schedule where an average of 4.3 officers were assigned to second half shift, 5.2 to the first half shift and 4.4 to the day shift.

Proactive Time Levels – Officers Deployed FY 2010/11

| Military Time | Average CFS | CFS Handling Time (Hrs) | Net Officers Available | Reactive Time | Proactive Time |
|----------------------|--------------------|--------------------------------|-------------------------------|----------------------|-----------------------|
| 0000 | 1.79 | 1.49 | 4.30 | 35% | 65% |
| 0100 | 1.50 | 1.25 | 4.30 | 29% | 71% |
| 0200 | 1.32 | 1.10 | 4.30 | 25% | 75% |
| 0300 | 1.01 | 0.84 | 4.30 | 19% | 81% |
| 0400 | 0.65 | 0.54 | 4.30 | 13% | 87% |
| 0500 | 0.75 | 0.62 | 4.30 | 14% | 86% |
| 0600 | 1.21 | 1.00 | 4.30 | 23% | 77% |
| 0700 | 1.49 | 1.24 | 4.30 | 29% | 71% |
| 0800 | 2.43 | 2.02 | 4.40 | 46% | 54% |
| 0900 | 2.23 | 1.85 | 4.40 | 42% | 58% |
| 1000 | 2.42 | 2.01 | 4.40 | 46% | 54% |
| 1100 | 2.51 | 2.08 | 4.40 | 47% | 53% |
| 1200 | 2.53 | 2.10 | 4.40 | 48% | 52% |
| 1300 | 2.41 | 2.00 | 4.40 | 45% | 55% |
| 1400 | 3.03 | 2.51 | 4.40 | 57% | 43% |
| 1500 | 2.86 | 2.37 | 4.40 | 54% | 46% |
| 1600 | 2.83 | 2.35 | 5.20 | 45% | 55% |
| 1700 | 3.03 | 2.51 | 5.20 | 48% | 52% |
| 1800 | 2.66 | 2.21 | 5.20 | 42% | 58% |
| 1900 | 2.53 | 2.10 | 5.20 | 40% | 60% |
| 2000 | 2.58 | 2.14 | 5.20 | 41% | 59% |
| 2100 | 2.46 | 2.04 | 5.20 | 39% | 61% |
| 2200 | 2.46 | 2.04 | 5.20 | 39% | 61% |
| 2300 | 2.24 | 1.86 | 5.20 | 36% | 64% |
| Average | 2.12 | 1.76 | 4.60 | 38% | 62% |

The following is noted regarding the data in the table.

- As shown above, proactive time levels vary considerably throughout the 24-hour period. Overall, proactive time is highest in the latter half of the Second Half Shift during the early morning hours, with 87% proactive time at 4:00 a.m. to 5:00 a.m. It is fairly common to see high proactive time levels during these hours given the need to provide a minimum level of staffing coverage for officer safety and the lower community generated workload levels typically found during these hours.
- Proactive time is lower during much of Day and First Half Shift, but typically within acceptable ranges. The lowest proactive time period is at 2:00 p.m., at 43%, which is at the lower end of the acceptable proactive time range.
- Overall proactive time for the 24-hour period is calculated at 62% – at the suggested maximum of the proactive targets noted previously, but with wide variations dependent upon the hour of the day.

(2.2) Proactive Time Levels – Minimum Staffing Scenario.

The following table provides proactive time calculations based on the actual minimum staffing levels reflected in the Profile Chapter, whereby minimum staffing levels of varies depending on the particular shift and the traffic officer is not included in the minimum staffing. For the purposes of this analysis we will utilize the lowest minimum staffing levels, as that is a typical staffing level shown on daily rosters.

Proactive Time Levels – Minimum Staffing Deployment

| Military Time | Average CFS | CFS Handling Time in Hours | Officers Deployed | Reactive Time | Proactive Time |
|----------------------|--------------------|-----------------------------------|--------------------------|----------------------|-----------------------|
| 0000 | 1.79 | 1.49 | 4.00 | 37% | 63% |
| 0100 | 1.50 | 1.25 | 4.00 | 31% | 69% |
| 0200 | 1.32 | 1.10 | 4.00 | 28% | 72% |
| 0300 | 1.01 | 0.84 | 4.00 | 21% | 79% |
| 0400 | 0.65 | 0.54 | 4.00 | 14% | 86% |
| 0500 | 0.75 | 0.62 | 4.00 | 16% | 84% |
| 0600 | 1.21 | 1.00 | 4.00 | 25% | 75% |
| 0700 | 1.49 | 1.24 | 4.00 | 31% | 69% |
| 0800 | 2.43 | 2.02 | 4.00 | 51% | 49% |
| 0900 | 2.23 | 1.85 | 4.00 | 46% | 54% |
| 1000 | 2.42 | 2.01 | 4.00 | 50% | 50% |
| 1100 | 2.51 | 2.08 | 4.00 | 52% | 48% |
| 1200 | 2.53 | 2.10 | 4.00 | 53% | 47% |
| 1300 | 2.41 | 2.00 | 4.00 | 50% | 50% |
| 1400 | 3.03 | 2.51 | 4.00 | 63% | 37% |
| 1500 | 2.86 | 2.37 | 5.00 | 47% | 53% |
| 1600 | 2.83 | 2.35 | 5.00 | 47% | 53% |
| 1700 | 3.03 | 2.51 | 5.00 | 50% | 50% |
| 1800 | 2.66 | 2.21 | 5.00 | 44% | 56% |
| 1900 | 2.53 | 2.10 | 5.00 | 42% | 58% |
| 2000 | 2.58 | 2.14 | 5.00 | 43% | 57% |
| 2100 | 2.46 | 2.04 | 5.00 | 41% | 59% |
| 2200 | 2.46 | 2.04 | 5.00 | 41% | 59% |
| 2300 | 2.24 | 1.86 | 4.00 | 47% | 53% |
| Average | 2.12 | 1.76 | 4.33 | 41% | 59% |

The following is noted regarding the data in the table.

- As shown above, proactive time levels again vary considerably throughout the 24-hour period. Sufficient proactive time is available throughout the 24-hour period with one exception—2:00 p.m. to 3:00 p.m. Further, proactive time is generally minimal in the late afternoon to early evening hours (1500-1800 hours).

- Overall proactive time for the 24- hour period is calculated at 59% – within the high range of the targets noted previously.

As shown above, the historical minimum staffing deployment levels of four to five officers per shift provides proactive time levels exceeding targets in some hour blocks and near minimum levels in other time blocks.

5. THE PROJECT TEAM’S STAFFING ANALYSIS SHOWS THAT THE WPD CAN PROVIDE A HIGH LEVEL OF SERVICE WITH THE CURRENT NUMBER OF OFFICERS ASSIGNED TO PATROL.

The project team calculated the patrol staffing needs with the Matrix Consulting Group’s model utilizing a range of two proactive targets – 40% and 45%. This range allows the Town to compare the staffing required to meet both targets as well as to evaluate the impacts of the alternative levels of proactive time. The project team utilized FY 2010/11 calls for service. The exhibit on the following page shows the results of the Matrix Consulting Group’s patrol staffing model.

Watertown Police Department
Patrol Officer Staffing Calculation, FY 2010/11

| <u>1. COMMUNITY GENERATED WORKLOADS</u> | <u>Workload Factor</u> |
|---|-------------------------------|
| Calls for service (FY 2010/11) | 18,578.00 |
| Handling Time Primary Unit | 9,289.00 |
| Back-Up Rate | 0.50 |
| Estimated Back-Up Unit Time per Call (75% of primary) | 0.38 |
| Arrests (Actual based on CAD disposition) | 843 |
| Estimated Time to Complete Arrest (Hrs) | 0.50 |
| Reports (Actual based on CAD disposition) | 2,944.00 |
| Estimated Time to Complete Report (Hrs) | 0.66 |
| Total Handling Time per Call (Hrs.) | 0.83 |
| TOTAL TIME REQUIRED TO HANDLE COMMUNITY GENERATED WORKLOADS (HRS.) | 54,240.64 |

2. TIME FOR PREVENTIVE PATROL AND SELF INITIATED ACTIVITIES (@ ALTERNATIVE LEVELS OF PROACTIVITY), IN HRS.

| | |
|-------------------------|--------|
| • 45% of Available Time | 12,602 |
| • 40% of Available Time | 10,268 |

3. TOTAL TIME REQUIRED TO HANDLE BOTH REACTIVE AND PROACTIVE ACTIVITIES (IN HRS.)

| | |
|-------------------------|--------|
| • 45% of Available Time | 98,619 |
| • 40% of Available Time | 90,401 |

4. PER OFFICER AVAILABILITY

| | |
|--|-------|
| Est. Availability | 2,080 |
| • Net hours worked (after all leaves, training and court) -- | 412 |
| • Net hours lost on shift (meals / breaks / maintenance) | 287 |
| Net hours worked each year | 1,384 |

5. POLICE OFFICERS REQUIRED TO HANDLE WORKLOADS

| | |
|-------------------------|----|
| • 45% of Available Time | 20 |
| • 40% of Available Time | 19 |

6. POLICE OFFICERS REQUIRED GIVEN EST. TURNOVER (5%) AND TIME NEEDED TO ACADEMY AND FIELD TRAIN

| | |
|-------------------------|----|
| • 45% of Available Time | 23 |
| • 40% of Available Time | 21 |

The following points highlight the analysis shown above:

- As shown above, the project team estimates that approximately 20 Officers are needed within patrol (not including admin officers) to handle community generated workloads and provide for 45% proactive time. To meet a 40% proactive time target, the Department needs 19 Officers.
- Because patrol is a 24-hour operation, Officer turnover has a significant impact on the ability of Police Departments to meet targeted service levels. The project team estimated a turnover rate of 5% within the WPD. In addition, we estimate that approximately 1 year is spent recruiting, testing, and training a new officer. As a result, approximately 1 years worth of time is lost for each officer separation. Consequently, in order to meet targeted staffing within patrol, the WPD would need 23 Officers at 45% proactive time and 21 Officers at 40%. Currently, 29 Officers are assigned to patrol (not including admin officers). This provides for sufficient coverage due to turnover.

Recommendation: The project team finds that current staffing levels provide for a high level of service and should remain the number of authorized positions in the Police Department budget.

6. THE PROJECT TEAM'S PROACTIVE TIME ANALYSIS SHOWS PATROL DEPLOYMENT ALTERNATIVES CAN BE CONSIDERED.

There are several issues to be considered beyond the consideration of proactive time availability. Balancing proactive time throughout the 24-hour period with appropriate staffing to ensure officer safety is one important objective. How officers use proactive time is another consideration. Beyond these framing issues, current authorized staffing levels for Patrol reflect that WPD is currently within the reasonable range of staffing levels required to efficiently and effectively perform proactive community-response policing services in most instances. That is, there should be no assumption that WPD patrol operations at authorized staffing levels are severely understaffed based on workload requirements. Ultimately however, other important considerations need to be made. As shown in the prior section, the various proactive time models with varied staffing levels shows an imbalance in proactive time across the time periods with overall proactive time averages meeting or exceeding the 40%-45% target nearly every hour of the day overall. The following sections discuss various deployment decisions for consideration beyond proactive time elements.

(1) Consideration for Officer Safety Issues Can Have an Important Impact on Staffing Requirements.

As stated previously, the availability of sufficient proactive time to perform typical patrol officer duties and responsibilities is a primary driver in developing staffing levels. Implied in these staffing levels is sufficient officer back-up on various call types to help ensure officer safety. Re-visiting the methodology to arrive at proactive time shows two important considerations relative to officer back-up:

- The generally accepted practice for back-up officers on community generated

call for service is 1.50 units per call.

- Typically back-up units spend approximately 75% of the time on-scene with the primary unit.

In sum, if these two variables are not possible due to staffing levels there can be a potential impact on both the impression and actuality of officer safety, despite the availability of sufficient proactive time. The following is noted regarding the employee survey results:

- When presented with the question regarding, “Availability of Back-up for Officer Safety” 83% of respondents rated back-up officer availability as good or excellent.
- In contrast, the majority of patrol (62%) disagreed with the statement, “We have the staff we need to perform safely and effectively during incidents.”

Clearly, employee feedback demonstrates concern with officer safety and, but not regarding back-up availability. In sum, this perception is likely due to community characteristics of Watertown as described below:

- Watertown is adjacent to Boston, one of the larger metropolitan areas in the United States. Such proximity has both an impact on incidents that can and do occur within Watertown and perceptions regarding activity and officer safety.
- Despite such proximity, Watertown has relatively low call for service volumes and a comparatively low Part I crime occurrence history. As a consequence, Watertown workload indicators do not justify a large police force. Smaller police agencies generally suffer from the perception of officer safety and back-up issues.
- Despite the Watertown community’s profile, there are many call-types, not of a felony nature, that officers can benefit from a multiple unit response such as fights, domestic disturbances, suspicious circumstances, etc. In instances where risk is perceived or an event is impacting community quality of life, officer back-up is very desirable.

In effect, Watertown PD suffers from what is typically experienced by smaller police forces throughout the nation that operate independently. That is, the

independence of a small department brings perceived safety risk. This is the nature of having a “safe” community. In summary, beyond proactive time calculations, attempts should be made to develop an organization for patrol staff to feel safe in the field, and believe sufficient resources are available in the event of a major occurrence requiring a multiple unit police response.

(2) The 3-12 Shift Schedule Should Be Considered for Patrol.

Various shift schedules can be implemented in a Department, from a 5-day, 8-hour work-week, to the four-day, 10-hour work week to the 12-hour deployment schedule. The most cost effective are those schedules that are equally divisible in a 24-hour period (such as WPD’s eight-hour program). The staffing requirements for a 9-, 10- or 11-hour schedule increases the number of staff needed on duty, and where some effectiveness might be gained by the shift overlaps provided in these types of schedules, it is more costly and thus potentially less *efficient* than schedules equally divisible in a 24-hour time period. As a result, to maintain WPD’s scheduling efficiency the project team evaluated another equally efficient schedule: the 12-hour deployment schedule that is receiving increasing popularity with many law enforcement agencies. The project team believes that implementation of a 12-hour shift program might solve some important issues currently experienced by the Town.

The following beneficial generalities can be noted about the 3/12 shift schedule. This information coincides with a recent study performed by Lincoln, Nebraska, including an officer survey of LPD patrol regarding potential issues associated with their implementation of a 3/12 schedule. The survey noted:

- 100% of the respondents felt they were able to perform all police functions on the 3/12 schedule.

- 87% disagreed that they had become so tired during a shift that they were unable to function normally or safely.
- When asked about how rested they felt after returning from days off, 82% of officers said they were “very rested,” 9% percent felt “somewhat rested,” and an additional 9% found no difference from previous scheduling alternatives.
- When queried about their ability to work additional hours beyond a 12-hour shift, 42% felt there was no difference, 40% said they were “somewhat less able” to work, and 18% were “significantly less able” to work overtime.
- Positive mood and disposition changes had been noticed by the families of 77% of the respondents.
- Because a 3/12 program allows officers and their supervisors to always work identical shifts (often not the case on other schedules), approximately 50% of officers reported an improvement in their level of supervision, and 100% of surveyed employees were very satisfied with the “squad concept”—always working with the same sergeant and the same group of officers.³

The following provides an example of a 12-hour schedule’s impact on proactive time. The example deploys a full contingent of 28 patrol officers in a two-shift schedule from 0700-1900 and 1900-0700 hours with equal distribution on all shifts and the same factor of 83% availability of patrol staff.

³ All results found in the August 2008 article from *The Police Chief* magazine.

Proactive Time Levels – 28 Officers Deployed Over Two 12-hour Shifts

| Military Time | Average CFS | CFS Handling Time in Hours | Officers Scheduled | Net Officers Available | Reactive Time | Proactive Time |
|----------------------|--------------------|-----------------------------------|---------------------------|-------------------------------|----------------------|-----------------------|
| 0 | 1.79 | 1.49 | 7 | 5.8 | 26% | 74% |
| 100 | 1.5 | 1.25 | 7 | 5.8 | 22% | 78% |
| 200 | 1.32 | 1.1 | 7 | 5.8 | 19% | 81% |
| 300 | 1.01 | 0.84 | 7 | 5.8 | 14% | 86% |
| 400 | 0.65 | 0.54 | 7 | 5.8 | 9% | 91% |
| 500 | 0.75 | 0.62 | 7 | 5.8 | 11% | 89% |
| 600 | 1.21 | 1 | 7 | 5.8 | 17% | 83% |
| 700 | 1.49 | 1.24 | 7 | 5.8 | 21% | 79% |
| 800 | 2.43 | 2.02 | 7 | 5.8 | 35% | 65% |
| 900 | 2.23 | 1.85 | 7 | 5.8 | 32% | 68% |
| 1000 | 2.42 | 2.01 | 7 | 5.8 | 35% | 65% |
| 1100 | 2.51 | 2.08 | 7 | 5.8 | 36% | 64% |
| 1200 | 2.53 | 2.1 | 7 | 5.8 | 36% | 64% |
| 1300 | 2.41 | 2 | 7 | 5.8 | 34% | 66% |
| 1400 | 3.03 | 2.51 | 7 | 5.8 | 43% | 57% |
| 1500 | 2.86 | 2.37 | 7 | 5.8 | 41% | 59% |
| 1600 | 2.83 | 2.35 | 7 | 5.8 | 41% | 59% |
| 1700 | 3.03 | 2.51 | 7 | 5.8 | 43% | 57% |
| 1800 | 2.66 | 2.21 | 7 | 5.8 | 38% | 62% |
| 1900 | 2.53 | 2.1 | 7 | 5.8 | 36% | 64% |
| 2000 | 2.58 | 2.14 | 7 | 5.8 | 37% | 63% |
| 2100 | 2.46 | 2.04 | 7 | 5.8 | 35% | 65% |
| 2200 | 2.46 | 2.04 | 7 | 5.8 | 35% | 65% |
| 2300 | 2.24 | 1.86 | 7 | 5.8 | 32% | 68% |
| Average | 2.12 | 1.76 | 7 | 5.8 | 30% | 70% |

The following is noted regarding the data in the table.

- Proactive time shows different patterns just as the 29-officer eight-hour shift with a higher average proactive time of 70% compared to 62%.
- Given two shifts, there are more (net) officers deployed, on average throughout the day. In the busier day time and early evening time in the 12-hour shift example proactive time never falls below 50% when compared to an 8-hour shift where a low proactive rate of 42% occurred between 2:00 and 3:00 pm. In effect, this can improve the perception of officer safety and back-up availability during these busier times without changing patrol staffing levels.

In effect, the 12-hour shift program offers some trade-offs compared to the eight-hour shift, to include more resources during busier times of shifts. Whether this

improves the perception of officer safety and available back-up is unknown, despite the fact that significant proactive time is available in many instances to provide such back-up.

From an exclusively administrative and fiscal perspective, one of the greatest benefits associated with the 12-hour shift program is the ability to field fewer staff resources than other shift counterparts. This fact is noted in the following table, which illustrates how many staff positions are necessary to cover one “24/7/365” fixed shift position based upon the type of shift schedule implemented.

Impact of Shift Types on Staffing Needs

| SHIFT TYPE: | 8 hr | 9 hr | 10 hr | 11 hr | 12 hr |
|---------------------------|-------------|-------------|--------------|--------------|--------------|
| Target Staff / Hr | 1 | 1 | 1 | 1 | 1 |
| Shift Schedule (Hrs) | 8 | 9 | 10 | 11 | 12 |
| Shift Factor ⁴ | 71% | 64% | 57% | 52% | 50% |
| Shifts / Day | 3 | 3 | 3 | 3 | 2 |
| Total Hours Covered / Day | 24 | 27 | 30 | 33 | 24 |
| Shift “Inefficiency” | 0% | 13% | 25% | 38% | 0% |
| Staff Required | 4.2 | 4.7 | 5.3 | 5.8 | 4.0 |

As shown by the table, the 4/10 work schedule is 25% less cost-effective than either the 5/8 or 3/12 schedules. The worst schedule from a cost perspective is the 11-hour shift program. Interestingly, the 12-hour shift schedule is the most cost effective from the total number of staff positions required because of the additional 104 work hours per annum that are potentially provided by that staff position. In instances where this additional time is not worked, the “efficiency” of the 12-hour shift is equivalent to the 8-hour shift.

In addition to the noted efficiencies, the 12-hour shift program has the added advantage of deploying the total personnel resource contingent over two shifts as

⁴ Shift Factor is the number of days scheduled for work versus days to be covered in the work period. By example, 5-days/7-days = 71%.

opposed to three shifts. As a consequence more personnel are available on a shift-to-shift basis in a 12-hour shift than any counterpart shift schedule.

Given these facts, what ultimately results is that, barring any other variables; the same level of production can be achieved with fewer staff resources in a 12-hour shift than other shifts of different lengths. This holds true in any industry, including law enforcement. It is for this reason that many municipalities are implementing 12-hour shift programs in their law enforcement agencies, particularly those departments of smaller size.

In summary, the greatest cost-savings impact a 12-hour shift program can have is the subsequent reduction of personnel resources while generally achieving appropriate service levels. It must be recognized that the greatest fiscal benefits associated with a 12-hour shift schedule are related to its ability to impact staff resource requirements compared to other compressed scheduling alternatives. For example, the following table shows a 12-hour deployment schedule for WPD with 24 officers—five less than the present patrol shift contingent.

In implementing such a schedule the Department will need to monitor, as they currently do, the factors that could lead to excessive utilization of staff, such as the number of paid details worked in a given period.

Proactive Time Levels – 24 Officers Deployed Over Two 12-hour Shifts

| Military Time | Average CFS | CFS Handling Time in Hours | Officers Scheduled | Net Officers Available | Reactive Time | Proactive Time |
|----------------------|--------------------|-----------------------------------|---------------------------|-------------------------------|----------------------|-----------------------|
| 0 | 1.79 | 1.49 | 6 | 4.98 | 30% | 70% |
| 100 | 1.5 | 1.25 | 6 | 4.98 | 25% | 75% |
| 200 | 1.32 | 1.1 | 6 | 4.98 | 22% | 78% |
| 300 | 1.01 | 0.84 | 6 | 4.98 | 17% | 83% |
| 400 | 0.65 | 0.54 | 6 | 4.98 | 11% | 89% |
| 500 | 0.75 | 0.62 | 6 | 4.98 | 12% | 88% |
| 600 | 1.21 | 1 | 6 | 4.98 | 20% | 80% |
| 700 | 1.49 | 1.24 | 6 | 4.98 | 25% | 75% |
| 800 | 2.43 | 2.02 | 6 | 4.98 | 41% | 59% |
| 900 | 2.23 | 1.85 | 6 | 4.98 | 37% | 63% |
| 1000 | 2.42 | 2.01 | 6 | 4.98 | 40% | 60% |
| 1100 | 2.51 | 2.08 | 6 | 4.98 | 42% | 58% |
| 1200 | 2.53 | 2.1 | 6 | 4.98 | 42% | 58% |
| 1300 | 2.41 | 2 | 6 | 4.98 | 40% | 60% |
| 1400 | 3.03 | 2.51 | 6 | 4.98 | 50% | 50% |
| 1500 | 2.86 | 2.37 | 6 | 4.98 | 48% | 52% |
| 1600 | 2.83 | 2.35 | 6 | 4.98 | 47% | 53% |
| 1700 | 3.03 | 2.51 | 6 | 4.98 | 50% | 50% |
| 1800 | 2.66 | 2.21 | 6 | 4.98 | 44% | 56% |
| 1900 | 2.53 | 2.1 | 6 | 4.98 | 42% | 58% |
| 2000 | 2.58 | 2.14 | 6 | 4.98 | 43% | 57% |
| 2100 | 2.46 | 2.04 | 6 | 4.98 | 41% | 59% |
| 2200 | 2.46 | 2.04 | 6 | 4.98 | 41% | 59% |
| 2300 | 2.24 | 1.86 | 6 | 4.98 | 37% | 63% |
| Average | 2.12 | 1.76 | 6 | 4.98 | 35% | 65% |

For comparative purposes, this 24 officer 12-hour schedule can be compared against data from the eight-hour schedule where 29 officers are deployed and one officer is assigned the desk. This is a recent situation under which officer-safety and back-up availability would be perceived as most comparable.

| SHIFT TYPE: | # Officers | Avg. Proactive Time | Avg. Net Officer Availability | # of Time Blocks Proactive Time Exceeds 50% |
|--------------------|-------------------|----------------------------|--------------------------------------|--|
| 8-hour Shift | 29 | 63% | 4.6 | 22 of 24 |
| 12-hour Shift | 24 | 65% | 4.9 | 21 of 24 |

The development of a 3/12 shift schedule that meets the specific needs of the WPD is beyond the scope of this report; there are numerous alternatives that can be designed. Changing work schedules must be performed in consultation with bargaining units to help ensure an acceptance and a smooth transition. However, the following is representative of some varied approaches that can be taken when designing a 3/12 shift schedule:

- A 3/12 shift schedule can be developed that allows for rotating days off, thereby allowing all officers to have some weekend time off (similar to the philosophy of WPD's rotating 8-hour schedule). One schedule would be: work two days, then take two days off, then work three days, and then take two days off, then work two days again, and then take three days off. The cycle then begins again.
- A 3/12 shift schedule can be developed that allows for fixed days off, thereby allowing officers to have a consistent time-off schedule. By example, one team works three consecutive days the first week with four days off and four consecutive days the second week with three days off. A counterpart team works in the opposite fashion (four work days, followed by three work days the second week). This results in an 84 hour schedule every two weeks, whereby the extra four hours can be provided in flex time where officers are allowed to take it at any time during the pay period, in whatever increments they chose, as long as it had supervisory approval; banked to allow for extra leave time; paid on an overtime or straight-time basis; etc.

There are numerous 3/12 shift schedules that can be designed to meet the unique needs of WPD. Through a collaborative effort between management and union representatives, this 3/12 shift schedule can be developed accordingly.

In summary, based upon the totality of data provided herein, the following findings with respect to patrol deployment and patrol deployment alternatives are relevant.

- Proactive time availability suggests that there are no under-staffing issues in WPD Patrol Services and opportunities exist to reduce staff if fiscally necessary.
- Proactive time, under many circumstances, is near the upper end of the recommended range.

- Although the approximate 60% proactive time average exceeds the suggested range of 40%-50%, given the unique profile of the community as discussed previously proactive time is only one variable that can be considered.
- There is concern among some patrol personnel that officer safety is an issue. This perception is generally typical of smaller police agencies.
- To potentially mitigate this perception, implementation of a 12-hour shift program may prove valuable. This will provide more officers during busier time periods of the day with minimal impact elsewhere in the schedule (using existing resources).
- In the future, field supervisors and police officers should share the same shift structure regardless of the shift selected.

It is feasible to implement a 12-hour shift schedule and reduce patrol resources marginally with probable minimal impact to service delivery and officer safety / back-up availability. While such reductions must be viewed with caution, in eras of fiscal crisis it can be considered.

Recommendation: Give strong consideration to implementing the 3/12 shift schedule for all of patrol services.

7. TRAFFIC ENFORCEMENT AMONG DEDICATED TRAFFIC ENFORCEMENT STAFF APPEARS PRODUCTIVE THOUGH THERE ARE ISSUES WITH PATROL OFFICERS' PARTICIPATION IN THESE EFFORTS.

As noted in the Profile Chapter, there are two town-wide Traffic Officers with one assigned to the day shift and one assigned to the first half shift. The daytime traffic officer is typically assigned to court to handle traffic cases being heard. This results in the first half traffic officer handling much of the traffic enforcement efforts in Watertown and patrol officers also focusing on traffic enforcement during their tour of duty.

Metrics associated with Traffic Enforcement are discussed in the section below.

(1) Moving Citation and Warnings Issued.

One important measure of traffic enforcement productivity, particular for a traffic unit, is the number of citations issued per field deployment hour. Based on calendar 2010 data, the following table shows the citation production for Patrol Services:

Patrol Services – Vehicle Citations and Warnings, FY 2010/11

| Traffic Cites/Warnings | Injury Accidents/DUI | Ratio of Citations to Accidents/DUI |
|-------------------------------|-----------------------------|--|
| 9,935 | 342 | 1:29 |

Based on the project team’s research over two decades, we have discovered that a productive and dedicated Traffic Unit should be able to generate at least 35-40 citations for every injury accident and DUI arrest. The 1:29 ratio in Watertown suggests that patrol officers are marginally below where they should be in traffic enforcement efforts.

(2) Patrol Personnel Need to Use More Proactive Time Dedicated to Traffic Enforcement Activities.

Our analysis shows that the two staff assigned to Traffic Enforcement are productive writing citations and warnings. However, there are only two of them. On the other hand, patrol personnel are *not* highly involved in traffic enforcement activities. Given the levels of proactive time available and the seriousness of traffic safety issues in the Town, this should be a high priority proactive activity for most officers on most shifts.

8. SPECIAL ENFORCEMENT AND COMMUNITY POLICING IN WATERTOWN HAVE BEEN IMPACTED BY REDUCTIONS IN THE PAST THREE BUDGET CYCLES.

Prior to the recession the Watertown Police Department had resources dedicated to proactive policing that have been eliminated due to the lack of fiscal resources in the Town. These resources included the following:

- Two School Resources Officers.
- A Police Officer assigned to a regional narcotics task force.
- Three Community Policing Officers.
- Two traffic enforcement officers.

The Department during this period also lost two Detectives.

There is no question that the Town’s overall law enforcement program has been impacted by these personnel losses. Long term, as additional revenues become available to the Town they should incrementally evaluated according to the highest needs at that time. However, as the analysis in this report has demonstrated there is much opportunity to utilize existing resources to address proactive community needs in selected areas, including:

| Proactive Service Area | Opportunity for Patrol? |
|-------------------------------------|--|
| School Resources | No, dedicated resources are needed to address program, school, student and parental service needs. |
| Regional Task Forces | No, dedicated resources are required for longer periods than are available within a shift. Given that the Town continues to participate in one task force, these regional resources should be maximized to the extent possible to the benefit to the Town. |
| Dedicated Community Policing | Yes, the programs and services provided by dedicated community policing officers can be assumed by officers assigned to Patrol if all are involved. |
| Traffic Enforcement | Yes, traffic enforcement is a legitimate community policing service and should show much greater efforts than have been demonstrated. |

Recommendation: Continue to participate in regional task forces to the extent that these can be supported through local funding and expect great participation in community policing efforts by staff assigned to Patrol.

9. THE POLICE DEPARTMENT NEEDS TO MONITOR AND ADJUST TO UNANTICIPATED POSITION VACANCIES.

As a small police department, the impacts of position vacancies can be great because the loss of even one person represents a large proportion of the resources authorized. While “normal” availability levels in a public sector organization for position vacancies and long term absences (not vacation and sick leave) can be expected to average up to 10%, in Watertown now these factors are much higher because of:

- 2 in field training.
- 1 in military leave.
- 4 retirements in the second half of FY 2012.
- 1 long term disability.
- 1 vacancy for another separation reason.

These factors, though temporary, are twice the expected level and are impacting the need for overtime. The Department needs to do what it can to anticipate long term of permanent vacancies as part of its workforce planning efforts.

Recommendation: Because of the potential impacts in the need for overtime, monitor vacancy levels which exceed a normal range of about 10% per year which will lead to higher levels of overtime.

10. PATROL SERVICES FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.

Based on our data collection, review, and analysis, the following patrol services findings conclusions and recommendations are offered.

- In consideration for officer safety and back-up availability, the proportion of proactive time available cannot serve as the exclusive driver in developing WPD

patrol staffing levels. Despite high levels of proactive time, the Department's small size precludes significant staff reductions under existing operating protocols.

- Under eight hour patrol shift operations, the existing staffing levels of 29 patrol officers should be maintained. Optionally, one position could be eliminated from First Half Shift reducing staffing to 28 in patrol.
- A 12-hour shift program should be strongly considered for patrol operations. This will align supervisory teams with shift squads ensuring consistent supervision, potential enhanced camaraderie, etc.
- Under a 12-hour shift program the Town may cautiously consider patrol staffing reductions from 29 to 24 patrol staff with probable minimal impact on overall service delivery and officer safety. This can potentially save \$338,180 annually in salary and benefits although new contractual terms and conditions as part of meet-and-confer may impact this amount.
- Currently, field supervisors are on different schedules than line policies officers. The Department should strive to achieve the goal of consistency in field supervision by putting supervisors and line personnel on the same shifts.

The following recommendations are made:

Recommendation: Maintain existing patrol staffing levels of 29 officers if patrol operations continue under the 8-hour program. Maintain existing sergeant and lieutenant staffing contingent in patrol.

Recommendation: Give strong consideration to implementing the 3/12 shift schedule for all of patrol services. In collaboration with union and management representatives, design a 3/12 shift schedule that meets the unique needs of the WPD. Under 12-hour schedule operations, it would be possible to eliminate five (5) patrol officers from the field at an estimated annual savings of \$338,180 annually.

Recommendation: The Department should strive to get supervisors on the same schedule as line police officers to achieve consistency in field supervision.

11. DISPATCH FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.

Currently, Watertown Police Department staffs the dispatch center with nine (9) dispatchers. The center is supervised by the one duty Patrol Lieutenant who offices

immediately adjacent to the center. The following duties are handled by Watertown

Dispatchers:

- Answer and Dispatch 9-1-1 Emergency calls for Police, Fire and EMS response.
- Prepare daily roster for patrol.
- Answer incoming non-emergency calls for the Police Department.
- Run License plates for wanted during traffic stops.
- Run criminal history checks on prisoners being booked into the holding facility.
- Maintain emergency call lists for businesses and Watertown personnel.
- Maintain copies of active restraining orders, stolen vehicles and missing persons.
- Serve as back-up for admin officer at front counter.

Each shift is staffed with a minimum of two (2) dispatchers. Patrol officers or Admin Officers can fill staffing vacancies in the dispatch center, but there must be a minimum of one fully trained dispatcher on duty at all times. Like most small dispatch agencies the minimum staffing is derived from an officer and firefighter safety perspective and not on workload in the center.

For the next few months unusual circumstances among dispatch staff will impact the need for overtime. Specifically:

- One dispatcher will be out for about 8 weeks because of a medical issue.
- The Department is about to hire two (2) dispatchers who will need to go through training during which their positions will need to be covered through overtime of existing staff.
- Another dispatcher is on the list to become a police officer and may be lost in the near term.

Unanticipated overtime, then, should be expected, though the amount depends on events which cannot at this point be exactly predicted.

The Town and Department are attempting to implement a program in which part-time temporary employees are utilized in the dispatch center. The use of part time temporary dispatchers is widely accepted in the industry and its use in Watertown is encouraged.

Recommendation: Continue with the implementation of part time temporary dispatchers.

(1) There Are No Established Performance Benchmarks in the Dispatch Center For Dispatching Priority One Calls for Service.

Currently the dispatch center operates without benchmarks for timely dispatching of priority one calls for service, for example:

- That a dispatcher should be able to dispatch 90% of Priority One calls within 60 seconds of receiving the call).
- For a person placing a 9-1-1 call for service the time of call is when they establish how long emergency response takes to arrive.

Establishing these benchmarks allows review of dispatcher performance and enhances delivery of emergency services as police and firefighters will have “improved” response times as a result of monitoring and improving dispatching times.

(2) Emergency Medical Dispatching (EMD) is State Mandated in Massachusetts Beginning in 2013.

The State of Massachusetts passed a requirement that all dispatch centers with the responsibility of dispatching Emergency Medical Service (EMS) calls must provide EMD instructions to the caller. This will require increased training for dispatch personnel and the procurement of an appropriate EMD system to implement in the dispatch center. The Department should begin to implement this system as soon as practical to ensure all dispatchers are trained and functional in EMD operations prior to the mandate taking effect.

(3) The Watertown Police and Fire Departments Needs to Focus on “Customer Service” Issues with Respect to Emergency Communications.

The Watertown Police Department dispatches for the Watertown Fire Department, a public safety practice which this project team supports. However, issues have arisen with respect to resolving problems dispatching some calls, use of air time, explaining changes in the system which need to be addressed in the future. The Police Department, as a result, should take the lead in the following:

- Work with the Fire Department to develop a ‘performance contract’ for service which would cover such issues as:
 - Ring times.
 - Dispatch times.
 - Problem resolving techniques.
 - Reporting and review meetings.
- Develop measurable performance measures in support of the contract.
- Create a users group with representatives of both departments to address and resolve issues when they arise. This group should meet no less frequently than quarterly.
- Report back to the Town Manager on an annual basis on the effectiveness of the service and working relationship.

These measures in other jurisdictions have positively addressed perceived and real problems in joint dispatching working relationships.

Recommendation: Develop ‘customer service’ approaches to address and resolve problems in joint dispatching.

(4) Watertown Should Consider Regional Consolidation of Dispatch with Neighboring Agencies.

The maintenance of an emergency communication center poses high personnel and infrastructure (building, radios, CAD, etc.) costs on a community. Small agencies such as Watertown often staff the center based on officer and firefighter safety needs rather than on the amount of work required in the center. This is especially true on the last half shift.

To reduce the cost of providing emergency communications to Watertown, the consolidation of dispatch services with neighboring communities should be considered. This will allow staffing to be based on need and allow dedicated call-takers and dispatchers to provide an improved level of service to both the caller and emergency field personnel.

There are, however, several issues that must be considered prior to regionalization or consolidation of dispatch services. These include:

- Are holding facility operations integrally related to the delivery of dispatch? While this is not the case in Watertown, often dispatchers monitor detainees, process booking paperwork and assist in prisoner release.
- Is there strong support from area Town / City Managers? Often the interest of maintaining local control takes precedence over the opportunity to improve service delivery at a lower cost. Without strong leadership from the Managers this is often a difficult hurdle to overcome.
- The communities will also need to consider records processing procedures and whether the dispatch center has a role in providing 24-hour access to the police facility for records & reports.
- The dispatch center also often serves as the switchboard and after-hours contact point in many communities. This issue should be considered as part of consolidations discussions.

Recommendation: Implement performance standards for dispatching Priority One calls for service.

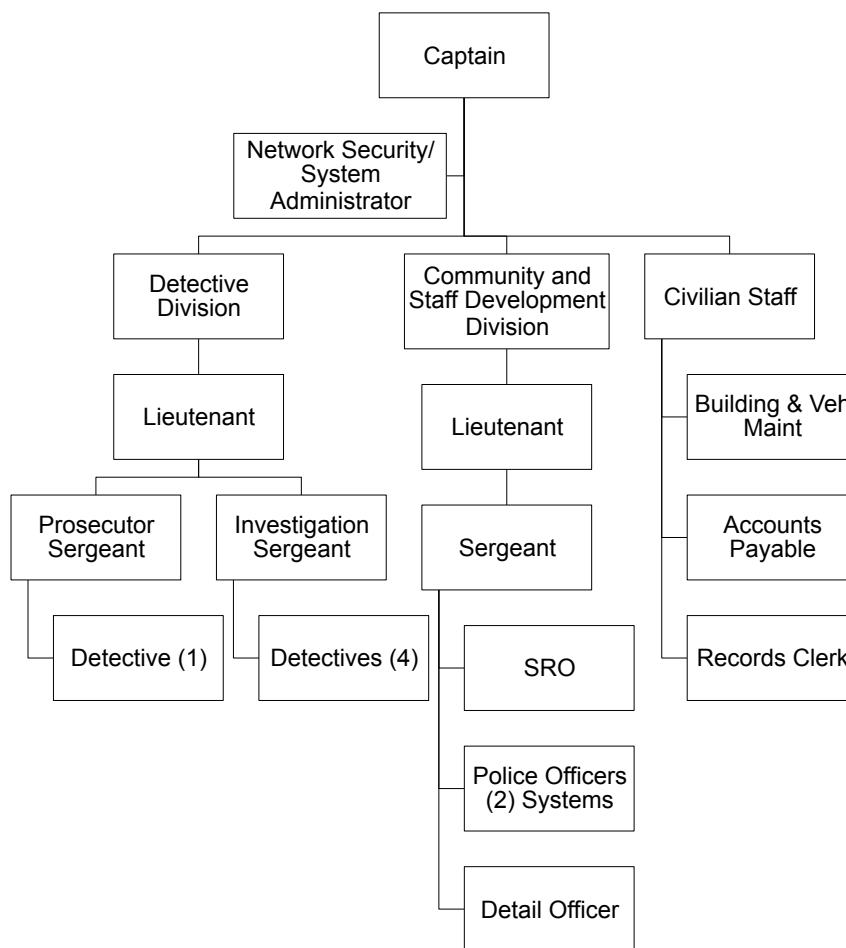
Recommendation: Continue the implementation process of EMD protocols and procedures and train dispatch personnel prior to the 2013 mandate.

Recommendation: Explore opportunities with surrounding communities for the regionalization or consolidation of dispatch services.

4. ANALYSIS OF THE ADMINISTRATIVE SERVICES BUREAU

The chapter focuses on the Administrative Services Bureau duties and responsibilities beginning with investigative services provided by the Watertown Police Department. The workload information utilized in this section was obtained from interviews with Bureau management, supervisory and line personnel. Additionally interviews with civilians in the Administrative Services Bureau occurred as part of the study and desk audits were conducted with detectives.

Current Organization and Staffing of Administrative Services



1. INVESTIGATIONS WORKLOAD, STAFFING AND EFFECTIVENESS ARE EVALUATED DIFFERENTLY THAN PATROL OPERATIONS.

A Captain who reports directly to the Chief of Police manages the Administrative Services Bureau. This division includes the Detective Division, Community & Staff Development Division, and Civilian Staff.

It is more difficult to evaluate the staffing levels required by criminal investigations because, unlike patrol, more subjective and qualitative determinants of workload and work practices need to be considered. Patrol services have the benefit of several quantitative measures, such as calls for service and proactive time, to assist in the evaluation of staffing requirements, whereas investigative services have fewer such reliable measures. Comparisons with other agencies are also difficult given the variations of conducting investigative business among differing law enforcement agencies throughout the nation. Factors making comparative analyses difficult include:

- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to Detectives varies. Also, the extent to which patrol performs preliminary investigation varies widely and thereby impacts Detective caseloads.
- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. By example, Watertown relies on managerial case screening whereas other departments may use crime analysis or dedicate Unit Sergeants to read and initially screen cases based on various formalized solvability factors.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, time devoted to administrative tasks, etc.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g. serial crime) also impacts investigative actions.

- Additional duties and responsibilities performed by detectives beyond caseload work. Such activities may include being a specialized trainer, assisting on warrant arrests or various other administrative duties detracting from casework. In smaller agencies, the existence of collateral duties such as these are a normal part of the assignment. For a study such as this, it means that these diverse duties need to be factored into the analysis of staffing needs.
- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

These various considerations portray investigative workloads with numerous qualitative considerations when compared to that which depicts typically quantitative-driven patrol workload. Unlike patrol, investigative workload lacks some specific measures that can be converted into quantitative methodologies to arrive at required staffing levels. In sum, qualitative issues must also be considered. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and operational philosophies that have an impact on overall staffing needs. The sections, which follow, provide a description of how the project team conducted its analysis relative to the aforementioned approaches.

As stated above, investigative workload and staffing requirements employ a series of broad indicators to determine the extent to which core investigative staffing and general workload in the Department compare to ranges observed in other departments. This information is used to determine if the Watertown PD is within the ranges measured by those indicators. Investigative workloads vary depending on the number and types of cases a Detective is assigned, their complexity, and also the level of service desired by an agency. Generally speaking, however, the comparative

measures that can be employed are displayed in the following table:

Comparative Measures for Investigations

| Comparative Measures | Comparative Industry Patterns |
|---|---|
| Part I Offenses per “line” Detective in core investigative functions such as persons and property crimes Detectives. This does not include those assigned to “proactive” units such as narcotics or vice. | The Average distribution of Part I Offenses per “line” Detective developed in police services studies in the U.S. generally ranges from 300-500 Part I Offenses per investigator. |
| Case Clearance for Part I Crimes – serious crime, captured at State and National levels and including homicide, rape, robbery, aggravated assault, theft, burglary and auto theft. | The Uniform Crime Report provides data on average case clearance by major crime type for various sized jurisdictions. |
| Active cases assigned to “property” crimes Detectives (e.g., burglary/theft). | 15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years. |
| Active cases assigned to White Collar crimes Detectives (e.g., fraud). | These have a broader range due to their varied complexity, from 10 to 20 active cases per month each. |
| Active cases assigned to “person” crimes Detectives. | 8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per investigator per month, whereas others can only handle DV cases typically attributed to “felonious person crimes.” |
| Active cases assigned to “generalist” crimes Detectives. | 12 to 15 active cases per month based on the same survey. |

There is no caseload standard for specialized units, such as Narcotics, because these types of cases are more proactive in nature. They can consume many weeks of staff time generating leads, contacts and suspect information; and they may also often require surveillance and related activities. It should be noted that WPD previously had two detectives assigned to a narcotics task force, but due to staffing cuts that has reduced to one.

2. A COMPARISON OF CRIME CLEARANCE DATA SHOWS NO ISSUES OF SIGNIFICANCE WHEN COMPARED TO PEER AGENCIES.

One approach to evaluating the outcome of investigative services or investigative effectiveness is to benchmark case clearances⁵ versus other local law enforcement agencies in similar sized communities.

(1) Using Case Clearance with Benchmarked Agencies.

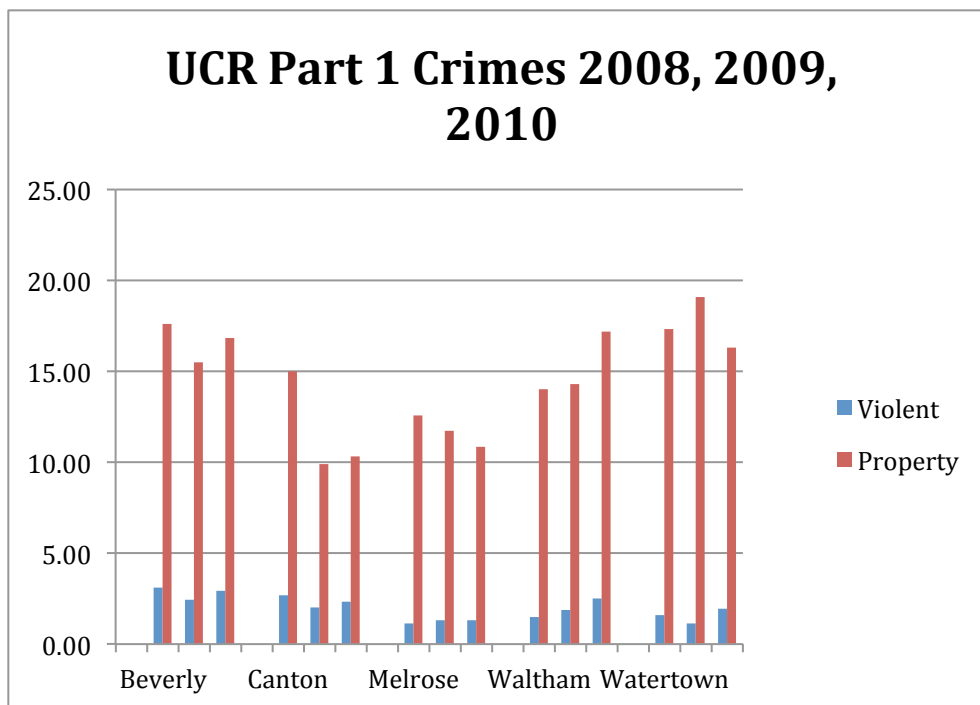
Information available from the Uniform Crime Reports (UCR) provides case clearance statistics for Part I crimes. The following table shows benchmark communities and their law enforcement agencies respective UCR statistics.

2008 - 2010 – Part I UCR Statistics, Selected Massachusetts PDs

| City/Town | Pop. | Violent | Murder | Rape | Robb. | Ag. Assit. | Property | Burg. | Larceny | Motor Vehicle Theft | Arson |
|------------------|-------------|----------------|---------------|-------------|--------------|-------------------|-----------------|--------------|----------------|----------------------------|--------------|
| Beverly | | | | | | | | | | | |
| 2008 | 39,435 | 122 | 0 | 10 | 20 | 92 | 695 | 107 | 548 | 40 | 0 |
| 2009 | 39,919 | 97 | 0 | 10 | 12 | 75 | 619 | 114 | 474 | 31 | 1 |
| 2010 | 39,064 | 114 | 2 | 8 | 9 | 95 | 657 | 131 | 502 | 24 | 2 |
| Canton | | | | | | | | | | | |
| 2008 | 20,054 | 54 | 0 | 3 | 3 | 48 | 301 | 66 | 218 | 17 | 3 |
| 2009 | 22,407 | 45 | 0 | 2 | 5 | 38 | 222 | 44 | 163 | 15 | 0 |
| 2010 | 22,291 | 52 | 0 | 3 | 4 | 45 | 230 | 67 | 150 | 13 | 0 |
| Melrose | | | | | | | | | | | |
| 2008 | 26,737 | 30 | 0 | 1 | 9 | 20 | 336 | 75 | 235 | 26 | 2 |
| 2009 | 27,134 | 36 | 0 | 2 | 11 | 23 | 318 | 102 | 193 | 23 | 1 |
| 2010 | 26,796 | 35 | 0 | 3 | 8 | 24 | 291 | 92 | 184 | 15 | 1 |
| Waltham | | | | | | | | | | | |
| 2008 | 60,459 | 89 | 0 | 9 | 15 | 65 | 848 | 108 | 696 | 44 | 1 |
| 2009 | 61,357 | 115 | 0 | 8 | 24 | 83 | 878 | 166 | 653 | 59 | 7 |
| 2010 | 60,106 | 151 | 2 | 13 | 24 | 112 | 1,032 | 200 | 759 | 73 | 2 |
| Watertown | | | | | | | | | | | |
| 2008 | 32,462 | 52 | 0 | 3 | 6 | 43 | 563 | 101 | 433 | 29 | 1 |
| 2009 | 32,994 | 38 | 0 | 2 | 7 | 29 | 630 | 89 | 509 | 32 | 0 |
| 2010 | 32,780 | 64 | 0 | 4 | 13 | 47 | 534 | 69 | 436 | 29 | 0 |

The table above shows that Watertown does not have any significant crime issues when compared with benchmark communities in Massachusetts. To gain a clearer picture the above data is show below on a per 1,000 resident basis.

⁵ Cases are cleared through an arrest or exceptional circumstances.



As shown in the above chart, when Part 1 crime is depicted on a per 1,000 resident basis Watertown has slightly lower incidences of violent crime than the comparative communities and a mix of higher property crime rates than Canton and Melrose and lower rates when compared to Beverly and Waltham in 2010. In 2008 and 2009, Watertown had higher property crime rates than all the comparative communities.

The use of related clearance rates also is a useful comparative data tool to determine the effectiveness of detectives in solving crime as compared with benchmark agencies. The following information reflects the UCR clearance data for the above agencies.

2010 – FBI UCR Clearance Statistics

| Jurisdiction | Violent Crime | % Cleared | Property Crime | % Cleared | Total Clearance % |
|-------------------------------------|----------------------|--------------|-----------------------|--------------|----------------------|
| National | 1,080,242 | 47.2% | 8,064,964 | 18.3% | 28.2% |
| New England | 46,824 | 50.0% | 661,911 | 23.4% | 36.7% |
| Cities 25,000- 49,999 population | 84,032 | 49.9% | 797,465 | 21.3% | 35.6% |
| Watertown | 64 | 78.1% | 534 | 21.5% | 49.8% |

As indicated by the table, in comparison to the other noted agencies, there are no crime clearance issues of significance; overall, Watertown PD staff clear a higher portion of cases overall when compared to law enforcement agencies Nationally, Regionally, and of comparable size. Watertown PD enjoys a much higher clearance rate for violent crime when compared to the national, regional and similar sized communities. WPD also performs well in clearing property crime, when compared nationally and with similar sized communities, but is slightly below the regional clearance rate in this area. Typically property crimes are harder to solve as the crime may go undetected for a protracted period of time before police are notified.

(2) Using Uniform Crime Reporting Part I Crime Data, the Ratio of Part I Crimes per Detective Is Marginally Below Averages Compared to Benchmark Agencies.

The number of Part I crimes per Detective in many other law enforcement agencies in the United States averages between 300-500 crimes per Detective. Part I Crimes are taken from the annual Uniform Crime Report and compared to actual detective staffing levels in a police agency. The following reflects information gathered by the project team over the last several years related to these staffing patterns:

Range of Part I Offenses per Investigative Staff

| Range of Part I Offenses Per Core Investigator | Percent of Departments Surveyed with Part I Offense Ratios in the Range |
|---|--|
| Less than 300 | 5.3% |
| 300 to 400 | 31.6% |
| 400 to 500 | 42.1% |
| More Than 500 | 21.0% |
| TOTAL: | 100% |

In addition to the above table, a comparison of this metric against a variety of law enforcement agencies with which the Matrix Consulting Group has directly worked over the last four years is further enlightening. It should be noted that in none of these agencies utilize civilian “assistant investigators” and in the shaded ones generalist investigators are utilized.

Range of Part I Offenses per Core Investigative Staff

| Agency | Part I Offenses Per Core Investigator |
|---|--|
| Aurora, CO Police Department | 211 |
| Brick Township, NJ Police Department | 148 |
| Corvallis, OR Police Department | 403 |
| Galt, CA Police Department | 257 |
| Gilroy, CA Police Department | 466 |
| Goodyear, AZ Police Department | 461 |
| Grants Pass, OR Public Safety | 636 |
| Lawrence Township, NJ Police Department | 216 |
| Lowell, MA Police Department | 341 |
| West Springfield, MA Police Department | 373 |
| AVERAGE OF THESE AGENCIES | 351 |
| Watertown Police Department | 299 |

Based on detective staffing levels of two generalist and one Domestic Violence “core detectives” and based on 2010 UCR data shown above, the ratio of Part I Offenses per Detective is 299:1. In 2009 the ratio was slightly higher at 334:1. This is near the average of the agencies with which the project team has recently worked and at the low end of the noted 300-500 in surveyed agencies as noted by the prior table. Based on Part I crime comparisons, the WPD has a sufficient number of detective staff

assigned. This comparison reflects the ability of investigators to investigate assigned cases, be proactive where this is warranted and possible and have selected other collateral duties.

It should be noted that UCR data should be viewed with some caution; that is why it is only one method by which the project team evaluates investigative services.

The following is abstracted directly from the FBI's website:

“Each year when *Crime in the United States* is published, many entities—news media, tourism agencies, and other groups with an interest in crime in our Nation—use reported figures to compile rankings of cities and counties. These rankings, however, are merely a quick choice made by the data user; they provide no insight into the many variables that mold the crime in a particular town, city, county, state, region, or other jurisdiction. Consequently, these rankings (alone) lead to simplistic and/or incomplete analyses that often create misleading perceptions adversely affecting cities and counties, along with their residents.”

Clearance rates can be impacted by a number of factors, including the investigative process used, skills of staff and staffing levels, and should not be considered an exclusive measure of investigative productivity. It is, however, one measure that can allude to several operational characteristics. This information is interesting; however as any standalone metric, this performance measurement is inconclusive in and of itself as there are other workload drivers beyond Part I felony crimes. Nevertheless, these data point to a potential operational issue deserving further analysis.

3. CASES ASSIGNED TO WPD DETECTIVE STAFF ARE HIGHER THAN DESIRED CASELOAD TARGETS WHEN COMPARED TO MOST OTHER NATIONAL LAW ENFORCEMENT AGENCIES AND BEST PRACTICES.

To analyze staffing and workloads for the described detective division, the project team obtained information from the Department. This hardcopy information was evaluated and particular data elements analyzed.

Based on the analytical approach shown above, the following is noted regarding the Detective Unit.

- Average monthly caseload per detective varies from 14 cases to 21.8 cases. The only “specialist” detective is assigned to Domestic Violence and is at the high end of case assignment. The Domestic Violence Detective also handles a number of licensing functions that could be civilianized to alleviate excess workload.
- WPD has case management software to track cases that is effectively utilized by all member of the Detective Division. Data was provided to the project team in directly from the system and was easy to evaluate and understand.
- The amount of workload assigned is comparatively excessive, particular for “generalist” detective positions. As noted in a prior table, a Detective should have 12-15 active cases per month. A case audit of WPD detectives indicated that cases assigned for investigation are slightly above this level at 16 cases per month.

High caseload levels for detectives can lead to important operational issues. Fortunately the current situation appears to have negligible impact on case clearance. Enhancement of the case screening process and plans to civilianize the ancillary duties of the Domestic Violence Detective should bring caseloads back to manageable levels. If caseloads continue to be at the high end of best practices additional staff resources in detectives should be considered. These are discussed in the following sub-sections.

(1) The Detective Division Should Formalize the Case Screening Process Using Solvability Factor and Priority Status Methodologies Consistent with Best Management Practices.

The current state of case management is indicative of a less than formal and effective case assignment process. Because the case screening process is not formalized and the Lieutenant and Sergeant rely on experience when assigning cases, there may be cases assigned that might not warrant follow-up investigation. Present case screening practices also have no formal way to help prioritize workloads. In effect, failure to use a proven solvability index at WPD will have an impact on perceived staffing needs, as there is no effective linkage between what work should be done and what is actually accomplished. Developing a detailed case screening process and the associated protocols is beyond the scope of this report; however, particular guidelines are highlighted herein. There are examples available of detailed relevant policies and procedures associated with investigative services.

In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted by WPD. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use in varied law enforcement settings, we believe that the following 12-point checklist, in conjunction with a Priority Status methodology, should be considered for adoption.

(2) The Solvability Factor Methodology.

The use of solvability factors is consistent with CALEA's Section 42.1.2, which

states, “The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort.” This screening can take several forms. There are a variety of case screening and assignment methods available and the Watertown Police Department should adopt one that best ‘fits’ it or develop one of its own. There are twelve screening points to consider:

- Witnesses to the crime;
- Knowledge of the suspect’s name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect probable;
- Property with traceable, identifiable characteristics, marks or numbers;
- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect’s vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and
- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a cover sheet on all cases to determine whether it is an assignable case to a Detective for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted on the cover sheet.

Adoption of a formal screening process will ensure that for those cases with no solvability factors checked, the maximum service received on the case is minimal and has limited impact on staff workload. This may amount to one courtesy telephone call to the victim advising them of their case status and the need for additional information to continue the investigation – which the Department currently does.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by WPD in the short term.

Recommendation: Formalize the case screening process using a documented solvability factor methodology.

(3) The Prioritization Methodology

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through call priority classifications, but is used in a lesser capacity in other law enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating includes:

- Priority 1 – Felony Crime with In-custody suspect or excellent chance of arrest.
- Priority 2 – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.
- Priority 3 – Felony Crime with reasonable chance of arrest.

- Priority 4 – Felony Crime with limited chance of arrest.
- Priority 5 – Misdemeanor Crime with reasonable chance of arrest.
- Priority 6 – Misdemeanor Crime with limited chance of arrest.
- Priority 7 – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of the WPD; however, the concept should be used as a framework for prioritizing workload, thereby focusing detective resources on the most important cases. A 1-7 Priority should be assigned on all case screening cover sheets as noted previously.

Recommendation: Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.

(4) If Revised Case Management Practices Do Not Significantly Impact Cases Assigned to Detectives, Consider Additional Staff Resources.

If revised case screening and management practices do not reduce the number of cases assigned to detectives, consideration should be given to adding additional staff resources to the detective unit. While case clearance (a performance outcome) is currently reasonable, interview suggests that detectives do not have sufficient time to effectively work what they believe are potentially solvable cases. Balancing detective outcomes with necessary staffing levels should be accomplished internally with emphasis placed on first revising case assignment and investigative approaches and secondarily on increased staffing levels. The Detective Division could potentially benefit from at least one additional investigative staff member. However, other business process changes should be explored first, including:

- Screening out cases with low solvability potential.
- Assigning follow up to “minor cases” to patrol.

- Eliminating or reassigning detective collateral duties.
- Assigning some tasks currently performed by detectives (e.g., certain licenses) elsewhere in Town government (e.g., the Town Clerk's Office).

Recommendation: Revise case screening practices, assign minor cases to patrol and reduce the number of collateral duties handled by detectives. Only once these recommendations are implemented should the Town and Department re-consider Detective Unit staffing levels.

4. SUPPORT POSITIONS IN THE ADMINISTRATIVE SERVICES BUREAU APPEAR EFFECTIVE, ALTHOUGH THE DEPARTMENT SHOULD EVALUATE THE OPPORTUNITY TO CIVILIANIZE THE DETAIL OFFICER.

Based upon our interview and review of job duties and responsibilities, the additional support positions in the Administrative Services Bureau operate appropriately. This is in no small part due to the fact that they are typically one-person work units. These units include:

- The Detail Officer assigns detail and overtime daily for officer in WPD. The position is also responsible for a number of ancillary duties to include: weekly payroll entry, entering paid invoices in system working with surrounding agencies to fill unfiled details, coordinating various community policing projects, notifying supervisors of detail and overtime assignments, updating day/night sheets regarding time off requests and filling replacement shifts required by the current contract M-F. The Department and Town should consider civilianizing this position because the duties are largely administrative. A small but growing number of communities in the Commonwealth have even civilianized some or all right of way details so the administration of many of these duties is certainly something that could be handled by civilian personnel. Other duties should be redistributed to other personnel. The cost savings of this could be as much as \$20,000 per year in salary and fringe benefits.
- The Property Evidence Officer performs a variety of tasks related to property and evidence to include: processing and storage consistent with chain of custody requirements for WPD; inventory control; maintaining logs and chain of custody; property dispositions and property destruction; transporting evidence to court for trials; and returning evidence to victims when legal requirements have been satisfied. The position also serves as the prosecutor and prepares case folders for court, tracks cases in court, stands on criminal and show cause hearing, and gathers discovery items for the District Attorney's Office. The current officer filling this position is the Department's computer crime investigator and part of the fire investigation team for Watertown.

- The Accounts Payable Clerk is responsible for paying bills and working with vendors, maintaining supply orders for the Department, and serving as the backup for the records clerk as required. This position has also been designated as the civilian position that will assume the licensing duties currently performed by the Domestic Violence Detective.
- The Records Clerk is responsible for proper filing of all police reports and reports after court disposition. This position is also responsible for processing open records requests in compliance with the Freedom of Information Act; including requests from courts, and other governmental agencies requiring information from the Department. The records clerk also completes all training registrations for the Department when training is approved.
- The Communication & Network Security / System Administrator is a sworn officer. This position is responsible for all computer hardware, sets up all new Police Department computers with required software and configuration, administration of 10 servers and public safety computer network, is the E9-1-1 system coordinator, and related duties.
- The Building and Vehicle Maintenance performs maintenance and repairs for WPD vehicles and non-motorized units, determines preventative maintenance schedules for fleet, provides input regarding replacement of vehicles, responds to requests for facility maintenance and warrant issues with new facility.

Current systems are a mixture of manual logs and off-the-shelf software packages to maintain data. There is a legitimate concern by the Town about increasing access to Munis from others not currently having access. However, the Police Department has expressed the need for 'refresher' training of staff with access to this system.

Recommendation: Work with the Town to ensure that personnel engaged in payroll and purchasing processes are able to fully utilize the Munis System to the extent that they are authorized to do so.

Recommendation: Consider civilianizing the detail officer position with the potential for up to \$20,000 in cost savings per year. Other administrative collateral duties currently handled by the detail officer (e.g., invoicing and scheduling) could also be handled by this position while other duties (e.g., community policing activities) would be distributed to other sworn personnel in the Department.

5. THE WATERTOWN POLICE DEPARTMENT SHOULD TAKE STEPS TO RE-ATTAIN ACCREDITATION FROM CALEA.

Barring specialized duties and responsibilities, supervisor to staff ratios should typically be in the 1:6 to 1:10 range. That is, 1 supervisor position overseeing 6 to 10 staff. Clearly these ratios are only guidelines as there are many examples of one executive position overseeing 2-5 staff and other examples of one-over-one supervisory relationships, etc.

There are currently three sergeant classifications in the Administrative Services Bureau overseeing twelve line staff. This is effectively one immediate supervisor to 4 positions. While best practices suggest that specialized proactive (undercover) enforcement units, such as Narcotics, be directly supervised, such is not the case for other policing functions.

The Community and Staff Development Lieutenant is tasked many duties involving the accreditation process, departmental training, policy updates, critical incident planning, community policing, legal review and bulletin updates, and coordination with the North Eastern Massachusetts Law Enforcement Council (NEMLEC) which make evaluation of this position solely on span of control impractical. The technical nature of the work provided must be evaluated to determine if the lower span of control is adequate with this position. In many agencies the size and complexity of Watertown, the accreditation duties are handled by either civilians or personnel at the officer level. The Lieutenant represented the Department at the Town Building Committee meetings related to the construction of the new headquarters facility. This position is also the responsible for researching, developing, and implementing training delivered through the Digital HQ program at daily roll call. The Chief of Police has

designated “Everyday a Training Day” which requires new training material to be developed and available for shift briefings.

While the current staffing levels in Community and Staff Development do not support the need for a manager solely over these processes, it is clear the Lieutenant is tasked with many responsibilities that require the technical expertise and knowledge of someone at the Lieutenant rank. The Sergeant is effectively supervising four (4) full time direct reports and four (4) unpaid interns assigned to this Division.

As the Department moves toward re-gaining accredited status consideration should be given to adding a civilian accreditation coordinator to assist in the duties associated with accreditation that do not require the Knowledge, Skills and Abilities (KSA's) of a Lieutenant. This position can also assist with other administrative functions in the Division, which occupy the time of the Lieutenant and Sergeant.

Recommendation: As the Department works to re-achieving and maintaining accredited status, consider adding a civilian Accreditation Coordinator in the Administrative Services Bureau who reports to the Lieutenant at a cost of about \$48,000 per year for the new position and about \$8,500 in other operating costs.

6. THE IN-SERVICE TRAINING SCHEDULE EXCEEDS STATE REQUIREMENTS FOR CONTENT AND DURATION.

The Community and Staff Development Division is responsible for ensuring department personnel receive require training as covered in Massachusetts General Law. Each officer is required to attend a minimum of 40 hours of training each year. The current training schedule in place at Watertown PD ensures an average of 58 hours is provided to officers on an annual basis and includes 32 hours of annual training, 18 hours of roll-call training and 8 hours of firearms training for sworn personnel.

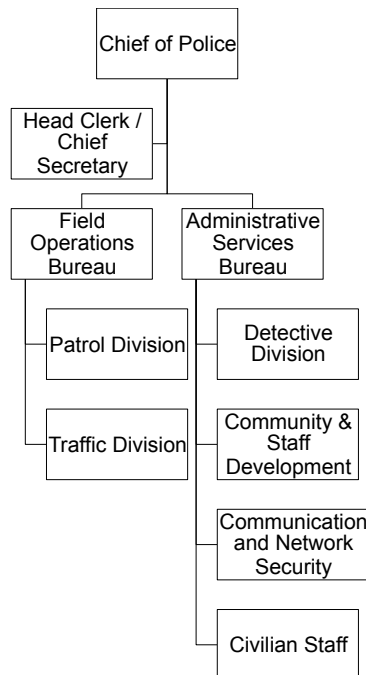
Beyond the scheduled mandatory training the Department also offers various classroom training courses during the year, which vary from 16 – 30 hours in length.

APPENDIX A

PROFILE OF THE POLICE DEPARTMENT

This document is a descriptive profile of the Watertown Police Department (WPD), prepared by the project team from the Matrix Consulting Group. This profile is intended to serve as a comprehensive summary of staffing, organization, workload and other factors that describe the operations and services provided by the Watertown Police Department. This profile is organized into subsequent chapters that describe the Office of the Chief, Field Operations Bureau and Administrative Services Bureau. The staffing numbers used are the authorized positions as of July 2011.

The Matrix Consulting Group project team reviewed the current organizational structure. The current organizational structure is depicted in the following exhibit:



1. OFFICE OF THE CHIEF

(1) Introduction

The Chief of Police has overall responsibility for all department functions; and has direct responsibility for the Field Operations Captain, Administrative Services Captain and Head Clerk / Chief Secretary.

(2) Staffing

The exhibit below provides a summary of the staff reporting directly to the Chief of Police, by function and classification, and also summarizes their key roles and responsibilities. Note that the columns “Bgt” means budgeted/authorized WPD positions in each classification that are vacant as of June 2011.

| Function | Position | Bgt | Key Roles and Responsibilities |
|--------------------------------------|---------------------------------|-----|--|
| Department Management and Leadership | Police Chief | 1 | <ul style="list-style-type: none"> • Manages and coordinates all police services in the Town to meet objectives set by the Town Manager and Town Council. • Provides overall leadership and guidance of Department personnel and police services. • Provides overall management and administration of the Department; coordinates resources. A member of the executive management team of the Department and the Town. • Represents the Department to the public; develops relationships with business and neighborhood leaders. • Develops and maintains good working relationships with other managers in the Town and peers in the regional and state law enforcement community. • Represents WPD in regional and state law enforcement work efforts and projects. • Coordinates and evaluates Bureau managers. • Performs routine administrative functions in the day-to-day management of the Department. |
| | Captain Field Operations Bureau | 1 | <ul style="list-style-type: none"> • Manages and coordinates operations related to patrol and traffic operations in WPD. • Manages and coordinates operations related to Dispatch. • Handles questions and issues based on citizen phone calls. • Supervises the Patrol Lieutenants and ensures personnel are meeting expectations. • Supervises the Traffic Sergeant and ensures personnel are meeting expectations. • Reads all reports written in PD daily. • Conducts internal affairs investigations as assigned by Chief. • Coordinates and serves as a liaison between employees and overseeing workers compensation and injured on duty. • Reviews reports for appropriate charges. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------------|--|-----|--|
| | Captain Admin Services Bureau | 1 | <ul style="list-style-type: none"> • Manages and coordinates the operations related to Detectives Division. • Manages and coordinates the operations related to the Community and Staff Development Division • Manages and coordinates the operations related to the civilian administrative staff. • Manages and coordinates the operations related to the evidence function. • Direct reports are the Systems Administrator, Lieutenant of Detectives, Lieutenant of Community & Staff Development, Building and Vehicle Maintenance, Accounts Payable Clerk, and Records Clerk. • The following functions are performed by the Captain <ul style="list-style-type: none"> • Reads all reports written in PD daily. • Conducts internal audits on evidence procedures. • Serves as backup Systems Administrator. • Conducts Internal Affairs Investigations (serious). • Develops and manages the budget. • Reviews and approves purchases. • Monitors overtime usage. • Redacts information from public record requests. • Writes and manages Department grants. • Manages all technology issues in Department. • Researches, plans, and implements special projects. • Manages capital expenditures. • Reviews all petty cash and checks prior to being sent to Town for processing. • Manage and coordinate payroll. |
| Admin. Support | Admin Support Technician | 1 | <ul style="list-style-type: none"> • Personal assistance to the Chief (e.g. correspondence, calendar appointments, phones). • Provides budget support for two Captains. • Completes Department payroll process. • Ensures overtime accounts are balanced, • Ensures step increases occur in payroll. • Balances attendance records with Town Hall. • Assists in grant management. • Administers workman's compensation program for WPD. • Maintains WPD personnel files. |

2. FIELD OPERATIONS BUREAU

(1) Introduction

A Captain who reports directly to the Chief of Police manages the work groups in the Field Operations Division. This Division is responsible for providing police patrol, response to calls for service, preliminary investigation of crime, traffic safety services, investigation of major injury traffic collisions, problem oriented policing, dispatch services and the crossing guard function for the Town of Watertown.

(2) Staffing

The table below provides a summary of the staff reporting to the Field Operations Division Captain, by function and classification, and also summarizes their key roles and responsibilities.

| Function | Position | Bgt | Key Roles and Responsibilities |
|---------------------|------------------------|------------|--|
| Division Management | Captain | 1 | <ul style="list-style-type: none"> • Provides overall leadership, management and administration of the Field Operations Division. • Supervises the Patrol Lieutenants and the Traffic Sergeant. • Prepares and manages the Division budget. • Provides guidance to staff and coordination of Department personnel. • Manages and coordinates all services provided to meet objectives set by the Chief. |
| Operations | Day / Night Lieutenant | 4 | <ul style="list-style-type: none"> • Scheduled for each of the four shifts (Day, 1st half, 2nd half & relief). • Debriefing with prior shift commander • Conduct Roll-Call with shift personnel • Assign Routes • Review logs and calls to determine issues in community • Supervise Sergeants, Patrolman, Dispatch and administrative officer • Listens to radio and provides input to dispatchers • Book prisoners with assistance from administrative services officer (enter data, photograph, advise of rights) • Monitor prisoners from desk (30 minute physical check by administrative officer) • Review log to ensure proper reports are completed • Review reports for appropriate charges filed, grammatical errors, elements of offense • Print approved reports and appropriate documents for Officers and Detectives to take to Court • Prepare paperwork related to restraining orders to be served by Officers • Ensures proper processes are followed for paperwork and ensure all restraining orders are served and return of service is delivered to prosecutor to take to Court. • Enter any critical information into Digital HQ for oncoming shift • Call backs / notifications for critical incidents (Detectives, Captain Chief etc.) • Assign Sgt's a Route for Community Policing to determine CP activity for Route • Create assignment work sheets for shift • First half and last half OIC handles details that come in after-hours. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|----------|-----|--|
| | Sergeant | 5 | <ul style="list-style-type: none"> • Review assignments and manning levels. • Cover any assigned posts (traffic @ busy intersections). • Roll Call (Sgt gives assignments and line inspection) (LT does DHQ briefing). • Sgt's back up cars on calls. • Cover for LT when he is on dinner break. • Perform booking procedures and Breathalyzer as needed. • Authorize all vehicle tows. • Supervise patrol officers and officers working details (must check all details) • Assign directed patrols for community policing issues and follow-up on impact • Assign business checks to verify emergency contact issues (officers contact) • DHQ updates for their assigned sector (each Sgt. has a sector) 2nd half Sgt. produces weekly bulletin (distributed on Thursday with paychecks) Enforce licensing laws related to one day licensing for special events • Day Shift Sgt. Meets with Detail Officer to determine daily detail and what is filled vs still open Conduct status meetings with personnel 1-2x per week (focus on productivity and what is going on in their assigned Route) • Spend majority of time in field (90%+) • Monitor radio and respond to critical calls for service • Focus on crash reduction for directed patrols, (speeding, vandalism, OUI) • Ensures officers / self attend assigned court dates during shift Transport persons receiving a restraining order to court (State Law) Patrol supervisors respond to photograph scenes if needed, but does not require CSI. • Patrol supervisor serves as accident investigator for any town vehicles involved in accidents • Primary contact for citizen complaints. • Meet with DPW and contract company to coordinate major road projects that impact businesses • Review and make recommendations to policy additions and recommendations • Conduct research related to any special assignments (range master + ammunition for indoor range) |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|----------------|-----|--|
| | Patrol Officer | 34 | <ul style="list-style-type: none"> • Respond to all calls for service in the Town, including crimes against persons, property crimes, domestic disputes, traffic collisions, and disturbances. • Provide direct field enforcement of all applicable laws within the Town; make arrests, issue citations. • Provide a visible law enforcement presence in the community. • Write incident/crime reports; conduct preliminary investigations of crime; conduct follow-up investigations as appropriate or assigned by Detectives. • Engage in neighborhood patrols, directed patrol, traffic enforcement and other proactive activities to reduce crime. • Respond to questions, concerns and requests from the general public and provides information and problem resolution as necessary. • Identify and address both criminal and quality of life issues on their route. |
| Dispatch | Dispatcher | 9 | <ul style="list-style-type: none"> • The Lieutenant leads, manages, and supervises the Dispatchers. • Answer and dispatch 9-1-1 calls. • Set up daily rosters for patrol. • Dispatch Police, Fire, EMS and serve as department switchboard. • Warrant checks and warrant management. • Run license plates. • Criminal History and checks related to prisoners being booked. • Teletypes and bulletins. • Maintain hard copies of restraining orders, stolen vehicles and missing persons and enter into database. • Maintain emergency call list and business listings. • Maintain trespass orders. • Enter flags on addresses for special situations. • Senior dispatcher handles NCIC/CJIS issues and procedural compliance. • Serve as back up for front window if Admin Officer is busy. • Fire alarm boxes (nightly readings on circuits and voltage to ensure all are working correctly) - these are located in large businesses and on street boxes. |
| Traffic | Sergeant | 1 | <ul style="list-style-type: none"> • Responsible for review of all accident reports • Supervises the activities of 2 Traffic Officers. • Takes requests for placement of the Town's traffic board. • Coordinates with State Police. • Supervises the crossing guards and their payroll and budget. • Serves as secretary to Town's Traffic Commission. • Conducts traffic surveys and counts. |

| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|----------------|-----|---|
| | Officer | 2 | <ul style="list-style-type: none"> • Provides traffic parking enforcement, traffic scene investigations, and back up to patrol officers as needed. • One Officer works a day shift. One works an evening shift. • The day Officer is designated as Court Prosecutor to prosecute motor vehicle citations. • With other Department officers, both serve on the Accident Reconstruction Team. |
| | Crossing Guard | 23 | <ul style="list-style-type: none"> • Provides intersection and street crossing safety for children and adults at critical school and other areas. |

3. ADMINISTRATIVE SERVICES BUREAU

(1) Introduction

This Bureau is responsible for investigative and special enforcement services including criminal investigations, intelligence gathering activities, participation in various task forces, covert investigations and other supportive efforts. This Bureau also handles records, accounts payable, evidence, school resource, details, technical services, accounts payable, payroll, computer systems administration, network security and building and vehicle maintenance.

(2) Staffing

The table below provides a summary of the staff reporting to the Administrative Services Bureau Captain, by function and classification, and also summarizes key roles and responsibilities.

| Function | Position | Bgt | Key Roles and Responsibilities |
|---------------------|----------|-----|--|
| Division Management | Captain | 1 | <ul style="list-style-type: none"> • Provides overall leadership and management of the Administrative Services Bureau. • Supervises the Detective Lieutenant, Community & Staff Development Lieutenant, Systems Administrator, and Civilian administrative staff. • Prepares and manages the Department budget. • Provides guidance to staff and coordination of Department personnel. • Manages and coordinates all services provided to meet objectives set by the Chief. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|--------------------|------------|-----|--|
| Investigation Unit | Lieutenant | 1 | <ul style="list-style-type: none"> • Supervises the Investigation Sergeant and Prosecutor Sergeant. Detectives. • Review prior days reports. • Reviews public records requests for conflicts with ongoing criminal investigations. • Oversees evidence processing and control. • Work with Sgt. to assign cases. • Media Relations. • Review and approves cases submitted by detectives. • Involved in major cases (School embezzlement case ongoing) • Conducts serious IA investigations. (If it goes criminal would ask DA for State Police to investigate) • Assigns himself small quick cases to alleviate detective caseload. • Works with Prosecutor to ensure charges are proper before court hearings. • Manages all the licensing issues occurring (See Detective notes). • Attends licensing board hearings in absence of Sgt. |
| | Sergeant | 1 | <ul style="list-style-type: none"> • Directly supervise 4 detectives (3 investigators, 1 detached on joint FBI task force). • Review Licenses before businesses open: monthly meeting (alcohol, business owner background checks, financing, automotive repair). • Conducts periodic alcohol stings/compliance checks on licensed establishments. • Lt. Lawn and Sgt. work together to assign cases based on solvability and severity. • Oversees firearm licensing (Det. Campbell processes) • Interviews all firearm applicants after application is completed and forwards to Chief for approval. • Actively works cases. • Attends Licensing Board hearings. • Conducts onsite inspections of License holders. • Reviews selective case reports and approves in absence of the Lieutenant. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------------------------|-----------|-----|--|
| Investigation Unit (con't) | Detective | 4 | <ul style="list-style-type: none"> • Read all reports from prior day, Digital Headquarters, emails, Northeast Massachusetts Law Enforcement Council (Sharepoint site) (1-hour) • Domestic & Sexual Assaults (1 detective) - Down from 2 in Feb 2010 <ul style="list-style-type: none"> ○ Contacts victims of any arrest made. ○ Maintains monthly report. ○ Maintains files on all restraining orders. ○ Works all child abuse cases (completes required state paperwork). ○ Elders and disabled persons cases. ○ Monthly district attorney roundtables on domestic violence. ○ Liaison with victim/witness advocate at Court. ○ Prepares for and attends Court cases as required. ○ Prepare and send domestic violence bulletins to patrol. ○ Training for changes in law to patrol. ○ Attends training on domestic violence and sexual assault. ○ Maintains victims phones (Verizon). ○ Firearms licensing (1st time applications and renewals). <ul style="list-style-type: none"> ▪ Target and Hunting ▪ Sporting ▪ Personal protection ▪ Pepper Spray ○ Taxicab and Limo registrations; March-April renewals. <ul style="list-style-type: none"> ▪ Inspect all cars ○ Processes and issues Solicitor Permits. ○ Issues Retired and Police Identifications. ○ Alcohol Licensing (one-day special licenses) 40-80 per month. ○ Instructs RAD. |

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Management and Operations Study of the Police Department

| Function | Position | Bgt | Key Roles and Responsibilities |
|----------------------------|----------|-----|---|
| Investigation Unit (con't) | | | <ul style="list-style-type: none"> • Crime Scene and Department Photographer (1 detective) <ul style="list-style-type: none"> ○ Primary on call for crime scene photographs <ul style="list-style-type: none"> ▪ Responsible for all photos in department regardless of who takes ▪ Takes photos for all State ID cards for department ○ Reads all department reports ○ Crime scene investigator <ul style="list-style-type: none"> ▪ NEMLEC call-outs ▪ Assistance to surround agencies ▪ Prepares roll-call training for crime scene ○ Handles crime lab activities located in basement of PD <ul style="list-style-type: none"> ▪ Current workload precludes detective from doing any crime lab work ○ NEMLEC meeting attendance (currently not attending due to time constraints) <ul style="list-style-type: none"> ▪ Networking and intelligence gathering ○ BRIC (Boston Regional Intelligence Center) messages ○ General investigative duties ○ Interview and interrogations ○ Purchasing supplies for lab, prosecutors, booking area, evidence supplies, surveillance ○ Attends Boston Anti-Crime meetings • General Investigator (2 detectives one is also CSI above) <ul style="list-style-type: none"> ○ Backup photographer and crime scene investigator ○ Read all reports ○ Property Crimes and financial crimes, simple assaults Robberies ○ Current active caseload is about 20 ○ Monthly juvenile reports for State (5 months behind) <ul style="list-style-type: none"> ▪ Used to be handled by juvenile detective ○ Sex Offender Registrations <ul style="list-style-type: none"> ▪ Supposed to conduct frequent audits (not getting done) SORB ○ Make booking videos for Court ○ Read all Pawn sheets (via email) |
| Investigation Unit (con't) | | | <ul style="list-style-type: none"> • Federal Drug Task Force (1 detective) <ul style="list-style-type: none"> ○ Supposed to be full-time assignment, but assists agency as needed. ○ Conducts background investigations for all new officers. ○ Assisting in caseload as needed. ○ Attends Federal meetings. |

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Management and Operations Study of the Police Department

| Function | Position | Bgt | Key Roles and Responsibilities |
|-----------------|-----------|-----|---|
| Prosecutor Unit | Sergeant | 1 | <ul style="list-style-type: none"> • Responsible for everything that goes to Criminal Court. • Reviews reports for proper elements of offense and processing by District Court (Waltham, Weston, State Police, Watertown). • Serves as department liaison with District Court as Prosecutor. • Jury trials on Wed and Thurs. • Supervises 1 Detective (David Collins) who also functions as secondary evidence officer. • Manages the payroll information for officers attending court both District and Superior (Class 1 Felonies). • Attends Court daily from 9:00 – noon (Show cause hearings etc). • Afternoon is spent preparing for next day court and processing evidence. |
| | Detective | 1 | <ul style="list-style-type: none"> • Review all criminal complaint reports and arrests to ensure charges are correct. • Prepare all case folders on the court list. • Sign all criminal complaints for the process in court • Track all cases in court. • Stand on criminal cases in court (OUI, OAS, traffic). • Stand on show cause hearings (Tuesday and Wednesday). • Enter case updates into IMC (RMS system). • Gather and prepare any discovery items for court and file with District Attorney's office. • Serve as liaison for District Court, District Attorney's Office, Juvenile District Court and Probation Department. • Process all criminal summons requests for the DA's, Court and Probation Dept. • Serves as primary evidence officer for Department. • Serves as fire investigator (Team approach two police officers, deputy fire chief, and investigator). • Serves as Department computer crimes investigator. • Assists general detectives as needed. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|-------------------------------|------------|-----|--|
| Community & Staff Development | Lieutenant | 1 | <ul style="list-style-type: none"> • Policy Development (Accreditation Standards). • Manages Training (creates roll-call) and training records including field training. <ul style="list-style-type: none"> ○ Serves as Department Training Officer. ○ Reviews legal changes updates. ○ Manages department certified instructors. ○ Coordinates in-house training courses. • Accreditation Manager (currently on hold). • Supervises Division Sgt. • Manages the administration of Details, overtime assignments and shift coverage's. • Manages social media outreach. • Manages technology related to data boards. • Critical incident planning (works with schools and their critical incident teams) and mock exercises with large businesses. • Supervises Records Clerk. • Manages community policing programming. • Grant oversight for grants related to community policing, training, or division related activities. • Management of Crime analysis. • All building issues related to new building • Manages internship program (unpaid). <ul style="list-style-type: none"> ○ Training data ○ Roll call concepts (sun safety) ○ How they interact with other divisions |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|----------|-----|--|
| | Sergeant | 1 | <ul style="list-style-type: none"> • Department Liaison (External Relationships). ▪ Oversees the administration of the jail diversion program (grants, supervision of clinician, quarterly state-wide meetings, monthly operations meetings, liaison to Psychiatric Emergency Services) ▪ Represents PD at Health Department Task Force Meeting (elderly, zoning, area hospitals, etc.). ▪ Department representative at School Bullying Committee ▪ Department representative at area Homeless Coalition ▪ Attend District-wide multi-agency meetings for the Schools Critical Incident Teams, and Community Based Justice) ▪ Liaison for Elder Services (general and protective services) ▪ Department representative for Middlesex Disabled Persons Protection Task Force (coordinated by the DA's Office) • Supervises (Serves as secondary backup detail officer): 1 Detail Officer, 1 SRO, 2 Computer officers (data analyst, crime reporting, CAD, RMS), 4 Interns • Develops Department Training • Coordinates Department student intern program • Automated Electronic Defibrillator Coordinator – Ensures repairs are made and contracts are up to date – Also works with other personnel to ensure availability of AED supplies • Oversees Reverse 9-1-1 • Develop and manage community policing grants • Develops and manage community surveys • Compiled quarterly with yearly tally. • Conducts community policing related presentations such as safety presentations to seniors, children, or the Schools |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|-------------------------|-----|--|
| | Detail Officer | 1 | <ul style="list-style-type: none"> • Works 7a-3p. • Summer is busiest time for detail (Department has agreements with neighboring agencies to fill extra slots). • Lots of phone work in morning to fill details. • Compares previous days detail sheet with details to appropriately charge hours. • Manages Scheduled Overtime assignments. • Prepares Detail Payment sheets (Town pays officers first and Vendor reimburses). • Prepares overtime slips for Chiefs secretary to prepare payroll. • Retrieves detail slips from prior day and enters into the billing book. • Prepares monthly bills for vendors. Town charges 10% surcharge to cover administrative expenses. • Updates Quick Books with changes to employee and vendor information. • Currently working with other agencies to get more officers to fill details (Formal agreement required). • Prepare first and second notices of past due invoices (30 and 60 days). • Maintains DO NOT WORK LIST for vendors who have not paid for prior details. • Works with auditor office regarding fund transfers and open invoices. (Town details paid by transfer) • Works with agencies to get billing information for details worked outside of town. • Schedules Admin Fill In Shifts (4x per year with patrol). • Participates in community events (station tours, senior center talks, and other CP efforts). |
| | School Resource Officer | 1 | <ul style="list-style-type: none"> • Works 7a-3p + after hours events at schools where issues are expected. • Reads reports and pulls issues involving juvenile. • Serves as juvenile investigator for non-major crimes. • Makes referrals to appropriate agencies. • Main day-to-day contact is the Sergeant in the Community and Staff Development Division (Principals and Vice Principals). • Attends critical incident meetings at all schools (5) |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|-----------------|-----------------------|-----|--|
| Admin. Services | Comm. & Systems Admin | 1 | <ul style="list-style-type: none"> • Responsible for all computer hardware for police and fire (95 workstations). • Sets up all new police & fire department computers with required software and configuration. • Administration of 10 servers and public safety computer network. • E9-1-1 system coordinator. • State computer system coordinator. • Manages radio system. • Programs portable and mobile radios. • Oversees police & fire fixed radio assets. • Manages building access control system. • Prepares building videos for IA investigations. • Cruiser and cruiser equipment procurement. • Programming of emergency systems in cruisers. • Department Quartermaster. • Manages telephone system. • Budget preparation for assigned accounts. • Mobile Data System administrator. • Prepares recordings of telephone and 9-1-1 lines for court and internal investigations. • Monthly checks of two generators. • Monitors UPS for station. • Monitors departmental internet usage and email activity for policy compliance • Responsible for network and communication systems security. • Purchases computer and radio equipment. |
| Civilian Staff | Accounts Payable | 1 | <ul style="list-style-type: none"> • Accounts Payable. <ul style="list-style-type: none"> Maintains own set of ledgers Pays Bills Works with vendors 60/40 Munis vs. Paper No purchase orders on recurring (Use vouchers, still require same sigs; Capt and Town Hall) • Maintain Supply Orders. <ul style="list-style-type: none"> Office Equipment, Radios, Cars etc. • Serves as backup for Records Clerk. • No online ORR requests available • Assists Captain Dupuis as needed. • Reports to Captain Rocca. • Solicits bids • Assists Systems Administrator in Database clerical entry. • Cross-trained for head clerk duties. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|---------------|-----|--|
| | Records Clerk | 1 | <ul style="list-style-type: none"> • Prints reports from previous day for Chief (narratives) • Checks with Community and Staff develop supervisors for direction. • Mails any court related documents from previous day. • Collect citations, mail copy to motor vehicles, separate warnings from civil fines, enters citations into computer (30 per day). • Handles open record requests, Must come to PD and fill out form, collects payments (cash, checks) (10 per week ORR, 20-30 accidents). • Handles requests from courts, sex offender registry, Dept Children and Families, Other governmental agencies. • Conducts background checks for adoptions, immigration etc. • Processes Criminal complaint appeals from traffic offenses for traffic officers. • Completes training registration for officers and dispatchers and enters into computer (IMC). • Files all police reports and reports after court disposition. • Mails and compiles surveys for community input every three months (150 customer contacts from prior 3 month CFS). • Enter accident report checks and cash into Excel spreadsheet and sends to Chief Secretary monthly before is ultimately sent to Town Hall. • Processes all incoming mail and outgoing packages. |

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| Function | Position | Bgt | Key Roles and Responsibilities |
|----------|------------------------------------|-----|---|
| | Building / Vehicle Maint. Director | 1 | <ul style="list-style-type: none"> • Performs maintenance and repair for WPD vehicles and non-motorized units. • Conducts full check of each WPD vehicle each Friday, including belts, fluids, tires, brakes, and trunk inventory. Records odometer reading of each unit. • Determines preventive maintenance schedules for patrol, detective and command vehicles for the WPD. • Provides input to Captain regarding vehicle replacement needs based on mileage, condition, cost, etc. • Oversees parts inventories for vehicles and building. • Maintains automated records of vehicle maintenance and repairs, as well as manual filing system of repair histories, purchases from vendors, etc. • Responds to requests for facility maintenance. (Note: the WPD facility is less than one year of age, and all major equipment and components are under warranty. Repair and maintenance of the facility are therefore limited to minor repairs such as plumbing leaks, bulb changes, ballast changes, lock repairs, etc.) • Note that the WPD authorizes a total of one position for vehicle and facility maintenance. The Director works 12 hours per week, and is assisted by a Mechanic working 28 hours per week, for a total of 40 hours, or one FTE. The schedules worked are as follows: <ul style="list-style-type: none"> - Director works 7:30 am to 11:00 am, M, T, W - Mechanic works 7:00 am to 3:00 pm on M; 7:00 am to noon on T; 7:00 am to 1:00 pm on W, Th; and 7:00 am to 3:00 pm on F. • Responsible for snow removal from building site. • Maintains records on building maintenance. • Liaison with repair contractors. • Oversees cleaning contractor. |

APPENDIX B RESULTS OF THE EMPLOYEE SURVEY

As part of the Public Safety Study of the Police Department, the Matrix Consulting Group distributed an employee survey to sworn and non-sworn personnel of the Police Department. Although several staff interviews were conducted on a one-on-one basis, the survey provided all employees an opportunity to provide input, as well as the ability to quantify employee perceptions regarding a number of organizational aspects. In total, 39 employees completed the survey, including 28 sworn personnel and 8 non-sworn personnel, equating to a satisfactory response rate of 50%.

The employees were asked to rate statements (using a scale of 1 to 10), ranging from Strongly Disagree to Strongly Agree, and from Poor to Excellent in the following categories:

- Service to the Community
- Management / Administration
- Organization, Staffing, and Operations
- Equipment and Facilities

In general, employees have the highest levels of agreement regarding community perceptions, especially related to the thought that the Department provides a high level of service to the community, especially compared to other Police Departments in the area. Additionally, the other areas of strongest employee satisfaction were around the ability of personnel to work well with each other on calls for service, as well as high levels of satisfaction regarding the quality of equipment and facilities. Conversely, the lowest levels of satisfaction related to the lack of adequate

staff resources to meet the community’s current law enforcement needs, as well as the staffing needed to perform safety and effectively during incidents.

1. THE MAJORITY OF RESPONDENTS AGREE THAT THE DEPARTMENT PROVIDES A HIGH LEVEL OF SERVICE TO THE COMMUNITY, AND THAT COMMUNITY POLICING IS A HIGH PRIORITY.

The following table summarizes the results of statements related to service to the community:

| Statement | Disagree | Neutral | Agree |
|--|-----------------|----------------|--------------|
| 1. The Police Department provides a high level of service to the community. | 0% | 15% | 85% |
| 2. Compared to other police departments in the area, Watertown provides high levels of service. | 0% | 13% | 87% |
| 3. Town residents view our Department as a high priority. | 13% | 67% | 21% |
| 4. Compared to other police departments in the area, Watertown has a high amount of resources for police services. | 8% | 67% | 26% |
| 5. “Community policing” is a high priority for the Department. | 5% | 21% | 74% |

As shown above, the majority of respondents agree that the Police Department is provides a high level of service to the community, and that compared to other police departments in the area, Watertown provides a high level of service. On the other hand, the majority of respondents are neutral about whether Town residents view the department as a high priority, as well as whether the department has a high amount of resources for police services compared to other departments.

Based on our experience with other police departments and police department employee surveys, the percentage of agreement to the statements regarding levels of service to the community are generally in line with other police departments survey results.

2. THERE ARE SIGNIFICANT CHALLENGES RELATED TO PERCEPTIONS ABOUT ORGANIZATIONAL MANAGEMENT AND ADMINISTRATION.

The following table summarizes the results of statements related to service to general management and administration:

| Statement | Disagree | Neutral | Agree |
|--|-----------------|----------------|--------------|
| 6. Our Department has a clear vision / direction for the future. | 24% | 53% | 24% |
| 7. I am kept informed of important Departmental information | 38% | 38% | 23% |
| 8. My opinions are listened to in this Department. | 36% | 46% | 18% |
| 9. My work performance expectations are made clear. | 10% | 46% | 44% |
| 10. When problems arise, they are resolved quickly. | 32% | 34% | 34% |
| 11. Staff are held accountable for their actions. | 26% | 44% | 31% |
| 12. Our Department seems to be innovative and progressive. | 13% | 49% | 38% |
| 13. Our Department does a good job planning and scheduling our work assignments. | 21% | 36% | 44% |
| 14. Our policies and procedures are up to date and consistently followed by staff. | 21% | 26% | 54% |

As shown above, there are significant issues from an organizational management and culture perspective, which need to be addressed. There was no clear majority of respondents expressing either agreement or disagreement with 8 out of the 9 statements, including:

- Lack of a clear vision / direction for the future
- Clear work performance expectations
- Staff not being held accountable

If we look at only the responses that were either agree or disagree, respondents believe that the department does a good job planning and scheduling work assignments, and that policies and procedures are up to date and consistently followed by staff. However, respondents don't feel as though their opinions are listened to, or that they are kept informed of important Departmental information. Based on our experience

with other police departments and police department employee surveys, these results highlight the need to address some issues in the department. Even for challenged police departments, we typically see around 30% to 40% in agreement for having a clear vision and direction for the future.

3. THE MAJORITY OF RESPONDENTS PERCEIVE THEIR STAFFING LEVELS TO BE INADEQUATE, BUT THAT PERSONNEL WORK WELL TOGETHER.

The following table summarizes the results of statements related to service to organization, staffing, and operations.

| Statement | Disagree | Neutral | Agree |
|--|-----------------|----------------|--------------|
| 15. Staff resources are adequate to meet the current law enforcement needs of the Town. | 56% | 36% | 8% |
| 16. We have the staff we need to perform safely and effectively during incidents. | 62% | 33% | 5% |
| 17. Staff reductions in the past few years have impacted our ability to meet service expectations. | 5% | 26% | 69% |
| 18. Dispatch information provided to us on incidents is accurate and timely. | 11% | 39% | 50% |
| 19. Our personnel work well with each other on calls for service to which they respond. | 3% | 18% | 79% |
| 20. We receive the practical training we need to keep all of our skills high. | 28% | 41% | 31% |
| 21. Our Department places a high value on ensuring proper training for field personnel. | 28% | 38% | 33% |

As shown above, the majority of respondents agree that recent staff reductions have impacted the Department's ability to meet service expectations including the ability to perform safely and effectively during incidents. On the other hand, the majority of respondents believe that personnel work well with each other on calls for service and that dispatch provides accurate and timely information for incidents. There was no clear majority of respondents in regards to value the Department places on ensuring proper training for field personnel, or the training staff receive in order to keep their skills high.

Regarding workload, the following table summarizes the perceptions about workload activity:

| Statement | % of Responses |
|--|----------------|
| About the right balance between time available and the amount of work. | 8% |
| Sometimes my workload is heavy, but most of the time I can keep up. | 65% |
| I could handle more work without being overloaded. | 5% |
| I am always overloaded. I can never catch up. | 22% |

In comparison to other police department surveys, this is a typical response spread, with the majority perceiving themselves as busy, but able to keep up, and 22% perceiving themselves to be overloaded.

4. THERE ARE A NUMBER OF KEY PROGRAMS AND SERVICES THAT THE MAJORITY OF RESPONDENTS PERCEIVE AS GOOD AND EXCELLENT.

The following table summarizes the results of statements related to primary law enforcement programs and services.

| Capabilities | Poor | Fair | Good | Excellent |
|--|------|------|------|-----------|
| 23a. Response times to calls for service. | 0% | 0% | 5% | 95% |
| 23b. Availability of backup for officer safety. | 6% | 11% | 36% | 47% |
| 23c. Department capabilities for selective enforcement of targeted problems. | 24% | 29% | 26% | 21% |
| 23d. Amount of proactive time in the field. | 26% | 24% | 24% | 26% |
| 23e. The way officers deal with citizens. | 0% | 3% | 22% | 75% |
| 23f. Follow-up investigations. | 26% | 17% | 34% | 23% |
| 23g. Coordination between detective and patrol. | 36% | 33% | 17% | 14% |
| 23h. Level of traffic enforcement. | 3% | 11% | 22% | 64% |
| 23i. Quality of dispatch services. | 8% | 19% | 28% | 44% |
| 23j. Availability and content of training. | 28% | 17% | 31% | 25% |
| 23k. Crime analysis. | 17% | 20% | 31% | 31% |
| 23l. Crime prevention programming. | 47% | 19% | 17% | 17% |

As shown above, the majority of respondents rated “good” or “excellent” the following:

- Response time to calls for service

- Availability of backup
- The way officers deal with citizens
- Follow up to investigations
- Level of traffic enforcement
- Quality of dispatch services
- Availability and content of training
- Crime analysis

Although in general the respondents have various issues with management, administration, and staffing levels, there is widespread agreement that the Police Department personnel are doing a good job in fundamental law enforcement services, such as responding quickly to calls for service, backing each other up, etc. The areas of general concern for the respondents are the lack of proactive capabilities (i.e., crime prevention programming, and selective enforcement of targeted problems), coordination between detectives and patrol, and the amount of proactive time in the field.

5. THE MAJORITY OF RESPONDENTS ARE SATISFIED WITH THEIR EQUIPMENT AND FACILITIES.

The following table summarizes the results regarding equipment and facilities:

| Item | Poor | Fair | Good | Excellent |
|---------------------------------|-------------|-------------|-------------|------------------|
| 25a. Vehicles | 5% | 22% | 35% | 38% |
| 25b. Radios | 8% | 16% | 27% | 49% |
| 25c. Officer personal equipment | 8% | 6% | 33% | 53% |
| 25d. Information Technology | 0% | 3% | 28% | 69% |
| 25e. Police Facility | 3% | 3% | 8% | 87% |

As shown above, the majority of respondents were satisfied with their vehicles, radios, personal equipment, etc. These results are generally comparable to other police departments, and are a positive attribute for the Police Department, in that employees are being equipped with adequate resources.

6. OPEN-ENDED COMMENTS

The respondents were provided an opportunity to comment on a number of questions. Their responses are summarized in the following table based on the most common themes and answers:

| Question | Summary of Key Answers |
|--|---|
| What are the most important strengths of the Police Department? | <ul style="list-style-type: none">• The people, their abilities, and their dedication to the community• The competency, experience, and training of officers• Quality equipment and facilities• Communication between line staff and departments |
| What are the most important improvement opportunities of the Police Department? | <ul style="list-style-type: none">• Greater staffing levels• More training• More proactive time for community policing• Better communication between management and line staff |

In summary, the key themes from the comments was that staff generally view themselves as working well together and committed / dedicated to serving the community and delivery a high quality service, but that more needs to be done to put a greater number of officers on the street, give them more training, and greater time for proactive policing.

APPENDIX C COMPARISON OF THE POLICE DEPARTMENT TO BEST MANAGEMENT PRACTICES

In this section of the report, the primary operations, staffing and management of the Watertown Police Department are compared with measures of effective organizations from throughout the country. The measures utilized have been derived from the project team's collective experience and represent the following ways to identify divisional strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other municipalities or "standards" of the profession from other organizations.
- Other statements of "effective practices" based upon consensus standards or performance goals derived from national or international professional service organizations.
- Identification of whether and how the department meets the performance targets.

The purpose of this assessment is to develop an initial overall assessment of departmental operations and identify both strengths and opportunities for improvement:

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| Performance Target | Strengths | Potential Improvements |
|--|---|--|
| FIELD OPERATIONS | | |
| <p>Proactive patrol time is between 40% and 50% after subtracting time handling calls for service and administrative tasks.</p> | <p>The overall proactive time based on FY 2010 CFS and officer availability is approximately 62%, as shows in 4-hour time blocks:</p> <p>0000 – 0400: 73% 0400 – 0800: 80% 0800 – 1200: 55% 1200 – 1600: 49% 1600 – 2000: 56% 2000 – 0000: 61%</p> <p>These figures are based on the following:</p> <ul style="list-style-type: none"> • Total of 18,578 community generated calls for service for which a sworn officer provided the primary response (including regular patrol, sergeants, traffic units, etc.) • Actual and estimated time required to conduct various workload activities (i.e., handling time, back-up time, report writing time, booking time, etc.) • The number of available officers assigned to a Field Operations (including the Motor Officers). On average, there are 4.6 officers on duty in Watertown. The breakdown by shift is 4.4 day shift, 5.2 first half, and 4.3 second half officers on duty in the field per shift. | <p>The overall proactive time is higher than the benchmark range. This indicates that WPD should assess the allocation to officers assigned to patrol and/or its use of proactive time in traffic enforcement or other activities.</p> |
| <p>The deployment of personnel is regularly evaluated, and is based on the calls for service per day, per hour and area of the City.</p> | | <p>Watertown PD does not regularly measure and assess calls for service volume per hour or day, as well as per Beat location.</p> |

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| Performance Target | Strengths | Potential Improvements |
|---|---|--|
| <p>Are average response time targets (from dispatch to arrival) to calls for service being met?</p> <ul style="list-style-type: none"> • High Priority (1): 3 - 5 minutes • Medium Priority (2): 5 – 15 min. • Low Priority (3): 15 - 30 minutes | <p>Watertown PD utilizes three priorities for CFS. The following provide the average response times per priority:</p> <p>Priority 1: 3 minutes and 53 seconds. Priority 2: 4 minutes and 11 seconds. Priority 3: 4 minutes and 50 seconds.</p> <p>Overall, the response time average is 4 minutes and 13 seconds, with the following showing the average per beat:</p> <p>These figures represent an excellent response time to all priorities of community-generated calls for service, especially as it relates to the lower priority calls for service. Response times are relatively fast, providing an indicator of an adequate level of patrol resources.</p> | |
| <p>Sergeant to Officer ratio is between 1:6 – 1:9</p> | <p>The overall sergeant to officer ratio in patrol is within this ratio at 1:7</p> | <p>The ratio of traffic sergeants to traffic officers is high at 1:2. It is important to note that during school times the traffic sergeant is responsible for 23 crossing guards in the town.</p> |
| <p>Specialized field services such as dedicated traffic enforcement, street crime enforcement, narcotics and vice operations are provided.</p> | <p>The WPD has allocated 2 dedicated Traffic Officers (one days and one on nights). Additionally, the WPD has one officer assigned to a narcotics task force.</p> <p>WPD also participates in the North Eastern Massachusetts Law Enforcement Council (NEMLEC) where 48 cities and town share resources to assist each other in critical incidents.</p> | |

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| Performance Target | Strengths | Potential Improvements |
|---|---|---|
| <p>Crime analysis information is made to patrol and investigation personnel on a daily basis.</p> | <p>WPD utilizes a digital HQ program to provide daily updates on crime during patrol briefing.</p> <p>The Department utilizes a commercially available crime-reporting program to allow citizens to quickly review crime in any area of Town.</p> | <p>The Department could benefit from employing predictive policing showing hot spots for current crime activity in the Town to officer during patrol briefing.</p> |
| <p>The standard practice is for patrol personnel to routinely conduct follow-up (thru arrest) on minor crimes.</p> | <p>The field patrol officers are directed to complete investigations for cases that will not require extensive time for follow-up. If it is a case, which cannot be closed by arrest within the same day (or the next day), the case will typically be routed to the dedicated investigators.</p> | |
| <p>Approximately 20% to 30% of community-generated calls for service are handled through alternative service delivery (i.e., civilian response, web-based police reporting, etc.)</p> | <p>The WPD does make several common forms available for download on its website.</p> <p>The Department allows reports to be taken over the telephone on an appropriate basis.</p> | <p>The WPD does not actively utilize non-sworn personnel for field response or web-based police reporting for such cases as non-injury accidents, cold burglaries, etc.</p> |
| <p>Traffic Enforcement Index (citations and DUI arrests divided by injury accidents) is in the 1:35 – 1:40 range.</p> | | <p>WPD cited 9,935 moving offenses while there were 303 injury accidents and 39 DUI arrests, this is a ratio of 1:29 which indicates there is an accident for every 29 citations written compared to a best practices of 35-40 citations or warnings for every injury accident and DUI arrest. DUI arrests are low at 39 for the year 2010.</p> |
| <p>The field personnel are highly engaged in issuing moving citations during their proactive time.</p> | | <p>Patrol officers should be more active in traffic enforcement in Watertown.</p> |
| <p>SUPPORT SERVICES</p> | | |

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| Performance Target | Strengths | Potential Improvements |
|--|---|---|
| <p>The number of active cases for “generalist” detectives averages 12-15 (weighted basis of person and property crimes).</p> <ul style="list-style-type: none"> - Dedicated person crime investigators average 8-10 active cases each. - Dedicated property crime investigators average 15-20 active cases each. | <p>Watertown PD utilizes “generalists” for criminal investigations with the exception of one detective that focuses on sexual assault and domestic violence cases.</p> <p>Based on CAD data the number of sexual assault and domestic violence cases per month resulting in arrest averages 15.</p> | <p>The sexual assault and domestic violence detective has an average caseload of 21.8 per month which is high and is tasked with many duties that can be performed by a civilian.</p> <p>The generalist detectives currently average just below 15 assigned cases per month, but are also tasked with a number of ancillary duties to include crime scene processing and crime lab duties. This could result in an excessive workload for these detectives.</p> |
| <p>The number of Part I crimes per detective is in the 300-500 range.</p> | | <p>Based on 2009 UCR Data there were 38 violent crimes and 630 property crimes in Watertown. This equals 334 crimes per detective.</p> |
| <p>Cases are screened for quality and solvability by supervisory staff before being assigned to detectives; a Sergeant formally reviews cases periodically.</p> | <p>The detective lieutenant and sergeant review all cases referred to investigations and assign the cases based on caseload, experience, etc.</p> | <p>WPD does utilize a solvability index to assist in determining which cases should be assigned based on proven solvability measures.</p> |
| <p>Supervisors actively monitor and manage caseloads.</p> | <p>The unit has weekly meetings to discuss case assignments, case status, and general issues</p> | |
| <p>An automated case management system is being used to assign and track cases.</p> | <p>The detective unit utilizes an automated case management system to track and assign cases.</p> | |
| <p>Supervisor/Detective (staff) ratio is in the 1:6 – 1:9 range.</p> | | <p>The ratio of sergeant to detective positions is 1 detective sergeant to 3 detectives in the investigation unit and 1 sergeant to 1 detective in the prosecutor unit.</p> |
| <p>Specialized operations such as street crime enforcement, narcotics and vice operations are provided.</p> | | <p>The WPD does not utilize specialized operations.</p> |

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| Performance Target | Strengths | Potential Improvements |
|---|---|---|
| All interviews of suspects are tape-recorded and/or video recorded. | The WPD has several interview rooms, which utilize audio and video recording capabilities. | |
| Trained Officers/Civilian employees are routinely available for evidence collection at felony crime scenes. | | WPD does not make use of civilians to assist in the collection and processing of evidence from crimes scenes. All employees in the detectives unit are sworn. |
| Records systems are automated and integrated (CAD, RMS, report writing, etc.). | The records systems are automated and integrated. Officers are able to utilize MDT's in patrol vehicles to check vehicles and persons. | |
| Reports for in-custody persons are processed and submitted to the prosecutor within 48 hours. | The WPD processes these reports in less than 48 hours, and typically submits the paperwork to the District Court the morning after the arrest. | |
| Internal hard copy report distribution is minimal and completed daily. | The WPD patrol officers process their reports via electronic word document, which is then processed by the records personnel for manual input into the Records Management System (this process is primarily paperless). | The records personnel print out hard-copies of the report (after they are transcribed and entered into RMS) for review by Chief and command staff. |
| Records purging and destruction follow state guidelines. | WPD follows the established records retention schedule for misdemeanor and felony cases. | |
| The evidence room facility is secure and access is limited. | The WPD evidence room has electronic locking capabilities and with access limited to the prosecutor sergeant and detective charged with evidence responsibility. | |

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| Performance Target | Strengths | Potential Improvements |
|--|---|---|
| <p>A percentage of evidence/property is audited (annually and regular spot audits) to provide for verified chain of evidence, etc.</p> | <p>The Department has a policy in place requiring an annual audit of the property and evidence rooms.</p> <p>The policy also calls for random unannounced inspections by a ranking officer.</p> <p>A complete inventory of the evidence relocated occurred in September 2011 and all evidence is bar coded and entered into a computerized tracking system.</p> | |
| <p>Officers receive at least 40 hours of training per year. In-service training includes hands on perishable skills training such as defensive tactics and high speed driving.</p> | <p>The training schedule ensures that a minimum of 58 hours of training is scheduled for sworn officers on an annual basis with several additional classroom-training opportunities provided.</p> | |
| <p>All employees, including managers, receive an annual performance evaluation based on clear standards.</p> | | <p>WPD does not conduct annual performance appraisals on any employees due the labor agreement.</p> |
| <p>Patrol vehicles are targeted for replacement between 80,000 and 100,000 or 4-5 years.</p> | <p>The average age in years of current front line patrol vehicles is just over 2 years old and all patrol units average just over 3 years of service.</p> | |
| <p>The Department participates with local school districts in an SRO program; funding is shared.</p> | <p>The WPD has dedicated 1 School Resource Officers, assigned to the high school, for involvement with the City schools (which is 5 schools) The SRO participates on in High School campus readiness drills and investigates non-major crimes involving juveniles.</p> | |

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| Performance Target | Strengths | Potential Improvements |
|--|---|---|
| The Department has an active crime prevention program and is involved with businesses and neighborhood groups. | The Community and Staff Development Division conducts quarterly customer satisfaction surveys to gauge how satisfied residents are with the police department response. Current overall satisfaction is very high at 94.5%. | The WPD is not very active with community, business or neighborhood groups. |
| The Department has an active Volunteer Program | The WPD utilizes unpaid interns to assist with administrative duties in Community and Staff Development. | The WPD does not have an active volunteer program. |
| MANAGEMENT / ADMINISTRATION | | |
| The command staff structure of the Police Department has efficient and effective spans of control (approximately 1:4-6). | <p>The Captain of Administrative Services has a span of control of 1 to 6.</p> <p>The Captain of Field Operations has a span of control of 1 to 5.</p> <p>The Lieutenant of Community and Staff Development has a span of control of 1 to 9, including interns.</p> | The Lieutenant Detective has a span of control of 1 to 2. |
| Management staff developed and implements a strategic plan; annual planning session to update it. | <p>The WPD has a mission statement published on the website.</p> <p>The Department develops annual goals and objectives on a per fiscal year basis.</p> | The WPD does not have a comprehensive multi-year strategic plan in place, which identifies the goals, objectives, and performance measures for each of the operating units toward reaching its mission and vision. For example reducing injury accidents at intersections by x%, reducing part one crimes by x%, increasing clearance rates by x%, etc. |

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| Performance Target | Strengths | Potential Improvements |
|---|---|---|
| <p>Department supervisors and/or managers attend professional development training (e.g. courses accredited by POST or IACP; FBI National Academy or Executive Development, etc.)</p> | <p>Training is received upon supervisory and management promotion.</p> <p>Based on a review of training records, supervisors and / or managers are engaged in departmental training and attend a variety of additional training for skill development.</p> <p>Sergeants attend a two (2) week Massachusetts Police Leadership Institute course upon promotion.</p> | |
| <p>The Department is involved in disaster preparedness / homeland security issues within the Town and regionally.</p> | <p>The SRO attends critical incident planning meetings at all school campuses annually.</p> <p>The WPD participates in the North Eastern Massachusetts Law Enforcement Council (NEMLEC) where 48 cities and town share resources to assist each other in planning for and responding to critical incidents.</p> <p>The Department participates in emergency management planning & exercises conducted in the Town of Watertown.</p> | |
| <p>The department has an integrated budget system and receives regular budget reports during the year; monitors expenses.</p> | <p>The WPD follows the Citywide process for budgeting and expense monitoring. The WPD is on an annual budget cycle.</p> <p>The Captain of Administrative Services is responsible for monitoring the budget and expenses.</p> | |
| <p>Individually assigned cars are minimized.</p> | <p>Of the 31 WPD vehicles, approximately 16% of them have individual assignments (i.e., the command staff and the detectives each have an assigned vehicle).</p> | <p>The Department does not have an adopted vehicle replacement schedule for marked or unmarked vehicles based on mileage or years of service.</p> |

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| Performance Target | Strengths | Potential Improvements |
|---|---|--|
| Both formal and informal complaints are followed-up by Department supervisors. | The command staff review and follow-up on all citizen complaints, and make the determination to move forward with formal internal affairs investigations. The Operations Captain conducts serious internal investigations. | |
| The Department is involved in partnerships with other law enforcement agencies in regional law enforcement efforts and/or cost sharing of services. | The WPD participates in the North Eastern Massachusetts Law Enforcement Council (NEMLEC) where 48 cities and town share resources to assist each other in planning for and responding to critical incidents. | |
| An effective building security system to provide for employee safety is in place. | The building has an effective building security system to provide for employee safety. The main lobby is accessible to the public on 24-hour basis. A key card access system is utilized for access to any area outside the main lobby. | |
| The costs for overtime represent less than 10% of total regular salary costs. | | According to Town budget documents FY 2010 overtime expenses were \$555,041, which equate to 12.5% of total regular salary costs. In FY 2011 the use of overtime improved to 11.6%, but is still slightly higher than benchmark standards. Smaller departments, such as Watertown, are typically at the high end of this comparative indicator. This is because the loss of one individual represents a relatively high proportion of the overall force. |