



# **The City of Revere Police Department Revere, Massachusetts**

(An Independent Organizational Review)

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## Introduction

The City of Revere retained Ryan Strategy Group (RSG) for the purpose of evaluating the current status of the Revere Police Department with the expectation that RSG will make specific recommendations to strengthen the Department. The scope of this study includes, but is not limited to:

- A review of the organizational structure
- A review of the current selection and staffing practices
- A review of deployment and scheduling practices
- An assessment as to whether the Department is embracing best practices in community-based policing
- Identification of possible alternative service delivery options for certain services
- Identification of policies, procedures and protocols that need to be updated or adopted in order to comply with regional and national policing standards
- The completion of a community feedback survey
- The completion of an internal Departmental survey

The specific actions that RSG took in order to review the Department and outline these recommendations is outlined in detail in the project scope of services.

RSG would like to acknowledge the high level of cooperation we received from Mayor Arrigo and his staff, from Acting Chief Guido, from the command staff, from the patrol officers, from union representatives and from civilian personnel in the police Department. These officials and employees consistently made themselves available and spent a considerable amount of time gathering information that was necessary to complete this study. It is always somewhat awkward when an external party conducts a review of your organization. The Mayor and the leadership of the Revere Police Department managed this situation in a manner that was professional and forthcoming.

The process to implement many of the recommendations in this report is already underway.

## Major Theme of Findings

This report contains 37 distinct recommendations that have been grouped into five categories. However, the vast majority of these recommendations fall under three overarching themes. These themes are as follows:

- I. The Department needs to be more intentional about engaging with the Community and employing contemporary community policing strategies.
- II. The Department needs to be restructured so that there are clear lines of accountability, a reasonable scope of responsibility, and a logical grouping of duties and tasks.
- III. The Department needs to shift personnel resources and reconsider some of its current methods of service delivery in order to free up resources that can be redirected to the front-line patrol officer function.

### *Background on Community Policing*

The United States Department of Justice, Department of Community Oriented Police Services, defines Community Policing as:

*“Community Policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.”*

The goal is to identify, prioritize and solve problems such as crime, drugs, fear of crime, social and physical disorder and overall neighborhood decay in an effort to improve the quality of life in the area. It requires that the public trusts the Department and has confidence that the Department leadership will value public input and follow through on commitments. This philosophy should be integrated into every decision the Department makes and should permeate the entire culture of the organization.

### *Community Policing vs. Reactive Policing*

Police Departments that do not implement a community policing philosophy are often defined as “reactive” Departments. In a reactive police Department, responding to calls for service is often considered to be a strategy unto itself. To the extent that intermittent efforts are made to develop community partnerships and engage the public in problem solving, the Department leadership will often consider these efforts to be niceties that fall outside the core function of the Department. Often this community engagement is limited to sending Department representative to meetings if and only if a representative has been requested.

### *The Question of Resources*

Often Departments that do not implement a community policing philosophy cite a lack of financial or staffing resources as the reason for their decision. However, community policing is better understood as a philosophy that drives every decision that a Department makes about how it deploys its resources, even if those resources are limited. Furthermore, to the extent that a community has limited resources, it becomes all the more important to proactively address the issues that give rise to the calls for service, rather than to just try to stay ahead of the calls for service.

# Recommendations

Listed below are RSG's 37 distinct recommendations, which we have grouped into five different categories.

## 1. Restructure Organization to Promote Accountable and Reflect Priorities

- Recommendation 1: Move Internal Affairs Unit to the Office of the Chief – page 7
- Recommendation 2: Eliminate Executive Officer Position – page 8
- Recommendation 3: Select Acting Chief from Captains – page 9
- Recommendation 4: Organize the RPD into Four Major Divisions – page 9
- Recommendation 5: Amend the Ordinance to allow Four Captains – page 9
- Recommendation 6: Modify Patrol Operations Division – page 10
- Recommendation 7: Modify Criminal Investigation Division – page 11
- Recommendation 8: Create a Professional Standards Division – page 13
- Recommendation 9: Create a Community Services Division – page 17
- Recommendation 10: Create sworn Community Resources Officer – page 20
- Recommendation 11: Create non-sworn Community Engagement Coordinator - page 20
- Recommendation 12: Amend Selection Process for the Chief – page 20
- Recommendation 13: Establish New Selection Process and Criteria - page 23

## 2. Restructure Staffing, Shifts and Sectors to Align with Goals

- Recommendation 14: Reduce Lieutenants and Sergeants by Attrition – page 24
- Recommendation 15: Conduct Annual Review of Specialized Assignments – page 26
- Recommendation 16: Create Impact Shift Pilot Program – page 27
- Recommendation 17: Replace Split Shifts with Straight Shifts – page 29
- Recommendation 18: Increase Foot Patrols – page 30
- Recommendation 19: Change Schedule for Canine Unit – page 30
- Recommendation 20: Change Schedule for Traffic Unit – page 31
- Recommendation 21: Reduce the Number of Sectors from Seven to Five – page 31
- Recommendation 22: Discontinue Special Operations Unit and Use Regional Resources – page 32
- Recommendation 23: Transfer Civilian Crossing Guards to School System – page 33

### 3. Invest in Workforce Development

- Recommendation 24: Update and Refocus Training Plan – page 34
- Recommendation 25: Establish a Leadership Development Steering Committee – page 35
- Recommendation 26: Conduct Mentorship/Goal-Setting Meetings – page 37
- Recommendation 27: Implement Line Staff Uniform and Appearance Inspections – page 37
- Recommendation 28: Return to Traditional Municipal Policy Uniform – page 37
- Recommendation 29: Establish an Early Warning System for Officers at Risk – page 38

### 4. Take Proactive Steps to Engage the Community

- Recommendation 30: Create a Community Engagement Plan – page 39
- Recommendation 31: Establish/Formalize Community Partnerships – page 40
- Recommendation 32: Create Community Action Teams – page 41

### 5. Update Policies and Procedures and Other Recommendations

- Recommendation 33: Attain Certification and then Accreditation – page 42
- Recommendation 34: Update/Develop New Policies and Procedures – page 45
- Recommendation 35: Revise Procedures for Property/Evidence Audits – page 47
- Recommendation 36: UASI Liaison / FEMA/MEMA Liaison – page 49
- Recommendation 37: Conduct Annual SWOT Analysis – page 49

### 6. Appendices

- Appendix C: Current Sector Map
- Appendix D: Calls for Service by Sector
- Appendix E: Sample SWOT Analysis

## Management Rights and Duty to Bargain

The great majority of the Department's workforce is represented by a union. Consequently, a significant number of the recommendations in the report will require the City to meet a bargaining obligation as outline in Chapter 150E of the Massachusetts General Laws.

Some recommendations that relate to existing contract language will need to be bargained as part of successor contract negotiations unless the Union agrees to bargain over those items outside of successor contract negotiations (e.g. the creation of an impact shift).

Many other recommendations relate to matters that are core management rights and are not otherwise restricted by the union contract. These recommendations could be implemented after that City provides notice to the impacted union(s) and bargains the impact of the change (e.g. changes in the organizational structure and updates to policies and procedures.) This type of bargaining, often referred to as impact bargaining, does not need to take place as part of the negotiation for a successor contract.

Finally, there are a number of recommendations that are core management rights and do not require any bargaining obligation (e.g. the decision to conduct an external property and evidence audit or the decision to create a Community Engagement Plan.) That said, it is always advisable to keep the union leadership apprised of any major changes in advance of implementation.

RSG recommends that the City meet with its Labor Counsel to determine the appropriate bargaining obligation, if any, associated with each specific recommendation.

## Category One: Restructure Organization to Promote Accountability and Reflect Priorities

### Recommendation 1: Move Internal Affairs Unit to the Office of the Chief

The Internal Affairs Unit performs the critical function of ensuring accountability and overall integrity of the Department. Responsibilities assigned to this Unit include but are not limited to: recording and monitoring citizen complaints, conducting comprehensive investigations of any alleged employee wrongdoing including any criminal complaints that are lodged against all Department employees, and oversight responsibilities regarding any disciplinary issues to ensure complete accountability.

At the time of our study, this unit is located within the existing Criminal Investigations Division and was staffed by a lieutenant. RSG recommends that this unit be relocated to the Office of the Chief of Police to ensure a direct line of communication to the Department's CEO. By placing this essential unit directly within the Office of the Chief of Police, the organizational structure will reflect and emphasize the fact that the Department places the highest priority on addressing issues that adversely impact the integrity, the accountability and the reputation of the Department.

## Recommendation 2: Eliminate Executive Officer Position

City Ordinance establishes the position of the Executive Officer for the Revere Police Department (Section 2.60.010.) This position has seven areas of primary responsibility, which include:

1. Training
2. Human Resources
3. Accreditation
4. Policy & Procedure
5. Armory & Weapons
6. Special Operations Unit
7. Auxiliary Police

The Executive Officer currently oversees the following major areas of the divisions:

1. Bureau of Administration
2. Bureau of Support Services
3. Bureau of Night Operations
4. Bureau of Day Operations
5. Criminal Investigation Division (supervises the commander of this division.)

It is not reasonable to believe that one individual can provide the requisite oversight to effectively manage all of these organizational components. This organizational structure is contrary to the well-established principles of command and control as well as span of control.

The current management structure of the Department is too haphazard and assigns an unreasonably broad span of control to this one position. The elimination of the Executive officer position is the cornerstone to creating empowered Division Commanders who are accountable for their respective functional areas of responsibility. This creates a true leadership team with aligned values and clearly articulated roles in the Department

management hierarchy. Failure to adopt this recommendation leaves the Captains as third tier Department managers rather than key members of the senior leadership team.

### Recommendation 3: Select Acting Chief from Captains

City Ordinance (Section 2.60.080) states that in the absence or disability of the police chief, the Executive Officer will perform this function. If the City eliminates the position of Executive Officer, RSG proposes that the Chief be given the authority to select a captain to act in this capacity. The Chief could consistently assign this temporary assignment to one specifically designated captain or potentially rotate this temporary assignment among all of the captains.

### Recommendation 4: Organize the RPD into Four Major Divisions

The bureau structure that currently exists should be eliminated and, instead, the Department should consist of four major divisions, which shall include:

1. The Patrol Operations Division
2. The Criminal Investigations Division
3. The Professional Standards Division
4. The Community Services Division

The Patrol Division and the Criminal Investigations Division already exist in similar form. However, this report contains a number of recommendations to modify those functions/units. The Professional Standards Division and the Community Service Division did not exist when this study began. However, the Department has already made some positive changes in these areas since that time. This report contains a number of recommendations that will outline the duties and responsibilities of these new divisions.

### Recommendation 5: Amend the Ordinance to allow Four Captains

In order for each of these divisions to have the necessary senior leadership and oversight, the RSG recommends that a captain ultimately be assigned to oversee and command each division. Each captain would also have the organizational title of Division Commander. However, the City Ordinance currently states that the Department may have three captains (Section 2.60.010.) At this time, the Department already has four civil service captains. However, one of these captains holds the title of Executive Officer. If the City eliminates the position of Executive Officer, as we recommend above, then it should also amend the ordinance so that it is clear that there shall be four captains.

RSG does note that it is unusual that the City codifies its staffing numbers for ranking officer positions (e.g., Sergeant, Lieutenant, Captain) in a City ordinance. In most municipalities, the staffing of any given Department is clearly an executive function and the legislative body has the authority to fund, or not fund, the requested positions. The City of Revere's decision to codify specific Department staffing levels in a City ordinance does add an additional step in the process when the Department needs to either increase or reduce existing levels of management in order to best meet and optimize the ever-changing needs of the Department.

### Recommendation 6: Modify Patrol Operations Division

RSG recommends that the Bureau of Night Operations and the Bureau of Day Operations be merged to create the newly created Patrol Operations Division. This Division will be responsible for all field operations and any allied functions including any reserve police officers.

#### *Platoon Schedule*

As currently exists, each shift should be divided into three regular patrol platoons including:

- Day Platoon: 8:00 am - 4:00 pm
- Night Platoon One: 4:00 pm - 12:00 am
- Night Platoon Two: 12:00 am – 8:00 am

Patrol officers are scheduled to work for four days and then have two days off. Officers assigned to the Day Platoon work that shift on a regular basis. Officers not assigned to the Day Platoon alternate on a daily basis between Night Platoon One and Night Platoon Two. However, in Recommendation 17 “Adopt Straight Shifts” (below) RSG recommends that these officers cease alternating shifts and instead consistently work either the Night Platoon One (“First Half Shift”) or Night Platoon Two (“Last Half Shift”) on a regular basis. This schedule is often referred as a “Straight Shifts.”

On any given day of the week, two groups shall work together, and the third group shall be on their regularly scheduled days off.

Also, in recommendation 16 “Establish Impact Shift” (below), RSG recommends the creation of an additional fourth platoon, called the “Impact Shift”. A description of how the

Impact Shift would be integrated into the existing schedule is included in Recommendation 16.

### *Platoon Staffing*

- There shall be a lieutenant assigned to each platoon who shall hold the title of Officer in Charge.
- There shall be three sergeants assigned to each platoon who shall hold the title of Patrol Supervisor.

## Recommendation 7: Modify Criminal Investigation Division

The Criminal Investigation Division (CID) is responsible for ensuring the efficient management and performance of all criminal investigations where follow-up is necessary, major cases and court case management. This division shall consist of the following functional units, functions and assignments:

- **Major Crimes Unit:** A lieutenant and a sergeant, who shall be assigned to either the Day Platoon or Night Platoon One, shall staff this Unit. This Unit will be responsible for the following:
  - Investigate major crimes including sexual assaults and domestic violence.
  - Identify, recover, process and retain latent fingerprints.
  - Process and retain sketches and photographs and collect and preserve physical evidence.
  - Control all property in the custody of the Department with the exclusion of drug related evidence (See below.)
  - Administer the Sex Offender Registration and Address Verification Audits (Previously assigned to the Records Division.)
  - Administer the Firearms Licensing process (LTC, FID) (Previously assigned to the Records Division.)
- **Evidence Officer:** This position is responsible for controlling all seized or found property in the custody of the Department (excluding any drug related evidence) including special considerations required for the handling, logging, storage, inspection and administration of evidence including conducting random sampling audits pursuant to Department policy.

- **Drug Control Unit:** A lieutenant and a sergeant, who shall be assigned to either the Day Platoon or Night Platoon One, shall supervise this Unit. This Unit will be responsible for the following:
  - Investigate crimes related to illicit drugs, vice, organized crime and intelligence activities.
  - Control, records and processes all drug related evidence and money held as evidence during on-going investigations and prosecutions.
  - Serve as liaison with the Drug Enforcement Agency Task Force (The liaison role will be performed by a sergeant or detective within the unit who has been assigned to the DEA.)
  - Perform random sampling audits of all drug evidence. A designed Drug Control Officer will perform the function. (The Internal Affairs Lieutenant shall also conduct unannounced random sampling audits of all drug evidence.)
  
- **Gang Unit:** Gang-related activity is a nationwide problem that has a propensity to operate in urban environments. Gangs can contribute to higher violent crime rates, induce community deterioration through negative behaviors such as vandalism, graffiti, street/store robberies and drug dealing. Gang activity also increases the public's collective fear of victimization. Therefore, this unit shall be a priority in the organizational structure of the Department. A Sergeant, who shall be assigned to either the Day Platoon or Night Platoon One, shall supervise this Unit. This Unit will be responsible for the following:
  - Conducting surveillance, decoy operations and other covert patrol activities in plain clothes.
  - Developing specific expertise and technical skills related to all local gang characteristics, behaviors, and gang prevention and suppression methods.
  - Sharing criminal intelligence information with neighboring law enforcement agencies.
  - Serving as the liaison with the Federal Bureau of Investigation (The liaison role will be performed by a detective within the unit who has been assigned to the FBI Gang Task Force.)
  
- **Public Information Officer:** The Captain of the CID (or selected designee) shall act as the Public Information Officer. He/she shall be responsible for development and implementation of a public relations strategy and dissemination of all press releases and official Departmental communications.

The Chief of Police may also disseminate official communications to media platforms as he/she deems appropriate.

This function was previously assigned to the Bureau of Administration.

- **Licensing Board Liaison:** The Captain in charge of the CID (or selected designee) shall act as the liaison to the Revere Licensing Board and shall also oversee all operations as they pertain to Compliance Checks for licensed establishments, including alcohol and marijuana (to be implemented in Massachusetts after 7/1/2018).

This function was previously performed by the Office of the Chief and a number of different units based on the specific license in question.

#### Recommendation 8: Create a Professional Standards Division

The Department should establish a Professional Standards Division (PSD) charged with designing, implementing, and ensuring compliance with the Department's programs, policies, rules and regulations. The existence of this type of division is now commonplace in law enforcement organizations of similar size and complexity. The PSD will be responsible for the following functional units, functions and assignments:

- **Accreditation Manager:** A lieutenant in the PSD should be appointed to serve as the Accreditation Manager for the Department and shall receive specialized accreditation manager training within one year of appointment to this assignment. He/she shall ensure that all reports pertaining to accreditation are properly submitted in a timely manner. If necessary, a patrol officer or civilian staff person should be assigned to assist with this function. (Recommendation 33 below speaks further to the topic of accreditation.)

This function was previously assigned to the Executive Officer.

- **Details and Overtime:** The PSD will oversee the distribution of overtime and paid detail assignments, including ensuring compliance with all Department policies and procedures as well as collective bargaining obligations.

This function was previously assigned to the Bureau of Support Services.

- **Training Function:** The PSD will be responsible for coordinating various career enhancement programs (training, career development and performance

evaluation programs) and an officer within the unit will serve as the liaison to the Municipal Police Training Committee (MPTC) Police Academy. The PSD shall oversee the MPTC certified instructors who are responsible for providing training for new and in-service Revere Police Officers.

This function was previously assigned to the Executive Officer.

- **Recruitment, Selection and Promotion Function:** The PSD will coordinate the recruitment, selection and promotion of personnel. A designated member of this Division will serve as the liaison to the Massachusetts Human Resources Division (HRD) and the Human Resource Director for the City of Revere.

This function was previously assigned to the Executive Officer.

- **Employee Recognition Program:** The PSD will be responsible for the Department's employee recognition program.

This function was previously performed by the Office of the Chief.

- **Human Resources Liaison:** The PSD shall ensure that the Department complies with Civil Service Law, and the Department's policies, rules and procedures on hiring and assignment, including Equal Employment Opportunity/Affirmative Action (EEO/AA), drug and alcohol policies and other policies. The PSD shall disseminate the Department's Sexual Harassment Policy on an annual basis.

This function was previously assigned to the Executive Officer.

- **Department Property and Equipment Function:** The PSD will oversee all Department equipment, including firearms and uniforms. This duty includes preparing specifications and purchasing equipment and uniforms.

This function was previously assigned to the Bureau of Support Services.

- **Background Investigation Function:** The Professional Standards Division will be responsible for conducting the candidate screening processes. The Criminal Investigations Division may provide support for background investigations upon request.

This function was previously assigned to the Executive Officer (however, this was not reflected in the 6/2012 organizational chart.)

- **Administrative Services Functions:** The PSD will be responsible for overseeing the following functions:
  - Payroll
  - Record Management
  - CJIS Management
  - Grant Management

These functions were previously assigned to the Bureau of Support Services and the Bureau of Administration (Records Division) as well as the Office of the Chief.

- **Management Information System Function:** The PSD is responsible for the maintenance of the computerized records system, the maintenance of the Department website ([www.reverepolice.org](http://www.reverepolice.org)), Sharepoint, which is the Department's intranet for internal electronic communications (roll call, etc.) and other functions directly related to the administration of the RPD.

This function was previously assigned to the Bureau of Administration.

- **Crime Reporting and Analysis Unit (CRAU):** The CRAU is responsible for processing and distributing crime bulletins, counter terrorism information and other intelligence. This CRAU is also responsible for coordinating training on internal security and terrorism. The Captain in charge shall designate an officer and/or a civilian to act as a liaison to intelligence gathering agencies and sources. The CRAU shall be responsible for providing all necessary data to the Massachusetts State Police and the FBI for the purpose of Uniform Crime Reporting and the National Incident-Based Reporting System. The CRAU shall serve as the liaison to the Department of Criminal Justice Information System.

These functions were previously assigned to the Bureau of Administration.

- **The Regional Emergency Communications Department (RECD):** The RECD will be under the jurisdiction of the PSD and shall be responsible for the receipt and dispatching of all public safety service requests including calls for police, fire, emergency medical and/or animal control services for both the City of Revere and the Town of Winthrop.

The RECD is responsible for the City's Public Safety Answering Point and all matters relating to the implementation and operation of the "E-911" operation. The PSD Captain, or his/her designated lieutenant, shall act as the liaison to the RECD. (The RECD is under the command of a Director and a seven-member Board of Directors that includes: the Mayor of Revere, the Town Manager of Winthrop, the Revere Police Chief, the Winthrop Police Chief, the Revere Fire Chief, the Winthrop Fire Chief and an alternating member from Revere and Winthrop.

This function was previously assigned to the Bureau of Support Services and the Bureau of Night Operations.

- **Building Maintenance / Site Planning Liaison:** The Building Maintenance/Site Planning Liaison is responsible for overseeing the maintenance, repair, renovation and construction of police Department buildings and structures and other mechanical systems and facility equipment. In this capacity the liaison may supervise the work of building maintenance personnel.

This function was previously assigned to the Bureau of Support Services.

- **Special Events Coordinator:** The Special Events Coordinator is responsible for serving as the Department's liaison to organizations that are planning parades, road races, fun runs, festivals and other civic celebrations. This includes reviewing all permits related to the use of streets, parks and other public spaces.

This function was previously assigned to the Bureau of Support Services.

- **Customer Service Standards:** The PSD should be responsible for establishing and monitoring customer service standards for the entire Department. These standards should address topics such as standard phone greetings, outgoing voice messages, and expectations for returning phone calls, as well as standard protocols for greeting members of the public who walk in to the station and other protocols that directly impact how the public experiences the Department.

This function was not previously assigned to any specific part of the organization.

- **Drug Test Coordinator:** The Captain of the PSD (or his/her designee) will coordinate the Department's random drug testing program. The Lieutenant for Internal Affairs will assist in this process upon request of the Captain of the PSD or when directed to do so by the Chief.

This function was previously assigned to the Bureau of Support Services.

- **Legal Department Liaison:** The Captain in charge of the PSD Captain shall serve as the liaison to the City's Legal Department. He/she will assist with litigation concerning the Department. (At the discretion of the Chief, the Internal Affairs Lieutenant may assume this role depending on the nature of the litigation.)

This function was previously assigned to the Executive Officer (however, this was not reflected in the 6/12 organizational chart.)

### Recommendation 9: Create a Community Services Division

As part of this study, RSG conducted a community survey to assess the status of the relationship between the Community and the Revere Police Department. RSG used a standard set of questions for community surveys that was recommended by the US Department of Justice – Office of Community Oriented Policing. This survey showed that there is a need for improvement in the following areas:

- Relationship Developed: 70% indicated Needs Improvement
- Police-Community Communication: 80% indicated Needs Improvement
- Community Input: 75% indicated Needs Improvement
- Police-Community Collaboration: 75% indicated Needs Improvement
- Community Perception believing that the members of Revere Police Department engage in the Department-wide philosophy of Community Policing: 75% indicated Needs Improvement.

These survey results demonstrate the need to create a Community Services Division (CSD) that is primarily responsible for building new relationships and strengthening existing relationships between the police and the community. The CSD will seek to accomplish this goal through ongoing dialogue, collaboration, and partnerships.

The CSD will be responsible for the following functional units, functions and assignments:

- **Community Resources Officer:** This is a new sworn position that is described in Recommendation 10 below.
- **Community Engagement Coordinator:** This is a new non-sworn position which is described in Recommendation 11 below.
- **School Resource Officers:** There are three School Resource Officers (SRO) assigned to various schools in the City of Revere. These officers shall be assigned to an administrative work schedule with Day Platoon work hours. The Chief on an as needed basis may adjust these hours. A lieutenant in the CSD shall supervise these officers.

The function was previously assigned to the Bureau of Day Operations – Platoon 3.

- **Traffic Unit:** This unit is responsible for enforcing motor vehicle laws for commercial and passenger vehicles including imposing established fines on violators. In addition, this unit is responsible for the hackney license and taxi inspection function.

The function was previously assigned to a Traffic Division.

(RSG recommends a new schedule for the Traffic Union, which is outline in Recommendation 20.)

- **Fleet Maintenance:** One of the officers in the Traffic Unit will be responsible for working with the assigned civilian employees or vendors to oversee the maintenance of marked and unmarked vehicles. The Sergeant in the Traffic Unit will be responsible for making this designation.

This function was previously assigned to the Bureau of Administration.

- **Accident Reconstruction Unit:** This Unit is responsible for providing accident reconstruction services for serious motor vehicle accidents. This Unit also assists with accident/crime scene processing and serves as the point of contact with the Massachusetts State Police Reconstruction Unit and the District Attorney's Office in cases involving motor vehicle homicide.

This function was previously assigned to the Traffic Division.

- **Court Prosecutor/Liaison:** A superior officer (preferably with the rank of lieutenant) shall serve as the Court Prosecutor/Liaison to the Chelsea District Court (Serving Chelsea, Revere and the Massachusetts State Police). He/she shall be responsible signing all criminal complaints, representing the Department and its officers at all traffic hearing, maintaining all court attendance records, posting all court attendance lists assisting the Suffolk County District Attorney's Office, transporting all police reports and relevant documentation to Court, and informing Department personnel on the disposition of all closed cases.

The function was previously assigned to the Bureau of Day Operations

- **Animal Control Officer:** This existing civilian position is responsible for handling all animal complaints. The Lieutenant assigned to the Community Services Division shall supervise this individual.

This function was previously assigned to the Bureau of Day Operations – Platoon 3.

- **Retired Part-time Officers / Auxiliary Police Officers:** Officers that are have retired from the Department are eligible to work paid details pursuant to the rules established in the Detail and Overtime Policy. These officers shall be supervised by the lieutenant assigned to the CSD who shall ensure compliance with all required in-service training and qualifications and strict adherence to G.L. Chapter 32 Section 91.

This function was previously assigned to the Executive Officer.

## Recommendation 10: Create Sworn Position of Community Resource Officer

The Community Resource Officer (CRO) shall act as a liaison with existing community groups - including neighborhood watch groups and community-based organizations - and shall enhance the Department's ability to provide a uniform presence at meetings and events. Working in partnership with the Community Engagement Coordinator (below), the CRO will be responsible for performing outreach activities to residents, the business community, local community organizations, the clergy, the schools, local government services and other interested community stakeholders. These partnerships are designed to assist in forming and maintaining formidable police-community relationships aimed at collaboration, problem-solving and building new partnerships. As a sworn member of the Department, the CRO will be in a position to be a strong advocate for community engagement within the Department.

## Recommendation 11: Create Non-Sworn Position of Community Engagement Coordinator

The Community Engagement Officer (CEO) shall have specific expertise in developing community-oriented action plans and group facilitation and process. Working in partnership with the Community Resource Officer, the CEO will be responsible for the conducting regular outreach to all of the different constituencies in the City to ensure there is an opportunity for two-way communication. This CEO will seek to strengthen existing relationships while, at the same time, seek to establish new partnerships with groups in the City who have not traditionally had strong open and ongoing dialogue with the Department. The CEO will develop, implement and assess a range of different programs that serve to facilitate and sustain this ongoing communication.

The CEO will develop a community outreach and engagement action plan that involves a wide range of diverse Revere community groups, including adversely affected neighborhoods (those with higher levels of calls for service), as well as key community stakeholders and community-based leaders.

## Recommendation 12: Amend Selection Process for the Chief

RSG recommends that the Mayor and City Council file a home rule petition to amend M.G.L. Chapter 102 of the Acts of 2001 in order to allow the City to consider external candidates for the position of Police Chief.

We believe the current selection process does not provide the City's leadership with access to a sufficient number of qualified applicants for this critical position. We have no doubt that the City has had many highly qualified internal Chiefs in the past and will certainly have many highly qualified internal Chiefs in the future. In fact, we have had firsthand experiences working with extremely professional and talented members of the RPD. However, there is no reason for Revere, or any law enforcement agency, to categorically deny itself the option of choosing from the widest array of candidates as possible. Our rationale for this recommendation is outlined below.

### *Tenure of Recent Chiefs*

Over the past sixteen years, the Department has had three police chiefs. The City's most recent effort to select a permanent chief was unsuccessful and the Department is currently under the leadership of an acting chief.

- Captain James Guido is currently serving as the Acting Chief of Police. Mayor Brian Arrigo appointed Guido to this position in July of 2017.
- Acting Chief Guido replaced Chief Joseph Cafarelli. Former Mayor Daniel Rizzo appointed Cafarelli to the position in 2012. Mayor Arrigo opted not to reappoint Cafarelli.
- Chief Cafarelli replaced Chief Terence Reardon who served in the position for ten years. Former Mayor Thomas Ambrosino appointed Reardon to the position.

### *Requirements for Appointment*

The requirements for appointment to the position of Chief of Police in the City of Revere are codified under the General Laws of the Commonwealth under the Acts of 2001, Chapter 102 titled which reads as follows:

*"Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

**SECTION 1.** The position of police chief of the city of Revere shall be exempt from chapter 31 [Civil Service] of the General Laws.

**SECTION 2.** The police chief of the city of Revere shall be appointed by the mayor for a term of office of 5 years subject to the confirmation of the city council.

**SECTION 3.** Appointments to the position of police chief of the city of Revere shall be limited to officers of the Revere police Department who have attained the rank of lieutenant

and who have served in that rank for 5 years or more, and to officers of the Department who have attained the rank of captain.

**SECTION 4.** This act shall take effect upon its passage. Approved October 11, 2001.

### *Restriction on the Applicant Pool*

The requirements of this statute result in a very small number of individuals being eligible to apply for the position of Chief. The applicant pool is then further reduced because only a certain percentage of the eligible employees will be interested in the position. This aggressive narrowing of the applicant pool takes place before the Mayor has even began the process of determining who among the applicants have the knowledge, skills, abilities, education and experience to succeed as police chief.

Certainly, there are a number of good reasons why community leaders and the Department prefer an internal candidate. An internal candidate understands local and organizational culture and may, at least initially, have an easier transition period than an external candidate. In addition, the possibility of eventually becoming the Chief can serve as an important motivational factor for existing officers within the Department.

In the alternative, there are times when there simply is not a candidate with the right set of skills for the Department's needs at that time. There are times when an organization needs to undergo fundamental change and the ability to access someone from outside the organization may be critical. There are times when the culture of a community and/or Department become so politicized or polarized that it is necessary to be able to consider a candidate who is not overly involved with local politics or enmeshed in long standing conflicts.

There is no magic formula or industry standard that pre-determines whether an internal or an external candidate is best positioned to lead a law enforcement agency. This will always depend on the current strengths and weaknesses of the existing organization, need for culture change, the short and long-term goals of the organization, presence of effective succession training/planning, and the specific skills and abilities of the applicant pool.

Like almost all other organizations, it is likely that at different times the City's needs will be best served by an internal candidate and, at other times, best served by an external candidate. The applicant pool that exists at that specific moment in time will always further impact this variable.

However, as it currently stands, the City of Revere does not merely have a preference for an internal candidate, it statutorily prohibits the City from even considering an external candidate. The RSG does not oppose a general preference for a local candidate. However, we strongly oppose a categorical prohibition against the consideration of external candidates. It is directly contrary to the interest of the City to not have access to as broad a selection of candidates as possible, even if the final decision in any given hiring process is to select an internal candidate.

### Recommendation 13: Establish New Selection Process and Criteria

After repealing M.G.L, Chapter 102 of the Acts of 2001, the Mayor and the City Council should adopt a local ordinance that outlines the minimum and preferred qualifications for the position of Police Chief.

These minimum qualifications could potentially include:

- Bachelor's Degree in Criminal Justice.
- Must have held the rank of Lieutenant or Captain within the Revere Police Department or the rank of Captain, Deputy Chief or Chief in a position of equal or greater responsibility in a municipal or federal law enforcement agency.
- Must have direct experience supervising unionized law enforcement officers.
- Must have a minimum of ten years of experience in law enforcement with a minimum of five years in a managerial position.

These preferred qualifications could potentially include:

- Master's Degree in Criminal Justice or similar field, Master of Public Administration or JD.
- Completion of the FBI National Academy (Quantico)
- Completion of PERF Senior Management Institute or similar professional certificate program
- Prior experience in a civil service position and experience working with a work forced governed by civil service law.

## Category Two: Restructure Staffing, Shifts and Sectors to Align with Goals

### Recommendation 14: Reduce Lieutenants and Sergeants by Attrition

Based on our interviews with City and Department officials, there is a broad perception that the Department, which has a self-reported complement of 89 sworn officers, is understaffed. In order to assess the accuracy of this perception, RSG has reviewed Revere's numbers in comparison to other communities Massachusetts Major City Chiefs Survey.

#### *Massachusetts Major City Chiefs*

The Massachusetts Major City Police Chiefs (MMCC) is a professional association of the chiefs of police Departments that have seventy-five or more sworn officers and/or service a population of 40,000 or more. The Revere Police Department has been a member of the MMCC since it originated in 2003. Each year the MMCC conducts a *Comparison Data Survey* to benchmark key metrics such as number of sworn personnel, ranking officers, budgets, population density, police per capita, salaries, benefits, and the number of superior officers as a percentage of the total Department.

For the purpose of establishing a closer point of comparison to Revere, RSG has excluded those communities with more than 100,000 residents (Boston, Cambridge, Lowell, Springfield, Worcester and the MBTA Police.) This leaves the following thirty-three communities in the survey group:

- |                |                 |                    |
|----------------|-----------------|--------------------|
| 1. Arlington   | 12. Framingham  | 23. Pittsfield     |
| 2. Attleboro   | 13. Haverhill   | 24. Plymouth       |
| 3. Beverly     | 14. Holyoke     | 25. Quincy         |
| 4. Braintree   | 15. Lawrence    | 26. Revere         |
| 5. Brockton    | 16. Lynn        | 27. Salem          |
| 6. Brookline   | 17. Malden      | 28. Somerville     |
| 7. Chelsea     | 18. Medford     | 29. Taunton        |
| 8. Chicopee    | 19. Methuen     | 30. Waltham        |
| 9. Everett     | 20. New Bedford | 31. W. Springfield |
| 10. Fall River | 21. Newton      | 32. Weymouth       |
| 11. Fitchburg  | 22. Peabody     | 33. Woburn         |

### *Per Capita Ratio of Officers/Population*

The 2017 MMCC survey shows that the average per capita ratio of officer/population is 2.02 (police officers per thousand residents). The Revere Police Department has an officer/population of 1.99. By comparison, some nearby communities that are included in the survey have the following ratio:

- Chelsea = 2.45
- Everett = 2.71
- Revere = 1.99
- Lynn = 1.96
- Malden = 1.77
- Medford = 1.87
- Somerville = 1.69

This data shows that while Revere is on average on this important metric, it is not significantly lower than other neighboring communities.

### *Percentage of Supervisor to Patrol*

While there is no doubt that the Department would benefit from a higher officer/population ratio (if utilized effectively) RSG believes that the key metric that has constricted the Department and its valuable resources is the supervisor to patrol officer ratio.

Another comparison point in the survey is the percentage of sworn workforce that are supervisors (ranking officers) compared to the percentage that are patrol officers. The 2017 MMCC survey shows that the average percentage is 24.4%. The Revere Police Department has supervisor to patrol percentage of about 33%.

By comparison, the nearby communities that are included in the survey have the following supervisor to patrol ratio:

- Chelsea = 26.1%
- Everett = 23.9%
- Lynn = 23.7%
- Malden = 26.7%
- Medford = 29.0%
- Somerville = 26.6%

(This data is based on the MMCC survey that was issued in June of 2017, as amended. The data initially used was self-reported by the Revere Police Department at the time of the MMCC survey(s) and had to be amended during the study. Any changes in staffing levels that have taken place in any of the communities since that time are not reflected in these numbers.)

### *Staffing Levels in City Ordinance*

The number of ranking officers is included in a City Ordinance (Section 2.6.010), which states that the Department shall be comprised of the following:

- One Chief of Police (currently filled by Acting Chief)
- Three Captains (currently 4 Captains including Executive Officer)
- Twelve Lieutenants
- Seventeen Sergeants
- Such a number of patrol officer as may be appointed by the Mayor and provided for by the City Council

The organizational chart that the Department provided showed the Department is currently staffed at the level required by the ordinance with the exception of the existence of fourth captain, who serves as the Executive Officer.

### *Redirect Resources to Patrol Position*

It is not necessarily a negative to have a high supervisor/patrol officer percentage. However, the Revere Police Department's ratio can fairly be described as unusually high. This is a problem because limited resources mean that the Department is always making choices in terms of what they prioritize. Right now, the Department is prioritizing supervisory positions and, therefore, unintentionally choosing not to prioritize maximizing the number of officers performing front line patrol functions.

In order to reprioritize the patrol function, RSG recommends that the City ordinance decrease the number of lieutenants from twelve to ten (or lower) and the number of sergeants from seventeen to fifteen (or lower). RSG recommends that this be accomplished over time through attrition.

## **Recommendation 15: Conduct Annual Review of Specialized Assignments**

Many law enforcement agencies have officers who have a special assignment (e.g. examples of common special assignment that exist in Revere and in other agencies). The benefits of a

special assignment are two-fold. First, by dedicating specific officer(s) to a specific issue, the Department increases the likelihood that the given topic (e.g. domestic violence) gets the requisite attention that it needs. Second, some challenges (e.g. computer crimes) require a special skill. For that reason, it makes sense to designate specific Department personnel to that challenge and invest in their training and knowledge. However, an excessive number of special assignments, or outdated assignments, can be detrimental to an agency. Officers who have special assignments are not regularly otherwise available for general front-line patrol operations, which is the role that has the most direct engagement with the public. In addition, an organization that has an excessive number of special assignments can develop an overly complicated organizational structure that can decrease clear lines of responsibility and accountability.

As part of a general goal or redirecting resources to frontline patrol, RSG believes the Department needs to be more cautious about the creation of special assignments. We are not recommending the elimination of a specific special assignment as part of this report. However, we do recommend that each Division Commander should be required to submit an annual report to the Chief with the following information:

- A complete list of that division's special assignments
- The date the special assignment was created
- A description of the special assignment
- A description of the initial problem or condition that lead to the creation of the assignment
- The justification for continuing or eliminating that specific assignment

By conducting this type of annual evaluation of the special assignments, the Department can help ensure that its personnel and organizational structure remain aligned with its present day needs and is not based on legacy decisions that were made to respond to issues that have become less critical.

## Recommendation 16: Create Impact Shift Pilot Program

In order to better align resources with peak periods of call activity, RSG recommends the City negotiate with the unions to create an Impact Shift. This shift would overlap Night Platoon One and Night Platoon Two. In addition to aligning staffing resources with peak hours, it would also provide greater continuity of coverage during the midnight shift change period.

### *Pilot Program*

RSG recommends that the Department introduce the Impact Shift as a one-year pilot program for two reasons. First, it will presumably be easier to secure the agreement of the Unions if they have the assurance that they will have a guaranteed opportunity to reconsider their agreement in a one-year period. Second, after one year, all parties will have some first-hand experience with the Impact Shift which they can use to make a more informed decision as to whether the Impact Shift has helped advance the Department's overall mission.

If the parties do not mutually agree to continue the Impact Shift, then the patrol officers and sergeants assigned to the Impact Shift shall be reassigned to the remaining three shifts based on seniority during the annual shift bidding process.

### *Impact Shift Logistics*

This proposed shift would overlap the hours of Night Platoon One (4:00 pm – Midnight) and Night Platoon Two (Midnight – 8:00 am). The shift would begin at 5:00 pm and end at 3:30 am (10.5 hours). There would be two different groups of officers assigned to the Impact Shift (Alpha and Bravo.) The two groups would alternate, with each group working four days in a row followed by four days in a row off. Each group would consist of four to six officers including a sergeant. The minimum number of patrol officers assigned to each Impact Shift (Alpha and Bravo) should be 3 and maximum should be 5.

In order to comply with existing collective bargaining language in both the Patrol Officers' and Supervisors' union contracts regarding the total days off allotted based on a "Four and Two" Work Schedule, the Department and the Unions will need to agree to a number of adjustments in order to ensure that officers assigned to the Impact Shift are working the same number of hours as other officers during the 12-month assignment period.

In a 28-day cycle, officers on the impact shift will have worked 168 hours. The Fair Labor Standards Act exemption (207(k)) allows for 171 total hours in a 28-day cycle before an employer is obligated to pay overtime. Therefore, no overtime would automatically result due to the creation of this shift.

Since vacation and sick days are accrued based on an eight-hour day, officers on the impact shift will have their days converted to hours to ensure that they continue to earn vacation and sick at the same hourly rate of accumulation as other officers.

Officers will be assigned to the Impact Shift in the same manner that the Department uses to assign officers to the Day and Night Platoons. However, the assignment of staff to the Impact Shift will be voluntary. If fewer than six patrol officers and two sergeants bid for this shift, then the shift will not be implemented during the pilot phase.

## Recommendation 17: Replace Split Shifts with Straight Shifts

At this time, night shift officers work the following schedule:

- Day One: 4:00 pm to 12:00 am
- Day Two: 12:00 am to 8:00 am
- Day Three: 4:00 pm to 12:00 am
- Day Four: 12:00 am to 8:00 am
- Day Five: Off
- Day Six: Off
- Day Seven: Repeat Cycle

This type of schedule, where officers alternate between Night Platoon One (4:00 pm to 12:00 am) and Night Platoon Two (12:00 am to 8:00 am), is referred to as a “split” or “rotating” shift. In comparison, officers assigned to the Day Platoon work from 8:00 am to 4:00 pm every day that they work. This type of consistent shift is called a “straight” shift.

RSG recommends that the Department adopt straight shifts, as opposed to split shifts, for night officers. RSG recognizes the Department would have to satisfy its bargaining obligation in order to implement this change.

Under a straight shift structure, one group of night officers would work from 4:00 pm to 12:00 am every shift that they work, and the other group of night officers would work from 12:00 am to 8:00 am every shift that they work.

The Police Foundation is a nationally recognized non-profit organization whose mission is to advance policing through innovation and science. In their 2011 study entitled, “The Shift Length Experiment” they found that officers who work straight shifts are more likely to be able to successfully regulate their sleeping habits and establish healthier eating habits. These factors increase morale and productivity and decrease fatigue. In addition, this consistent schedule makes it easier for the Department to schedule court appearances, in-service and specialized training

assignments and other Departmental requirements while also making it easier for officers to schedule personal commitments outside of work.

### Recommendation 18: Increase Foot Patrols

At this time, the Department utilizes foot patrols in each of the seven sectors on an intermittent basis. RSG recommends that the Department increase the use of foot patrols so that a foot patrol is active in a sector whenever possible. When staffing levels limit the Department's ability to have a designated foot patrol, then officers who are assigned to sector cars should, when possible, leave their cars for twenty or thirty minutes and have an on-foot presence in highly congested neighborhoods and business districts in their assigned sector. These types of foot patrol are referred to as "Directed Foot Patrols" or "IMPACT Patrols" (Improved Methods of Patrolling an Area based on Crime Trends) or "Park, Walk & Talk Patrols". When structured and supervised effectively, this initiative will further develop trusting relationships in the community and enhance police officer accountability.

### Recommendation 19: Change Schedule for Canine Unit

RSG recommends that the Department continue to have two canine units. These units should support the Department's mission of providing effective and efficient public safety operations. The canine unit should integrate its field activities with the regular patrol force, reducing substantially the danger inherent to patrol officers in the performance of their duties. The canine unit should regularly conduct training during roll call, issue canine training bulletins and develop and adopt appropriate policies.

Officers who were selected as canine handlers have been responsible for this function and RSG was not able to determine the clear line of supervisory authority for this function.

RSG recommends that the two canine handlers be assigned to the two Impact Shifts (Alpha and Bravo.) While the hours for the Impact Shift will be 5:00 pm to 3:30 am, the hours for the canine handlers should be 5:00 pm to 2:00 am. This schedule will compensate the canine handlers for 1.5 hours of at-home care for the canine per shift. This provides an additional half hour for at-home care than is currently compensated at this time.

If the Department does not create the Impact Shift, then one canine handler should be assigned to Night Platoon One and the other should be assigned to Night Platoon Two. These canine handlers should have their schedule adjusted so that they receive 1.5 hours pay for at-home care duties.

## Recommendation 20: Change Schedule for Traffic Unit

The Traffic Division (which RSG recommends become the Traffic Unit within the Community Service Division) is currently staffed by one sergeant and four traffic officers. At this time, the sergeant and all four officers work the 8:00 am to 4:00 pm shift. RSG recommends that two of the officers work the 4:00 pm to 12:00 am shift in order to provide coverage at night. At this time, the sergeant works a 5 days on/2 days off schedule and the traffic officers work a 4 days on/2 days off schedule. RSG recommends that the sergeant and the officers work the same schedule in order to ensure the necessary level of supervision and direct communication.

## Recommendation 21: Reduce the Number of Sectors from Seven to Five

RSG recommends that the Department combine Sectors Three and Seven as well as Sectors Five and Six. These sectors are the lower call volume sectors in the City. This will reduce the total number of sectors from seven to five. (Appendix A is a map of the current sectors within the City.) By doing so, the Department will have greater staffing flexibility which it can use to be more creative with staffing strategies. This can assist with two specific issues.

### *Accountable Officer for Every Sector*

There are many times when the Department does not have enough officers on duty to be able to assign an officer to each sector. As is always the case, officers will still respond to calls for service anywhere in the City. However, when there is no specific officer assigned to a sector, there is no specific officer responsible for engaging in proactive activities to respond to known problems or issues in that sector. By decreasing the number of sectors, the Department will increase its ability to ensure that an officer is assigned to each sector.

### *Additional Resources for Busiest Sectors and High Incident/Hotspot Areas*

By reducing the number of sectors from seven to five, the Department will increase the number of times when all sectors are assigned and, therefore, increase the number of times when additional officers will be available to supplement coverage in the busiest sectors. This could be done by assigning an additional patrol car, by assigning a foot patrol, or by employing another creative strategy to respond to a need that has been identified by the Crime Analysis and Reporting Unit. (Appendix B demonstrates that Sectors 101 and 103 and the busiest sectors at this time.)

## Recommendation 22: Discontinue Special Operations Unit and Use Regional Resources

### *Current Status*

The Department has its own Special Operations Unit (SOU) in order to respond to exceptional situations that require increased firepower or specialized weapons and tactics. The SOU is staffed by three sergeants and eight patrol officers. The Department indicates that the unit averages 16 hours of training per month, which costs the Department about \$20,000 annually in overtime costs. The SOU is loosely affiliated with the Everett and Winthrop Police Departments and the Suffolk County Sherriff's Office. The collective group is referred to at the North Metro SWAT Team.

RSG recommends that the Department conduct a cost/benefit analysis to determine whether the Department should continue to have its own SOU or whether it should secure this service through existing regional resources and service agreements.

SOU/SWAT services are high-risk and high liability activities that require a serious commitment of time and of resources. The Department's SOU only meets the minimum training requirements (two days per month) and does not adequately cross-train with other municipal, state, and federal SWAT teams. When RSG asked for SOU training records, we were told that duty had been performed by the Executive Officer who has since retired. The Department did provide RSG with a number of unsigned After-Action Training Reports that recorded the date and topic of the trainings but did not include specifics such as the number of training hours or the time the training began or ended.

In addition, the National Tactical Officers' Association (NTOA) has not reviewed the Revere SOU, which is a standard best-practice for any SWAT operations.

### *Alternatives Models*

Thankfully, the need for SOU services in the Revere, like most U.S. cities of comparable size and population, is limited. The Revere SOU responds to six to eight calls per year.

The Revere Police Department is already a member of the nine community Level 1 Urban Area Security Initiative (UASI.) UASI member communities include Boston, Brookline, Cambridge, Chelsea, Everett, Quincy, Revere, Somerville and Winthrop.) UASI receives significant funds from the Department of Homeland Security funds, which pass through the Massachusetts Executive Office of Public Safety and Security (EOPSS). These funds are

used to train member agency personnel and purchase needed equipment as it pertains to enhancing the safety and security of those designated nine communities. As part of the UASI partnership, member agencies can also share equipment and personnel including the use of the Boston Police Department's highly trained SWAT Team – at no cost to the municipality.

In addition to resources available as a member of UASI, the City should explore joining a Law Enforcement Councils, such as the North-East Massachusetts Law Enforcement Council (NEMLEC), as a way to secure highly trained cost-effective SWAT/SOU and resources. NEMLEC currently has more than fifty municipalities from Northeast Massachusetts as members.

If the Department decided to continue to have its own SOU, it needs to have an independent review of the SOU by the of National Tactical Officer's Association. An external law enforcement contractor of proper credentials in SWAT/SOU services should oversee the implementation of the recommendations in the NTOA report.

If the Department decided to continue to have it owns SOU, the supervision of this Unit should be the responsibility of the Captain of the Criminal Investigation Division. This responsibility was previously assigned to the Executive Officer.

### **Recommendation 23: Transfer Civilian Crossing Guards to School System**

The process of scheduling civilian crossing guards, and particularly the process for finding alternative coverage in response to last-minute notice absences, is very time consuming and not the best use of limited police resources. Although there appears to be no consistent practice among other cities and town as to whether the police Department or the school Department should oversee this function, RSG recommends that the responsibility for the crossing guards function be transferred to the Revere Public School Department.

In the interim, RSG recommends that the Crossing Guards report to the Lieutenant in charge of the Day Platoon. [This function is currently under the direction and command of the Traffic Division]

## Category Three: Invest in Workforce Development

### Recommendation 24: Update and Refocus Training Plan

The Department needs to update and refocus its training plan to focus on building community trust and enhancing police legitimacy through procedural justice, transparency, and accountability. Instead, the overwhelming majority of training has been tactical (e.g. tactical patrol officer, active shooter, tactical medicine, etc.) While tactical training is important, when a Department becomes disproportionately focused on tactical training, it can result in officers being too quick to employ their tactical skills rather than defusing an incident with de-escalation techniques or other strategies.

RSG reviewed Department training records from January 1, 2015 and August 14, 2017. With the exception of training that was mandated by the Massachusetts Municipal Police Training Committee (MPTC), the Department does not appear to have provided officers with training in contemporary policing strategies (e.g. conflict resolution, de-escalation, use of force) or community policing.

The Department provided RSG with a brief document that outlines the current training plan for the next few years. The plan focused on tactical training, including: mandatory in-service training; defensive tactics; active shooter; Taser; CPR, firearms, tactical patrol officer and tactical medicine.

The Department needs to align its training programs with the community policing philosophy and implement new training and education programs over the next two to three-years. This should include training programs that are offered by the United States Department of Justice, Community Oriented Policing (COPS) Office. Examples of COPS training includes:

- Applied Evidence-Based Policing Practices: data-driven policing
- Community Policing Defined
- Ethical Decision Making: Policing with Principled Insight
- New Perspectives on Community Policing
- Tactical Community Policing for Homeland Security

In addition to the trainings offered by the USDOT, the Department should offer the following addition types of training (are these specific types of training or are they general topics for training):

- 21<sup>st</sup> Century policing strategies
- Career development, succession planning/experience
- Leadership development and leadership core competencies
- De-escalation
- Communication with persons with mental illness
- Crisis intervention training (CIT)
- Trauma informed policing
- Procedural justice
- Alternatives to use of force
- Fair and impartial policing
- Implicit bias
- Police legitimacy
- Building trusting partnerships in the community

## Recommendation 25: Establish a Leadership Development Steering Committee

An internal *Command Climate Survey* conducted by RSG identified “Leading Performance and Change” as a primary area that needs improvement within the organization. For example, one officer responded to the survey by writing:

*Goals and objectives don't exist and if something comes along that slightly resembles a goal or objective it's communicated as "Sorry, this isn't coming from me, it's coming from him. Just do it so I don't have to hear about it."*

Another respondent wrote:

*The climate is to answer your calls. There is no incentive to do extra and doing extra is actually frowned upon.*

RSG recommends that the Department establish a Leadership Development Steering Committee (LDSC) that is made up of representatives from all different ranks within the sworn workforce as well as representatives from the non-sworn workforce. The LDSC should utilize the services of an external facilitator to ensure that there is a structure for

the meetings and to ensure that all the participants are treated as equal peers, regardless of rank or position in the formal organization.

The goal of the LDSC will be as follows:

- Write a policy statement that communicates the Department's policy on leadership responsibilities and development.
- Review the Climate Survey and identify issues or concerns that could be addressed, or improved, through the development of leadership skills.
- Identify the core leadership competencies necessary for each rank/assignment.
- Identify the resources that are necessary to attain/develop the identified competencies. For example, the Southern Police Institute offers a Chief Officer Training program.
- Further develop the concept of "Mentorship Meetings" that are described in Recommendation 26 (below).
- Publish a leadership framework document for the Department that identifies the competencies that are necessary for an officer to be able to succeed at every level of the organization.
- Identify measurable outcomes that will serve as indicators that the leadership skills in the Department have improved.
- Conduct a follow up Climate Survey to determine if progress has been made as a result of the efforts to build leadership skills within the Department.

One survey respondent summed it up as follows,

*Have a strategic plan with short and long-term goals. Get input from everyone then communicate what they are so the expectations are out there and hold people accountable. Set high standards and adhere to them. Be fair in everything we do. Seriously consider and commit to changing the way we do things move toward Community Oriented Policing. It will take hard work, commitment and a couple of years. The philosophy is common sense. For those that don't agree they simply don't understand it. We need training, and Department wide commitment from the Revere MA Police Department- Command Climate Survey 2017 63 top down. It should permeate every aspect of the PD such as culture, training and policies. To be successful this philosophy needs to become a reality in practice. Allow members of the Department to be heard and give input, and they will better except decisions made. We need to improve morale. Supervisors need to acknowledge when good work is done and they need model good behavior.*

## Recommendation 26: Conduct Mentorship/Goal Setting Meetings

As part of the Climate Survey, one officer wrote:

*In my time with this Department I have only had one supervisor sit me down and ask what my goals were within the Department and how I planned to achieve them. That only occurred once. This should be a regular thing between supervisors and subordinates. They should be documented and regularly reviewed to check progress and make adjustments as necessary.*

RSG recommends that the Department conduct individual structured career counseling meetings on a six-month basis, and in no case less than an annual basis. The purpose of these meetings will be to provide feedback and mentorship and to identify career goals. The specific structure for the mentorship/goal setting meetings should be developed by the LDSC.

## Recommendation 27: Implement Line Staff Uniform and Appearance Inspections

The police uniform identifies the officer and makes him/her readily accessible to the public. For this reason, it is critical that officers maintain a neat and clean appearance. This is an important component of gaining the respect and trust of the public. It is also a vital part of maintaining discipline and uniformity in a municipal police organization.

The Officer in Charge should perform regular inspections of officers' uniforms and appearance to ensure compliance with Department policy. In addition, the Captain of the Professional Standards Division should conduct periodic unannounced inspections of officers' uniforms and appearance to ensure that the Officer in Charge is enforcing these standards.

RSG is not aware of any such inspections taking place at this time.

## Recommendation 28: Return to Traditional Municipal Police Uniform

The Revere police officer's uniform has evolved from the traditional municipal police style that is most common in other Departments to one that has a more tactical appearance with "battle dress uniform" (BDU) pants and baseball caps. This tactical appearance makes the officers appear more "militarized" and less approachable.

To reinforce the perception that the police officer is first and foremost a community guardian, and not part of a military presence, the Department should return to the use of the traditional police uniforms and hats and officers should wear visible name places. In addition, during winter months long-sleeve shirts and ties should be worn. (Officers may be allowed to wear ball caps or winter hats when working a traffic detail.) This change will help enhance police legitimacy and accountability.

### Recommendation 29: Establish an Early Warning System for Officers at Risk

Many law enforcement agencies have an “Early Warning System” to identify officers at risk of engaging in police misconduct. The goal of this system is to provide additional training to these officers and prevent future misconduct. RSG recommends that the Professional Standards Division implement this type of system in the Department.

An Early Warning System uses collective patterns of poor performance and misconduct to identify officers who are likely to engage in potential future serious misconduct. Data that is reviewed as part of this computerized system may include, but not be limited to:

- Civilian and internal complaints of misconduct and rules violations
- Incidents of frequent/questionable use of force
- Preventable police vehicle crashes
- Named in civil litigation
- Abuses of sick time and tardiness
- Work performance failures
- Pattern of unwitnessed line of duty injuries
- Discretionary arrests (i.e. disorderly conduct, A&B on a police officer, resisting arrest, etc.)
- Incidents of workplace hostility/violence
- Being the subject of a criminal investigation
- Being the subject of a restraining order
- Reports of prisoner problems and complaints
- Traffic and pedestrian stop data that could indicate disparate treatment based on protected class.

The Professional Standards Division should employ the use of a modern off-the-shelf software system (IA Trak, IA Pro, LEA Data, etc.) to efficiently collect and analyze selected data points on a real-time basis.

## Category Four: Take Proactive Steps to Engage the Community

As stated in the “Major Theme of Findings” section at the beginning of this report, the Department needs to be far more proactive in engaging with the community. However, we do note that during his short tenure, Acting Chief Guido has implemented a Community Service Division and assigned a lieutenant to this Division to oversee various outreach programs and initiatives including, the sub-station, the Citizen Police Academy, the Police Activities League, the School Resources Officers, the National Night Out program, the Media and Public Information Officers and the Youth Academy.

Our recommendations in this section build upon the steps that Acting Chief Guido has taken with the goal of formally integrating community engagement into the Department’s practices, culture and overall Departmental philosophy.

### Recommendation 30: Create a Community Engagement Plan

The Chief should appoint a Community Engagement Planning Committee which will be responsible for identifying community engagement strategies and developing a three-year plan to implement those strategies. This committee should be comprised of the Chief, the Captain of the Community Services Division, the Community Engagement Coordinator (CEC) and other sworn and non-sworn Department personnel.

As part of this process, the Committee should facilitate formal police-community focus group meetings to further develop the Community Engagement Plan, and review the plan with the Community Action Teams (outlined in Recommendation 31), to ensure that it is responsive to the needs to the community.

As with any plan, the Department’s Community Engagement Plan should have clearly defined goals and objectives and an effective evaluation component to objectively gauge the success of the plan.

Examples of items that could potentially be included in the plan are:

- Strategies to support existing Neighborhood Watch Groups and strategies to create new Neighborhood Watch Groups and a Business Watch Group.
- Align shared strategies with community-based organizations and existing initiatives

- A strategy to develop/expand youth initiatives, which may include: identifying youth leaders and providing them with positive experiences (e.g. providing tours of the RPD, working out with a cop, lunch with a cop); expanding the existing RPD Police Activities League (PAL) and identify mentoring opportunities.
- The expansion of the Citizen Police Academy (currently offered once annually).
- The creation of a comprehensive so-called “Community Power” program that includes a mini Citizen Police Academy that results in new NWGs.
- Further promotion of the Annual National Night Out program.
- A structure for identifying and applying for community policing grants.
- The adoption of “Roll Call Mini Trainings” on topics such as trauma informed care, stigma reduction, personal and professional development and cultural awareness.
- The creation of a Prostitution Task Force to assist woman in need of services trapped in this dangerous street lifestyle.
- The creation of a 21<sup>st</sup> Century versions of DARE and Gang Resistance Education and Training (GREAT).
- Rewards and recognition initiatives for officers who are outstanding “engagers”.
- Cultural exchanges between officers and community members from different cultures.
- The development of a marketing campaign to promote engagement activities that would include the Department’s website, social media, local media, community cable television, YouTube and other social media platforms/forums.

### Recommendation 31: Establish/Formalize Community Partnerships

As part of the process of developing the Community Engagement Plan, the Department should develop transparent ongoing relationships with all community partners – both formal and informal.

Certainly, many officers in the Department already have positive relationships with individuals in the community. They have no doubt used those relationships to advance the mission of public safety. However, in a Department that adheres to a community policing philosophy, those relationships are leveraged and further expanded upon as part of a broader community-wide strategy to address the conditions that give rise to public safety problems.

RSG recommends that the Department create a list of existing neighborhood associations, other civic groups, and formal or informal representatives of different communities of interest. This list should include representatives of communities that may not be fully

enfranchised and may likely have historical reservations about working with law enforcement in general.

If the Department creates and maintains this specific list, they can use it for the purpose of creating the Community Engagement Plan as well as a tool to track when, where, why and how often they are proactively contacting these representatives.

### Recommendation 32: Create Community Action Teams

RSG recommends that the Department establish a Community Action Team (CAT) for each sector in the City.

The purpose of the CAT is to have a structured format to directly engage community members in the process of identifying issues that are adversely impacting the quality of life in that sector of the community. The CAT establishes priorities in terms of determining which issues most need to be addressed, and brainstorming ways to address those issues.

The CATs should meet on a monthly basis at Police Headquarters as well as other designated locations throughout the City. CAT meetings should be conducted in a focus group fashion with a police representative, preferably a Sector Officer and/or the Community Resource Officer, acting as the facilitator of the group. The minutes from the meetings should be transcribed by an appointed secretary (a member of the public) and disseminated to CAT members and the Chief of Police, who will in turn, distribute the information to the relevant Division Commanders so that appropriate follow up action can be taken.

The Department should take the following steps to inform the public about these meetings:

- Post notices on [www.ReverePolice.org](http://www.ReverePolice.org) and Department social media accounts
- Place a notice in the local press
- Post a Public Service Announcement on the city-operated cable television station.

At the outset, a distinction should be drawn between recommending policing priorities as opposed to selecting particular strategies to be deployed by the police Department. The police Department shall defer to the community on recommending particular priorities while the police, in consultation with the community, will set particular strategies to be utilized. In this respect, the presumption is that within the bounds of the law and the resources available, the police will be guided by the preferences of the community to the extent possible.

The Department shall have an obligation to be guided by the agenda that is recommended by the CATs to the extent that the recommendations are reasonable and attainable. If there is any significant divergence from the agreed upon priorities set by the CATs, the Police Chief - when requested to do so – will provide ample justification for any significant deviation that is contrary to the priorities outlined by the CATs.

Understandably, incorporating community input into policing and achieving real inclusion, as opposed to mere community legitimization of police Department decisions, can certainly be challenging. However, if the City is to sustain long-term success in reducing crime, this type of partnership involving ongoing communication is essential and will ultimately be the key.

## Category Five: Update Policies and Procedures and Other Recommendations

### Recommendation 33: Attain Certification and then Accreditation

The Massachusetts Police Accreditation Commission (MPAC), offers two distinct certification programs known Certification and Accreditation. These programs establish best practice standards for Massachusetts police Departments. MPAC standards are based upon national standards adopted by the *Commission on Accreditation for Law Enforcement Agencies*, Inc. (CALEA) located in Fairfax, Virginia. These standards reflect what are known as the best professional practices in each area of police management, administration, operations and support services.

#### *Self-Assessment Phase*

The Certification/Accreditation Process begins with a thorough self-examination to determine the agency's initial level of compliance. This phase is known as Self-Assessment Phase (or internal evaluation). Unfortunately, the RPD has been in this initial self-assessment phase for approximately six to eight years.

This prolonged self-assessment period has had tangible drawbacks. For example, in some areas the Department is relying on draft model policies dated 2010 and 2011 that have not been adopted or implemented. The Department's rationale for not moving forward with updated policies and procedures, or completing the self-assessment, is not entirely clear.

The assessments process to attain Certification takes place over two consecutive days and is conducted by two or three certified assessors who determine whether the agency is in

compliance with 159 mandatory standards. The assessments process for Accreditation is conducted in three consecutive days by three certified assessors. These assessors determine whether the agency is in compliance with over 300 standards.

Utilizing the same survey group that is described in Recommendation 14, the status of accreditation for comparable communities is as follows:

- **Accredited:** Arlington, Brookline, Chelsea, Fall River, Framingham, Peabody, Salem, Woburn and Waltham
- **Certified:** Somerville and Weymouth
- **Self-Assessment:** Beverly, Everett, Fitchburg, Haverhill, Lynn, Malden, Medford, Methuen, Plymouth, New Bedford and Revere
- **Not in Process:** Attleboro, Braintree, Brockton, Chicopee, Holyoke, Lawrence, Newton, Pittsfield, Quincy, Taunton, and West Springfield

Although participation in this Certification/Accreditation Process is strictly voluntary, attaining these standards promotes the professionalism of the agency and the community's trust and confidence in the Department. This trust component is essential for the Department moving forward.

In addition, Certification and Accreditation are an effective risk management tool in terms of addressing areas of potential supervisory and management liability, which are areas that have plagued the Department with some high-profile incidents that occurred within the agency and received widespread media coverage.

Listed below are some of the more important areas of supervisory liability that can be mitigate through the certification and accreditation process:

- **Negligent Appointment/Hiring** - Failure to safeguard against employing someone clearly unfit for the position of police officer, failure to adequately screen individuals or hiring someone known to be unfit.
- **Negligent Retention** - Failure to discipline or terminate an employee found unsuitable for police employment. Often this concerns failure to take action against 'problem' officers.
- **Negligent Assignment** - Failure to remove an employee from a 'sensitive' position for which he is known to be unfit or to assign him to such a position knowing him to be unfit.
- **Negligent Entrustment** - Failure to control or supervise an employee's use or supervision of equipment or facilities to which the employee has access in his job assignment.
- **Negligent Training** - Failure to adequately train in the skills and expertise expected of a police officer. (One of the more consistent sources of litigation against police supervisors.)
- **Negligent Supervision** - Failure to supervise subordinates. A supervisor can be held liable if he/she fails to perform adequately as an administrator and the failure results in violations of Section 1983.
- **Failure to Direct** - Failure to adequately inform an employee of the specific requirements as well as limitations of his job position. (An administrator without, or with inadequate, written policies and procedural guidelines is especially vulnerable to this type of liability.)

Finally, in terms of the potential benefits of pursuing Certification and Accreditation, RSG believes that the Department's active participation in the process will provide a baseline for the Department to judge its performance, and a basis to correct its deficiencies before they become a public problem.

## Recommendation 34: Update/Develop New Policies and Procedures

The Department's policy manual, including of many of the agency's policies and procedures, does not meet national or regional standards, does not comply with best practices, and is poorly structured. There are numerous instances of policies that may or may not have been implemented and communicated to the workforce. There are also numerous policies in the manual that remain in draft form.

The Department needs to update or develop new policies. Fortunately, through the process of preparing to become certified and accredited (above) the Department will receive clear direction on the policies that it needs to have in place. The Department will also have access to model policies that are available from professional associations, and policies already adopted by other comparable agencies.

The Professional Standards Division should be responsible for developing and maintaining policies, and for disseminating and conducting necessary training regarding those policies. Contemporary law enforcement agencies are governed by an increasingly wide range of policies. Listed below are examples of those policies.

All Hazards Plan	Discipline and Accountability
Arrest Procedures	Domestic Abuse
Authority & Responsibility	Elder Abuse
Automatic External Defibrillator	Employee Identification Cards
Auxiliary Personnel	Employee Recognition Program
Biased Based Profiling	Evidence & Property Control
Body Armor Program	Evidence Collection & Preservation
Bomb Emergencies	Eyewitness Identification
Calls for Service - Customer Service	Firearms Evidence Guidelines
Canine Team	Firearms Range
Child Requiring Assistance	Firearms Safety Device
CJIS, Leaps, and NCIC Data Entry	Fiscal Management
Communications	Follow-Up Investigations
Computer & Data Security	Harassment Prevention
Consular Notification	High Risk Domestic Violence
Crime Analysis Function	Holding Facility
Criminal Intelligence	Hostage/Barricaded Suspects
Death Notification	Identity Crimes
Death Notification for Employees	Incapacitated Persons
Departmental Goals and Objectives	Incident Reporting
Departmental Vehicles	Interacting with Transgender Individuals

Internal Affairs  
Interview/Interrogation Room  
Inventory Searches of Motor Vehicles  
Juvenile Services  
Labor Disputes  
Leadership Development  
Media Policy  
Missing Persons  
Nasal Naloxone Program  
Notifications to Command Staff  
Oath of Office/Code of Ethics  
Pandemic Planning & Response  
Park, Lock & Walk Program  
Police Training Officer Program  
Portable Breath Tester  
Preliminary Investigations  
Prisoner Transportation  
Records Management  
Responding Procedures  
Response to Bank Alarms  
Roll Call  
Rules & Regulations Governing Employee  
Conduct

Search & Seizure  
Seat Belt Policy  
Selection of Personnel  
Serving People with Behavioral Health  
Disorders  
Sexual Harassment  
Social Media Policy  
SRO Program  
Stop & Frisk  
Strip Search & Body Cavity Searches  
Take Home Vehicles  
Terrorism Intelligence Communication  
Traffic Safety  
Training & Career Development  
Uniforms & Appearance  
Unlawful Harassment  
Use of Confidential Informants  
Use of Force  
Use of Mobile Data Terminal System  
Vehicle Pursuit  
Vice, Drugs, and Organized Crime  
Victim Witness Assistance  
Written Directive System

## Recommendation 35: Revise Procedures for Property/Evidence Audits and Security

### *Regularly Scheduled Internal Audits*

The National Commission on Accreditation for Law Enforcement Agencies (CALEA) publishes a manual of standards and best practices for internal property and evidence audits. CALEA recommends that internal property and evidence audits be conducted on a regularly basis. An evidence audit pertains to items that may be used for evidentiary purposes in a criminal prosecution. A property audit pertains to items that have come into the possession of the Department but are not be held for evidentiary purposes.

The Department was unable to provide any documentation from any prior property audit. Consequently, RSG believes it is likely that the Department does not perform property audits, or, has at least not conducted a property audit at any time in the recent past.

The Department did conduct limited evidence audits, which it referred to as “*Fire arms, Drugs and Monies Audit Report*” in January of 2009 and November of 2013. However, these audits had at least four notable short-comings.

First, contrary to CALEA standards, these audits were conducted by the same officers who were routinely responsible for the evidence management function. Consequently, these officers were effectively auditing themselves, defeating one of the primary reasons to conduct the audit – which is a check and balance system with neutral and detached oversight. CALEA standards and best practices recommends that an internal property or evidence audit be conducting by a superior officer who is not the officer who is routinely responsible for the property and evidence management function.

Second, any audit should produce an exhaustive list of what evidence is present as well as any evidence that is missing. This exhaustive list serves as the baseline for subsequent audits. The Department’s 2009 and 2013 audits did not produce a list of the evidentiary items in the Department’s possession. Instead, it just identified those items that were missing.

Third, the 2013 audit only included items that were in the safe within the Property Room as opposed to all of the property in both the safe and the room as well as property stored anywhere else within the confines of the Department or stored outside the Department at a satellite location or in the possession of another agency (e.g., MSP Crime Lab, MSP Drug Lab, FBI Lab, etc.)

Fourth, although the 2009 did identify 32 drug/narcotic discrepancies and 16 firearms discrepancies, the Department did not report these findings to any law enforcement agencies, such as the Suffolk County District Attorney's Office, and/or the Mayor's Office. This type of reporting and notification is standard best practice in response to this type of audit finding.

#### *Unannounced Internal Audits*

CALEA standards also recommend that, in addition to conducting regularly scheduled internal audits, a law enforcement agency should conduct unannounced audits on a random basis. The purpose of this type of audit is to ensure that if someone is engaged in any type of malfeasance, misconduct or neglect of duty they do not have the benefit of knowing exactly when an audit will take place. There is no record of the Department conducting any unannounced random audits.

#### *External Independent Audit*

In addition to conducting regularly scheduled and unannounced random internal audits, it is the best practice for Departments to periodically retain the services of a qualified external firm to conduct an audit of all the property and evidence. It does not appear that the Department has ever engaged an independent firm for this specific purpose.

#### *Install Video Cameras in Property and Evidence Rooms*

The Department should immediately install high quality video cameras in the property and evidence rooms and ensure that the footage has at least a one-year retention period. Using this type of readily available equipment to supplement existing security protocols in this area is standard practice for all law enforcement agencies that handle and store evidence and property.

#### *Recommendation Summary*

RSG strongly recommends that the Department immediately implement these three (3) types of property and evidence audits and install video cameras in the Property and Evidence Rooms. Failure to act in these areas could seriously compromise the Department's relationship with other partner law enforcement agencies, the judiciary and the community in general. There are many examples, including several recent cases in Massachusetts, where a police Department's failure to adhere to these established best practices resulted in criminal cases being seriously compromised, victims losing their

opportunity to achieve justice, and the involved law enforcement agency having their reputation tarnished which resulted in a loss of significant credibility.

### Recommendation 36: UASI Liaison - FEMA/MEMA Liaison

The Chief of Police shall serve as the Joint Point of Contact (JPOC) for the City of Revere to the Urban Area Security Initiative (UASI). The CSD Captain should serve as the Alternate JPOC. The Mayor of Revere as the Chief Executive Officer for the City shall appoint the JPOC and the Alternate JPOC by sending a written communication to the Boston Office of Emergency Management (OEM). The CSD Captain shall act as the FEMA and MEMA Liaison.

This function was previously assigned to the Bureau of Support Services.

### Recommendation 37: Conduct Annual SWOT Analysis

RSG recommends that the Department conduct a “SWOT” analysis at the beginning of each year in conjunction with the publishing of the Department’s Annual Report. “SWOT” stands for Strengths, Weaknesses, Opportunities and Threats. Strengths and Weaknesses refer to factors that are internal to an organization while Opportunities and Threats refer to factors that are external to an organization. A SWOT Analysis is sometimes called Internal-External Analysis and the SWOT Matrix is sometimes called an IE Matrix.

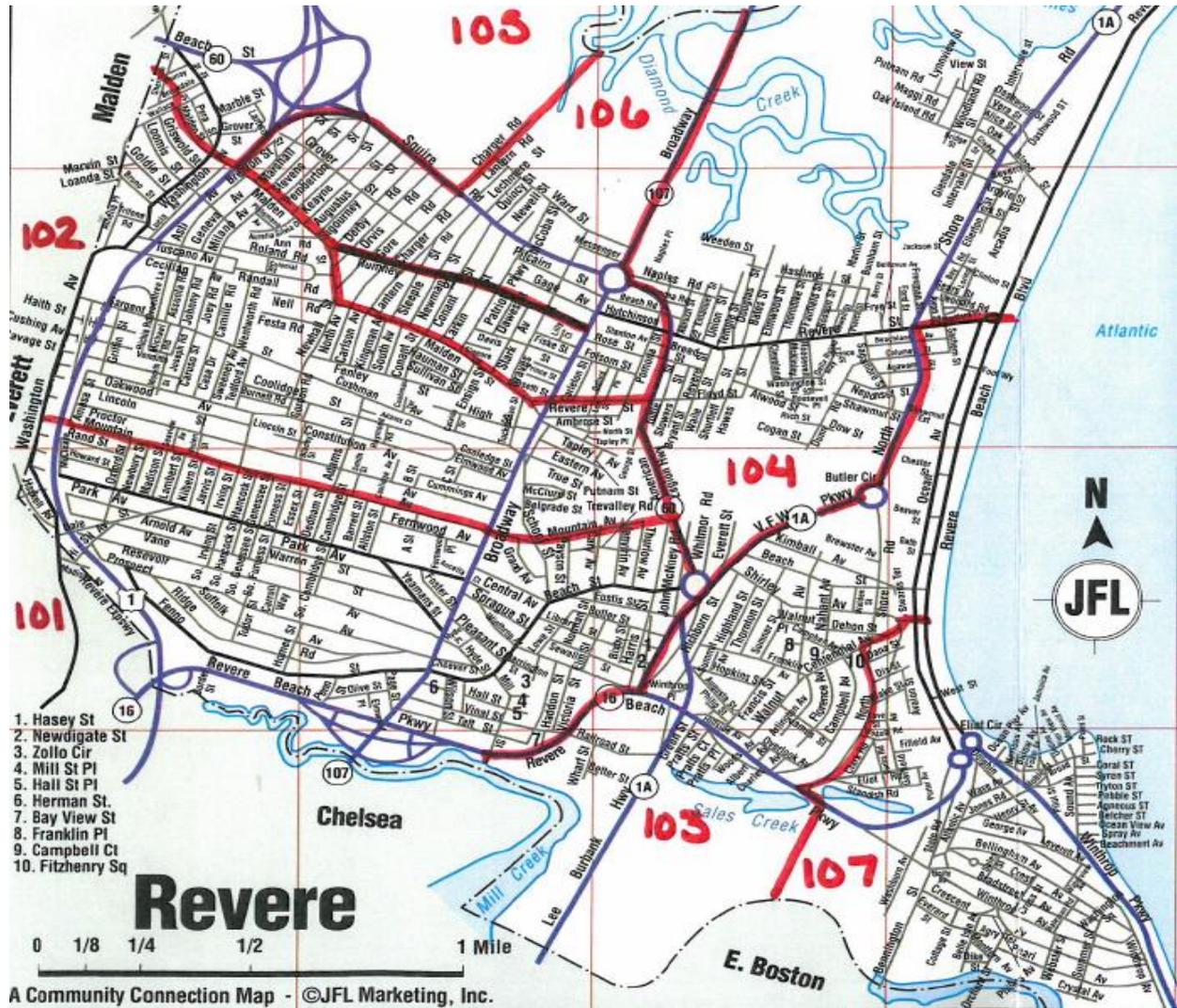
This analysis will assist the Department in developing specific strategies, initiatives and programs aimed at coping with these factors and can help the Department develop and update a five-year strategic plan.

Appendix C is an example of a SWOT diagram that was constructed by RSG based on our review of the organization. The Department would need to include many additional factors when conducting its own SWOT analysis. Examples of factors that will likely impact the Department, and most other law enforcement agencies, include:

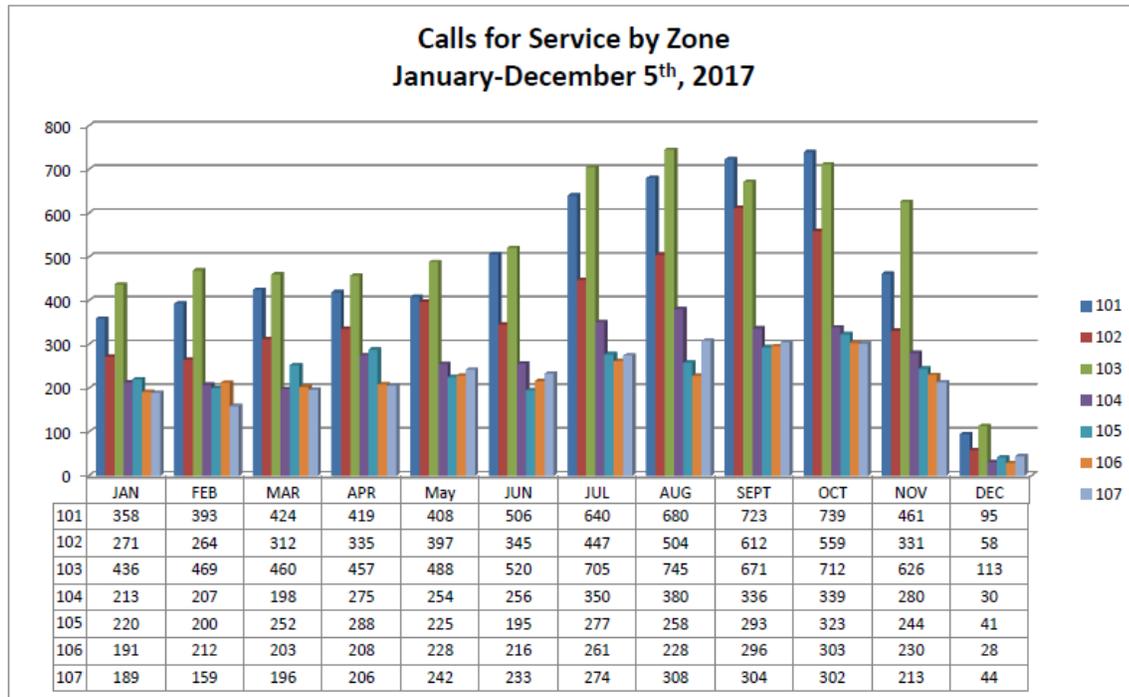
- Limited financial and human resources
- Increasing complexity of multi-jurisdictional crimes
- Multi-lingual population growth creating communications challenge
- Increased gang activity
- Increased illegal drug activity and associated crime
- Increased juvenile crime
- Increased training requirements
- Increased number of motor vehicle traveling through the City
- Foreign and domestic terrorism threats

# Appendices

## Appendix A – Sector Map



## Appendix B – Calls for Service by Zone



Appendix C – Example SWOT Analysis

**REVERE POLICE DEPARTMENT  
"SWOT" ANALYSES**



**Strengths**

**-Dedicated, qualified, hard-working, committed Police Chief, Command Staff, Supervisors, Officers & civilian support staff.**

**-Strong support from local political leadership; e.g., Mayor & City Council**

**-Commitment from top leadership to embrace/enhance community policing and community partnerships**

**WEAKNESSES**

**-Inadequate personnel resources which affects:**

- + supervision
- + ability to be innovative in crime suppression efforts & problem solving
- + ability to be innovative in the delivery of program services & community outreach/engagement.

**-Lack of adequate personnel which creates a delay in response to demands for service by residents**

**-Inadequate Training in 21<sup>st</sup> Century Policing concepts**

**-Inefficient organization of the PD**

**OPPORTUNITIES**

**-New Leadership**

**-Technological innovations**

**-New and improved training opportunities**

**-Enhanced operations & training through regionalized partnerships**

**-Regional data sharing system  
Regional Communications System**

**TREATS**

**-Inability to meet the demands of citizens as the city continues to grow & diversify with a changing demographic**

**-Terrorism response and prevention**

**-Increasing gang violence and street level drug markets**

**-Continuous budgetary restraints which affect:**

- + Operations
- + In-Service Training
- + Long term strategic planning