

COMMUNICATIONS OF THE CITY MANAGER

City Council Agenda For
Tuesday, March 19, 2024

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- 8.1 APPOINTMENTS**
Non-City Council Confirmation
- 8.2 APPOINTMENTS**
City Council Confirmation
- A. Recommend the reappointment of Stephanie Silva to the Advisory Committee on the Status of Women.
Recommend Appointment
- B. Recommend the reappointments of Meg Mulhern and John Harrity to the Worcester Ballpark Commission.
Recommend Reappointment
- 8.3 DEPARTMENT OF HUMAN RESOURCES**
William Bagley, Jr., Esq., Chief Human Resources Officer
- 8.4 EXECUTIVE OFFICE OF ECONOMIC DEVELOPMENT**
Peter Dunn, Chief Development Officer
- 8.5 EXECUTIVE OFFICE OF DIVERSITY, EQUITY & INCLUSION**
Eric D. Batista, City Manager
- 8.6 EXECUTIVE OFFICE OF DIVERSITY, EQUITY & INCLUSION**
Division of Human Rights and Accessibility
Victor Perez, Interim Director
- 8.7 DEPARTMENT OF PUBLIC WORKS AND PARKS**
Administration Division
Jay J. Fink, P.E., Commissioner
- 8.8 DEPARTMENT OF PUBLIC WORKS AND PARKS**
Engineering and Architectural Services Division
Jay J. Fink, P.E., Commissioner
- 8.9 DEPARTMENT OF PUBLIC WORKS AND PARKS**
Operations Division
Jay J. Fink, P.E., Commissioner
- A. Transmitting informational communication relative to the 2024 Spring Sweeping Program
Informational Communication

- 8.10 **DEPARTMENT OF PUBLIC WORKS AND PARKS**
Parks Division
Robert C. Antonelli, Jr., Assistant Commissioner
- 8.11 **DEPARTMENT OF TRANSPORTATION & MOBILITY**
Stephen S. Rolle, P.E., Commissioner
- A. Recommend adoption of a Lease Agreement for Parking at Major Taylor Garage by the U S Postal Service.
 Recommend Adoption
- B. Transmitting informational communication relative to the City of Worcester's traffic signal system.
 Informational Communication
- 8.12 **FIRE DEPARTMENT**
Martin Dyer, Fire Chief
- 8.13 **POLICE DEPARTMENT**
Paul B. Saucier, Interim Police Chief
- A. Transmitting informational communication relative to the 2023 Crime Statistics for the City of Worcester.
 Informational Communication
- 8.14 **DEPARTMENT OF EMERGENCY COMMUNICATIONS**
Charles R. Goodwin, Director
- 8.15 **LAW DEPARTMENT**
Michael E. Traynor, Esq., City Solicitor
- 8.16 **DEPARTMENT OF INSPECTIONAL SERVICES**
Administration
Christopher P. Spencer, Commissioner
- 8.17 **DEPARTMENT OF INSPECTIONAL SERVICES**
Building and Zoning Division
David Horne, Deputy Building Commissioner
- 8.18 **DEPARTMENT OF INSPECTIONAL SERVICES**
Housing and Health Inspections Division
Lee R. Hall, Director
- 8.19 **DEPARTMENT OF HEALTH AND HUMAN SERVICES**
Administration
Dr. Matilde "Mattie" Castiel, M.D., Commissioner
- A. Transmitting informational communication relative to a summary of the impact of Covid-19 on Worcester, with a particular emphasis on hot spots.
 Informational Communication
- 8.20 **DEPARTMENT OF HEALTH AND HUMAN SERVICES**
Division of Public Health
Soloe M. Dennis, MS, MEP, Director

8.21 DEPARTMENT OF HEALTH AND HUMAN SERVICES
Division of Elder Affairs
Amy Vogel Waters, Director

8.22 DEPARTMENT OF HEALTH AND HUMAN SERVICES
Division of Veterans Services
Dr. Joe Robinson, Veterans' Services Officer/Director

8.23 DEPARTMENT OF HEALTH AND HUMAN SERVICES
Division of Youth Services
Raquel Castro-Corazzini, Director

- A. Recommend adoption of an amendment to the Organizational Ordinance relative to the Department of Health and Human Services, creating the Division of Youth Opportunities, and reducing the membership of the Advisory Committee on Youth.

Recommend Adoption

8.24 WORCESTER PUBLIC LIBRARY
Jason L. Homer, Executive Director

8.25 EXECUTIVE OFFICE OF THE CITY MANAGER
Election Commission Division
Nikolin Vangjeli, City Clerk

8.26 PUBLIC SCHOOL DEPARTMENT
Rachel Monarrez, Superintendent

8.27 DEPARTMENT OF ADMINISTRATION AND FINANCE
Assessing Division
Samuel E. Konieczny, City Assessor

8.28 DEPARTMENT OF ADMINISTRATION AND FINANCE
Budget Office Division
Erin E. Taylor, Director

8.29 DEPARTMENT OF ADMINISTRATION AND FINANCE
Purchasing Division
Christopher Gagliastro, Director

8.30 DEPARTMENT OF ADMINISTRATION AND FINANCE
Treasury and Collections Division
Timothy J. McGourthy, Acting Treasurer and Collector of Taxes

8.31 DEPARTMENT OF PUBLIC FACILITIES
Julie A. Lynch, Chief of Public Facilities

8.32 DEPARTMENT OF SUSTAINABILITY AND RESILIENCE
John W. Odell, Chief Sustainability Officer

- A. Transmitting an informational communication relative to a status update of the City of Worcester's current and projected tree planting funding, resources, and priorities.

Informational Communication

8.33 DEPARTMENT OF INNOVATION AND TECHNOLOGY
Michael P. Hamel, Chief Information Officer

8.34 FINANCE ITEMS
Capital Transfers

8.35 FINANCE ITEMS
Grants and Donations

- A. Recommend the adoption of a resolution to accept a donation in the amount of Forty Thousand Dollars And No Cents (\$40,000.00) from the College of the Holy Cross, to support Recreation Worcester programming costs.

Votes Required

- B. Recommend adoption of a resolution to accept a donation in the amount of Three Thousand Dollars And No Cents (\$3,000.00) from Tufts University to support the purchase of a K-9 Explosives Training Kit.

Votes Required

- C. Recommend adoption of a resolution to file, accept, and expend a grant in the amount of Seventy Five Thousand Dollars And No Cents (\$75,000.00) from MA Department of Career Services, through the Apprenticeship Subject Matter Expert program.

Votes Required

8.36 FINANCE ITEMS
Operational Transfers

8.37 FINANCE ITEMS
Prior Year

8.38 FINANCE
Loan Orders

8.39 MISCELLANEOUS AGENDA TRANSMITTALS

- A. Transmitting informational communication relative to the Police Overtime and Off-Duty Detail Audit Report for the Worcester Police Department.

Informational Communication

- B. Transmitting informational communication relative to the Racial Equity Audit Report for the Worcester Police Department

Informational Communication

- C. Recommend authorization to file a petition with the General Court which would exempt the positions of Chief of Police and Deputy Chief of Police in the City of Worcester from Civil Service law.

Recommend Authorization

Eric D. Batista
City Manager



Attachment for Item #8.2 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL:

In accordance with Part II, Article 10, Section 19 of the Revised Ordinances of 2015, as amended, I wish to notify your Honorable Body that I have reappointed the following individual to the Advisory Committee on the Status of Women, subject to City Council confirmation:

APPOINTMENT

District 3 SILVA, Stephanie
(term to expire August 31, 2027)

WORCESTER RESIDENT

Respectfully submitted,

Eric D. Batista
City Manager

ADVISORY COMMITTEE ON THE STATUS OF WOMEN

Effective 3-19-24

FUNCTION:	To formulate, encourage, promote and monitor programs and policies relating to the status of women in the City
CLASSIFICATION:	Advisory
CREATED BY:	Revised Ordinances of 2015, Part II, Article 10, Section 19, as amended
MEMBERSHIP:	Nine (9) members appointed by the City Manager AND CONFIRMED BY CITY COUNCIL
TERM:	Three (3) years, expiring August 31st
SPECIAL REQUIREMENTS:	Secretary to the Committee shall be an ex-officio of the Committee and its Clerk

ROSTER

Amaris Gonzalez

Original Appointment: 1-24-23
Reappointment Date:
Expiration Date: **8-31-25**
District: 1

Abby Doyle

Original Appointment: 12-19-23
Reappointment Date:
Expiration Date: **8-31-26**
District: 1

Taylor Rich

Original Appointment: 5-9-23
Reappointment Date:
Expiration Date: **8/31/26**
District: 2

Stephanie Silva

Original Appointment: 3-19-24
Reappointment Date:
Expiration Date: **8-31-27**
District: 3

Esther Boama-Myarko

Original Appointment: 3-1-22
Reappointment Date:
Expiration Date: **8-31-24**
District: 4

:d

Stefanie Silva



January 31, 2024

Status of Women Advisory Committee

I am writing to be considered to join the Status of Women Advisory Committee as advertised on the City of Worcester 's website. As someone born and raised in Worcester, this city means a lot to me. I would be honored to be part of a committee that focuses on an issue I have been advocating for my whole life. I was instilled with this passion at an early age as a Girls Inc. girl. Growing up at Girls Inc. taught me so many valuable lessons. I built incredible women relationships, have wonderful memories and am thankful to have been given the chance to be myself while being told I am strong, smart, and bold, lessons I carry with me till this day.

Serving on this committee would give me the opportunity to share my deep desire for equality. As a full-time working mother, I know the challenges and obstacles there are and want to work to eliminate the stress and biases that comes with that. I also acknowledge how many can feel defenseless, stuck, or scared at home and can be a voice for those that need one.

Our much as our city is full of culture, diversity, growth, and opportunity, there is always a need to improve and advocate for those who need support. This committee seems to be one that makes an impact and gives women additional resources.

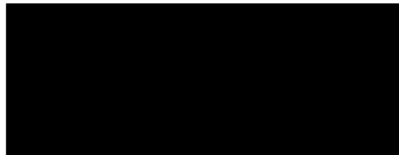
I would be happy to discuss my interests further, Thank you for your consideration.

Stefanie Silva

Stefanie Silva



Contact



Key Skills

Event Planning
Organization
Time Management
Project Management
Budget Planning
Communication
Problem-solving

Experience

February 2021-Present

Director of Programs and Events• Worcester Regional Chamber of Commerce

- Schedule, organize, attend, facilitate all scheduled events and programs (est 150 per fiscal year)
 - Contact and coordinate with vendors, venues, sponsors, and caterers.
 - Serve as liaison and point of contact with vendors for event-related matters
 - Assist with negotiations for venue / host contracts and book event space, create room layouts
 - Arrange food and beverage, order supplies, equipment and signage, ensure appropriate décor to meet quality and brand expectations
 - Prepare nametags, materials, gifts, registration lists, seating cards, table signs
 - Assist with on-site and day-of activities and clean-up of event
 - Manage event finances, including check requests and venue deposits, send out invoices to sponsors and attendees, ensure event remains within budget
 - Ensure that sponsors receive all benefits associated with the event including promotion, signage, speaking opportunity, website event listing, invitation, etc.
-

- Communicate activities with staff members and registered attendees with details and requests
- Propose new ideas to improve event planning, registration, and implementation process.
- Provide staff with update calendar of events
- Organize volunteers for all events-serve as point of contact
- Liaison for the Diverse Professional Roundtable Membership
- Committee Lead for the Worcester Women's Leadership Conference

December 2017-March 2020

Catering Sales Manager-Social

- Developed new and maintained existing accounts
- Developed menu selections and pricing within client budget restrictions
- Coordinated events from creation of event order through execution of function
- Worked directly with clients for menu planning, floor plan, room set up, timelines, rental orders, decor, cost and billing details and any other requirements pertinent to their event
- Responsible for selling, detailing and executing events including Weddings, Bar/Bat Mitzvahs, Fundraisers, Corporate, Church Events, Outside Catering Cultural Events
- Parties ranging from 10 to 700 people. Managed over 100 events in 2018
- Developed and Created new marketing materials including wedding packages, mitzvah and other social markets.
- Implemented and maintain e-marketing plan for Social Catering via Instagram, The Knot, Wedding Wire.
- Meet and exceed both booking and solicitation goals
- Recognized as industry expert and oftentimes referred by past clients to help book and service new events
- Collaborate with Event Producers on proposal development that exercises creativity, discretion and independent judgment in determining how to assemble an event to suit each client's taste and budget
- Develop solutions to any cost concerns and resolve any challenges or problems
- Build up knowledge and stay on top of creative, unique one-of-kind event catering experiences and event/food/beverage trends
- Thorough knowledge of sales techniques including strong closing skills and negotiation skills.
- Comfortable with hotel site inspections and client presentations.
- Participate in trade shows and sales blitzes.
- Track record of strong prospecting efforts

- Excellent knowledge of computers, specifically ISAAC, CI, Profit Sword, Word and Excel
- Attended Wedding Wire "World Conference" in Washington D.C July 2018
- Attended Wedding Wire "Pro Experience" in Boston August 2019
- Recognized and awarded as "Manager of the Quarter" 1st Quarter 2018
- Recognized and awarded as "Manager of the Year" 2018

June 2017-December 2017

Catering Sales Manager-Corporate

- Obtained new and managed existing customers by building a reputation of knowledge, punctuality and accountability
- Maintained a detailed database of prospects and customers to document sales calls to ensure proper follow up
- Generated new catering business leads
- Serviced existing contracts
- Worked directly with clients for menu planning, floor plan, room set up, timelines, rental orders, decor, cost and billing details and any other requirements pertinent to their event
- Reviewed and approves all group banquet checks
- Established new industry contacts through networking and communication
- Visited local businesses and hotels to expand business by establishing referral relationships.
- Planned and organized and responsible for all logistical aspects of catered functions from 10-200 guests
- Established strong client relationships through diligent planning and execution of events.
- Coordinated pertinent information related to banquets and maintained strict timelines for information exchanged between the clients, restaurant management, and chefs.
- Managed pricing policy of the property, ensured proper payments for services rendered, and executed sales and marketing plans to enhance revenue.
- Developed and maintained solicitation responsibilities including sales calls, prospect calling, and continual research of prospective new business.
- Created catering contracts as well as negotiated the terms and conditions of the contracts.
- Performed as Manager on Duty 2-3 times per month.
- Working knowledge of banquet set ups, A/V equipment
- Created menu proposals, effectively used business communication and negotiation skills, showed creativity in designing events, and presented a professional appearance and confidence.

-
- Track record of strong prospecting efforts
 - Excellent knowledge of computers, specifically ISAAC, CI, Profit Sword, Word and Excel
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Responsibilities: overseeing daily operations, managing staff, ensuring compliance with banking regulations, and providing exceptional customer service. Also responsible for analyzing financial data, identifying trends, and developing strategies to improve the bank's performance.

Communication

Implemented new procedures and technologies that improved efficiency and streamlined operations.

Leadership

Successfully led a team to exceed sales goals while maintaining excellent customer satisfaction scores.

References

Available upon request.

Eric D. Batista
City Manager



Attachment for Item #8.2 B

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

In accordance with the Revised Ordinances of 2015, Part 2, Article 17, Section 7, I wish to notify your Honorable Body that I have re-appointed the following individual to the Worcester Ballpark Commission:

RE-APPOINTMENT

District 5	MULHERN, Meg
District 1	HARRITY, John
	(terms to expire January 14, 2029)

WORCESTER RESIDENTS

Respectfully submitted,

Eric D. Batista
City Manager

WORCESTER BALLPARK COMMISSION**Effective 3-19-24**

FUNCTION:	The Worcester Ballpark Commission is responsible for the general superintendence over the operation and maintenance of the ballpark facilities.
CLASSIFICATION:	Executive
CREATED BY:	Revised Ordinances of 2015, Part II, Article 17, Section 7, as amended.
MEMBERSHIP:	Seven (7) members, appointed by the City Manager
TERM:	Five (5) years; ending January 14th
SPECIAL REQUIREMENTS:	One member shall be a representative of Organized Labor, taken from a list of not less than two (2) nor more than five (5) names; representing different unions and submitted by the Worcester Labor Council, AFL-CIO, and the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America.

ROSTER

Meg A. Mulhern	Original Appointment:	10-19-21
	Reappointment Date:	3-19-24
	Expiration Date:	1-14-29
	District:	5
David M. Moore	Original Appointment:	10-19-21
	Reappointment Date:	
	Expiration Date:	1-14-26
	District:	1
Jose Perez	Original Appointment:	10-19-21
	Reappointment Date:	
	Expiration Date:	1-14-25
	District:	2
John Harrity	Original Appointment:	10-19-21
	Reappointment Date:	3-19-24
	Expiration Date:	1-14-29
	District:	1
Eddy Fisher	Original Appointment:	11-29-22
	Reappointment Date:	
	Expiration Date:	1-14-26
	District:	5
Elaine Evans	Original Appointment:	3-21-23
	Reappointment Date:	
	Expiration Date:	1-14-28
	District:	3

Eric D. Batista
City Manager



Attachment for Item #

8.9 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

The attached communication relative to the 2024 Spring Sweeping Program, as received from Jay J. Fink, P.E., Commissioner, Department of Public Works & Parks, is forwarded for the information of your Honorable Body.

The Residential Spring Sweeping Program will begin on Monday, April 1, 2024, weather permitting, and will take six to eight weeks to complete with sweepers working 7:30 a.m. to 4:00 p.m. Monday through Friday. Crews will start in the trash/recycling collection areas on Monday, Tuesday, Friday, Thursday, and lastly Wednesday collection areas. Residents and business owners can assist by sweeping sidewalk sand and debris into the gutter before street sweepers come to the area. Unlike the fall program, yard waste such as leaves and branches will not be picked up and must be brought to one of the city's three yard waste sites that will be opening Saturday, March 30, 2024: Millbury Street, Chandler Street, or Clark Street.

The DPW&P will launch the Arterial (major streets) Sweeping Program as soon as weather permits. Street sweepers will work from 11:30pm to 7:30am Monday through Friday to sweep major arterial streets throughout the city as weather permits.

Respectfully submitted,

Eric D. Batista
City Manager



To: Eric D. Batista, City Manager
From: Jay J. Fink, P.E., Commissioner
Date: March 19, 2024
Re: Communication Relative to 2024 Spring Sweeping Program

DPW&P announces the details of this year's schedule for the upcoming Spring Street Sweeping Program. DPW&P needs the assistance of the entire community to effectively complete the removal of winter residuals from the streets, not only to improve appearances, but also to protect waterways receiving stormwater runoff.

The Residential Sweeping Program will begin Monday, April 1, 2024. Residents and business owners can assist by sweeping sidewalk sand and debris into the gutter before street sweepers come to the area. It is also greatly appreciated if everyone would sweep in front of walkways, vacant lots, and medians.

Yard waste, such as leaves and branches, should not be placed in the street during spring sweeping. This type of debris requires the use of special equipment and is only collected during the fall leaf collection program. Yard waste debris will not be collected and property owners will be subject to appropriate fines.

The public is also being asked to cooperate during the Spring Sweeping Program by moving parked cars that may interfere with residential sweeping. In order to completely sweep any street, sweepers require access to the curb area and cars cannot be left on streets. **Vehicles that interfere with street sweeping will be ticketed and may be towed and returned after the street has been swept.** There is a \$50 fine for cars that interfere with street sweeping.

Spring Street Sweeping is a major undertaking. Residential street sweeping will take approximately six to eight weeks to complete with sweepers working 7:30 am - 4:00 pm Monday through Friday. The city-wide residential street sweeping schedule divides the city in a similar fashion to the trash/recycling daily collections. This year, crews will start in the trash/recycling collection areas on Monday, Tuesday, Friday, Thursday and finally Wednesday, in that order.

The DPW&P notifies residents in advance of sweeping by posting highly visible signs in scheduled neighborhoods and through advertisements in the Worcester Telegram & Gazette. Information is also available to cable TV subscribers on the Local Government Access Channel 192 where weekly updates of the areas being swept can be seen. Updates to the sweeping program are available on X at



The City of
WORCESTER
Department of Public Works & Parks

Department of Public Works & Parks
Jay J. Fink, P.E., Commissioner
20 East Worcester Street, Worcester, MA 01604
P | 508-929-1300 F | 508-799-1448
dpw@worcesterma.gov

@Worcester311 and can be found on Facebook: City of Worcester Department of Public Works and Parks. The Alert Worcester System is also used to notify residents by phone, email or text message. Residents may sign up for this by calling Customer Service by dialing 311 or 508-929-1300 or by going to the website at: <http://www.worcesterma.gov/emergencycommunications/alertworcester>.

The DPW&P has done some limited street sweeping relating to the Arterial (major streets) Sweeping Program to date. It is estimated that the initial spring sweeping of the arterials will take approximately four weeks to complete. Arterial sweeping will be done during the night between 11:30 p.m. and 7:30 a.m. on a rotating schedule until November, weather permitting.

Also important to note that yard waste materials may be brought to one of the City's three yard waste drop-off sites: the Millbury Street facility at 1065 Millbury Street, the site at 290 Chandler Street (across from Foley Stadium), and the Clark Street Drop-off site at 299 Clark Street. Sites will be opening on Saturday, March 30, 2024, weather permitting. The Millbury site will be closed on March 31, 2024 for Easter Sunday. Bulk appointments will start on Wednesday, April 3, 2024.

For more information on the sweeping program, please visit: <http://www.worcesterma.gov/streets/spring-street-sweeping> or call Customer Service by dialing 311 or 508-929-1300.

Sincerely,

Jay J. Fink, P.E.
Commissioner, Department of Public Works & Parks

Eric D. Batista
City Manager



March 19, 2024

Attachment for Item #8.11 A

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

The attached communication relative to a lease agreement for parking at the Major Taylor Garage for the U.S. Postal Service, as received from Stephen S. Rolle, Commissioner of Transportation & Mobility, is forwarded for the consideration of your Honorable Body.

The new agreement replaces an existing agreement that expires on March 31, 2024 and will run for five years. The new lease represents an increase of \$161,869 annually over the terms of the prior lease.

Respectfully Submitted,

Eric D. Batista
City Manager



The City of
WORCESTER

Transportation & Mobility
Stephen S. Rolle, P.E., Commissioner
76 East Worcester Street, Worcester, MA 01604
P | 508-799-1300 x49500
mobility@worcesterma.gov

TO: Eric D. Batista, City Manager

FROM: Stephen S. Rolle, P.E., Commissioner of Transportation & Mobility

DATE: March 19, 2024

RE: Finance Request to Cover Anticipated OT costs

The City of Worcester and the U.S. Postal Service have come to terms on a new Lease Agreement for non-exclusive use of 275 parking spaces at the Major Taylor Municipal Parking Garage located at 30 Major Taylor Boulevard. The new Agreement replaces an existing five-year agreement that expires March 31, 2024 and adjusts the payment terms to reflect current value, increasing lease payments by 47 percent to \$503,424 annually, for a total value of \$2,517,120 over the five year term.

The Off-Street Parking Board considered and approved the terms of the agreement at their meeting of January 18, 2024. I recommend that the proposed Lease Agreement be forwarded to the City Council for their consideration and approval in accordance with section 15A of MGL Chapter 40.

Sincerely,

Stephen S. Rolle, P.E.
Commissioner of Transportation & Mobility

CITY OF WORCESTER

WHEREAS: The United States Postal Service desires a non-exclusive lease of two hundred seventy-five parking spaces in the Major Taylor Boulevard Garage; and

WHEREAS: the Off-Street Parking Board, in accordance with section 15A of Chapter 40 of the General Laws has determined that the spaces may be made available for disposition and recommended entering into a five year lease; and

WHEREAS: the City Manager has recommended the Off-Street Parking Board's request to the City Council; and

NOW THEREFORE, BE IT ORDERED, that the City Manager be and is hereby authorized to execute a five-year lease with the United States Postal Service for the non-exclusive use of two hundred seventy-five parking spaces in the Major Taylor Boulevard Garage at an annual rental rate of Five Hundred Three Thousand Four Hundred Twenty-Four Dollars and No Cents (\$503,424).

Eric D. Batista
City Manager



March 19, 2024

Attachment for Item #8. 11 B

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

The attached informational communication relative to improvements to the City's traffic signal system, as received from Stephen S. Rolle, Commissioner of Transportation & Mobility, is forwarded for the consideration of your Honorable Body.

Worcester has 174 traffic signals under its jurisdiction. The memorandum details ongoing work to improve technology and management practices, including development of a complete database and system inventory as well as a new program to evaluate and update signal timings on an annual basis.

Respectfully Submitted,

Eric D. Batista
City Manager



TO: Eric D. Batista, City Manager

FROM: Stephen S. Rolle, P.E., Commissioner of Transportation & Mobility

DATE: March 19, 2024

RE: Traffic Signal Synchronization

The City of Worcester's transportation system is supported by a network of 174 traffic signals under local jurisdiction (Figure 1) and several additional signals under MassDOT jurisdiction. Installation of traffic signals is governed by the Federal Highway Administration's (FHWA) Manual on Uniform Traffic Control Devices (MUTCD) and Massachusetts Department of Transportation (MassDOT) policies. When installed where conditions justify their use, traffic signals facilitate the orderly and safe movement of motor vehicles, pedestrians, cyclists and other micro-mobility uses.

FHWA reports that as many as 75% of the nation's traffic signals could benefit from updated timing and replacing outdated equipment.¹ Traffic signals that operate inefficiently cause unnecessary stops and delay for all modes of travel; increase congestion, air pollutants, and fuel consumption; divert traffic to residential side streets and can even increase rates of unsafe behaviors such as aggressive driving, speeding, and disobedience of red lights.

A recent Council Order (#13049 CC Bergman) asked the administration to consider piloting traffic signal synchronization projects as a means of more efficiently moving people around the city. Synchronization involves employing coordinated traffic signal timing plans so that platoons of traffic can progress through a series of successive traffic signals at a designated design speed while encountering a green signal indication at each signalized intersection. While not universally applicable, under the right conditions, synchronization can be an effective way to manage traffic flow in a manner that minimizes stops and reduces delay.

There are many factors that determine whether traffic signal synchronization can be effective, including intersection spacing, origins and destinations of trips, directionality of traffic, different modes serviced by the signal, and the amount of traffic on cross streets. Where synchronization is not feasible or an effective option, other adjustments to signal timing or improvements to detection may be beneficial. Additionally, communication linkages between traffic signals and updated traffic signal equipment must be present to enable signals to remain in coordination

¹ "Red Light/Green Light", John Halkias and Michael Schauer, FHWA Public Roads – November/December 2004.

with one another. Only 28 of Worcester's 174 traffic signals are fully connected and properly equipped to operate in coordination currently.

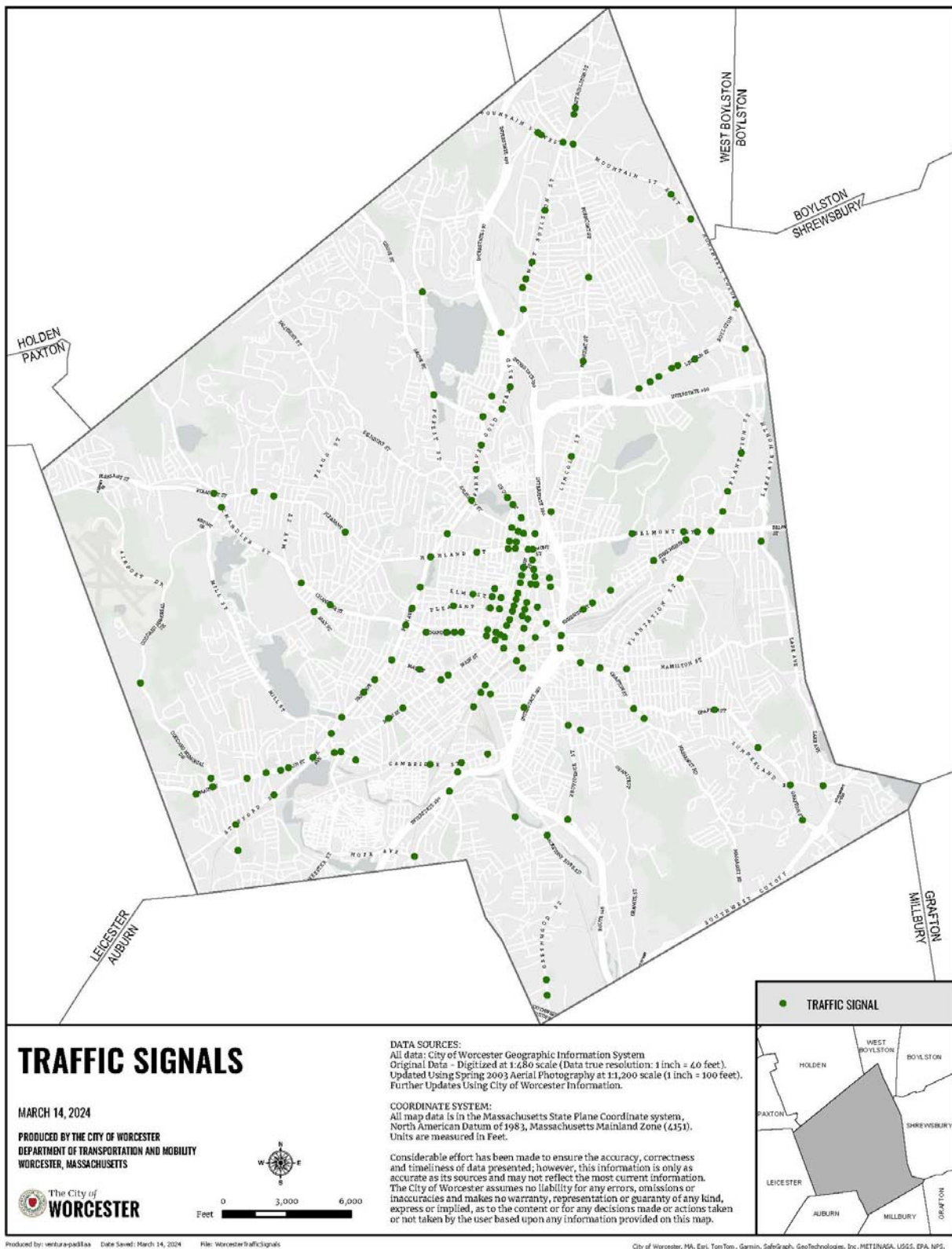


Figure 1: Worcester's Traffic Signals

Modernizing Worcester's Traffic Management System

Over the years, Worcester has made upgrades to its traffic signals, including installing modern signal controllers, adding detection for vehicles and actuation for pedestrians, and establishing communication links ("interconnect") between traffic signals. However, much of the signal system relies on antiquated equipment and lacks modern capabilities. The management system has been largely reactive based, managed through paper-based filing systems, and not updated over time as conditions changed. Additionally, Worcester has not executed an ongoing, proactive program of evaluating and adjusting signal timing following initial installation of the signal. The Institute of Transportation Engineers (ITE) recommends that traffic signal timing be updated every two to five years.

As a basis for modernizing and improving the management and operation of Worcester's traffic signal network, the Department of Transportation & Mobility (DTM) is working with a consultant to complete a full inventory and evaluation of its traffic signal system including all signals, RRFBs, flashing beacons, etc. A GIS mapped database currently under development will provide a comprehensive record of traffic signal components (including controller types, detectors, signal components, existence of pedestrian push buttons, etc.), timing plans, controller settings, and ADA compliance, as well as identify equipment failures and recommend small scale improvements through timing optimization.

The information compiled in this inventory will allow DTM to identify small, medium, and large-scale projects to improve operations to our traffic signal system and then prioritize these improvements within our operating and capital budgeting process. In partnership with the Department of Innovation and Technology (DoIT), DTM is pursuing improvements to data communications linkages to traffic signals, which is not only prerequisite to coordinating traffic signals, but will further allow for remote monitoring and adjustments to traffic signal timing plans.

DTM is also establishing an annual traffic signal timing improvement program. Through this program, we will evaluate and update signal timing for an average of 30 traffic signals annually. This effort will also provide the basis for updating signal timings for corridors operating in coordination, as well as corridors that could benefit from improvements to enable synchronization. Additionally, DTM is overseeing the development of an ADA Transition Plan for the public way to bring the City into compliance with the Americans with Disabilities Act, including upgrading our push buttons to APS for visually impaired pedestrians.

Synchronization Pilot Program

The programs currently being readied for implementation by DTM negate the need for a pilot program because they incorporate synchronization, where feasible and advantageous, within the current work plan of DTM as part of our modernization and proactive management of our traffic signal infrastructure. To identify these congested corridors, DTM will be using a

combination of real time analytical data from our traffic signal management system, StreetLight software, and in-person observations. When staff is at the point of identifying potential candidate locations, consultations with District Councilors and other key stake holders will be prioritized. While funding of these projects will be determined on a case by case basis and will include municipal funding, DTM is committed to exploring non-tax levy funding and has identified two grant programs as likely sources of these projects:

- Local Bottleneck Reduction Program (MassDOT administered) funds innovative solutions to address congestion bottlenecks on local roadways to improve traffic flow.
- Strengthening Mobility and Revolutionizing Transportation – SMART (FHWA administered) funds demonstration projects focused on advanced smart community technologies and systems in order to improve transportation efficiency and safety.

We will provide a follow-up report later this year following completion of the traffic signal inventory and further development of the traffic signal timing improvement program.

Sincerely,

A handwritten signature in blue ink, appearing to read "Stephen S. Rolle".

Stephen S. Rolle, P.E.
Commissioner of Transportation & Mobility



Eric D. Batista
City Manager

CITY OF WORCESTER

cm2024mar14060616

Attachment for Item # 8.13 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

Relative to your request for a report concerning the 2023 Crime Statistics, the following is respectfully submitted.

The Worcester Police Department's annual compilation of crime statistics show that several categories of crime, including property crime, have continued their multi-year decline. The number of homicides dropped from 12 in 2022 to six in 2023, which continues to be dramatically lower than other mid-size cities in the region. Other types of crimes, including crimes related to gunfire, have increased. The Worcester Police Department has several strategies in place to deal with this increase in gunfire, including the establishment of a crime gun intelligence center and new partnerships with the Bureau of Alcohol, Tobacco, and Firearms.

While we have experienced tragedy in recent weeks, violence remains a rare occurrence in the City of Worcester. We have and continue to prioritize violence prevention with several programs, including many aimed at youth to help prevent the cycle of violence from beginning. The City works with the police department to govern the Worcester Youth Violence Prevention Initiative which works to meet youth where they are and connect them to opportunities and resources. WYVPI and programs like it, alongside the work of the department, City officials, and community agencies, have helped make and keep the City of Worcester one of the safest mid-size cities in the country.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "E. Batista", with a large, stylized loop at the end.

Eric D. Batista
City Manager



The City of **WORCESTER**

Worcester Police Department
Paul B. Saucier, Interim Chief of Police
9-11 Lincoln Square, Worcester, MA 01618
P | 508-799-8600 F | 508-799-8680
wpd@worcesterma.gov

DATE: MARCH 19, 2024
TO: ERIC D. BATISTA, CITY MANAGER
FROM: PAUL B. SAUCIER, INTERIM CHIEF OF POLICE
SUBJECT: CRIME STATISTICS 2023

In response to your request for a report regarding crime statistics for the calendar year 2023, the following information is respectfully submitted. The statistics presented in this report are based upon data provided by the Worcester Police Department's Crime Analysis Unit. The Crime Analysis Unit compiles an annual statistical audit to be used as a management tool in reducing crime, improving strategies, and providing information to the public.

Overview

The Worcester Police Department's annual compilation of crime statistics show that several categories of crime, including property crime, have continued their multi-year decline. The number of homicides dropped from 12 in 2022 to six in 2023, which continues to be dramatically lower than other mid-size cities in the region. Other types of crimes, including crimes related to gunfire, have increased.

Violent Crime

Homicides dropped sharply in 2023, falling from 12 to six. The number of stabbings dropped to a multi-year low, at 77 in 2023 compared to 126 in 2018. Other types of violent crime, including aggravated assaults, non-fatal shooting incidents, robbery, and reported gunshots increased. There were 34 non-fatal shooting incidents with 39 victims in 2023, compared to 25/34 in 2022, and 28/32 in 2021. We also saw an increase in reported gunshots, which increased from 655 to 736, and are 26% above the 5-year average for the category. Robberies increased from 173 to 225, which is still below the 5-year average.

Property Crime

With the exception of motor vehicle theft, all categories of property crime including breaking and entering, vandalism, and larceny from a motor vehicle, dropped

considerably. There were 585 breaking and entering incidents, compared with 644 in 2022, 771 in 2020 and 761 in 2019. Over the past five years, the number of house breaks has dropped by 38 percent. Larceny from motor vehicles continued to decline, dropping from 1004 to 885, a multi-year low. Vandalism incidents have dropped from 1351 to 1253.

Motor vehicle theft rose from 421 to 507, which is higher than the 5-year average of 449.

Traffic Accidents

The number of traffic accidents rose from 7896 to 7981. When measured against the five-year-average a 3 percent decrease was reported.

Noise Disturbances

There were 4606 noise disturbances in 2023, compared to 4609 in 2022.

Policing Strategies

The annual compilation of crime statistics assists our department with assessing and tailoring our policing strategies. I believe this success was accomplished through strategies and tactics that are proactive and based upon partnerships between the police, City departments, and the community.

I. Community Policing

With our community policing model, our officers continue to advance with building relationships and improving quality of life in all neighborhoods. Rather than simply responding to crimes once they have been committed, our officers are concentrating on preventing crime and earning the trust of citizens through engagement. It is clear that our neighborhoods are experiencing the long-term gains of crime prevention efforts such as the Neighborhood Response Team and Summer Impact Program. In addition, at the beginning of 2022, we restructured our Operations Division into precincts. We believe this reorganization helps to solve reoccurring problems within a geographical area and allow for greater engagement with the community. It also enhances accountability by making officers and officials responsible for a specific geographic area.

II. Technology

Technology also helps to manage resources, identify patterns of crime, and ultimately reduce crime. Technology such as ShotSpotter and ResourceRouter play a role in the daily work of our officers and provides them with investigative tools that make them better informed and prepared on the street.

Our ShotSpotter program allows the department to identify where gunfire is occurring. With ShotSpotter, officers can respond faster to gunshot calls, canvass the area, and gather evidence more efficiently from knowing the precise location of gunfire. In addition, our officers carry tourniquets and other medical equipment that greatly enhances the chances that a shooting victim will survive. Officers are usually first on the scene and can provide immediate medical aid.

In 2023, there were 116 confirmed gunshot incidents and 70 of these involved a ShotSpotter activation within the coverage area. Those 70 ShotSpotter activations resulted in 12 arrests and eight firearms recovered. Of the 70 ShotSpotter activations, 41 did not involve a call to the police. It is important to note that police would not have responded to 41 confirmed shots fired incidents if there had not been a ShotSpotter activation. This would prevent officers from identifying crime scenes, recovering evidence, and aiding victims.

The Worcester Police Department adopted the ResourceRouter Program in July of 2021. It is a city-wide crime forecasting and patrol/task force management system designed for more precise and effective policing. This program directs officers to a more precise location for particular types of crime, such as package thefts in December. We believe that this program helps our officers to patrol in a more efficient manner and will lead to lower crime over the long run.

Our department continues to rely on crime analysis and intelligence-led policing as tools to help guide the operations of the department. The command staff of the department meets weekly to discuss emerging crime trends identified through crime analysis and community feedback. Officials then use the information to direct patrols and develop focused deterrence strategies.

III. Gun Violence Reduction Strategies

The top priority of the Worcester Police Department is combating gun violence. One concerning development in recent years is the prevalence of conversion devices that convert a handgun to an automatic weapon. To address gun violence, we have established a partnership with the ATF, and have a full-time detective assigned to its

task force. We are establishing a crime gun intelligence center and have linked 128 recovered shell casings to firearms through NIBIN (National Integrated Ballistic Information Network) in 2023. This is an important tool in bringing cases against the small number of violent career criminals who are responsible for a large percentage of Worcester's shootings. In addition to these suppression efforts, we prioritize prevention through our youth programs and community policing strategies.

IV. Youth Programs

The department's youth programs are continually expanding and have proven to be effective in providing positive opportunities for at-risk youth. Our officers oversee nearly a dozen youth programs that focus on providing teens with guidance through positive police-youth interactions. As a result, these programs have helped to prevent youth violence and keep our streets safe. Our officers are always looking for new ways to reach youth in our community.

In closing, we will continue to enhance our strategies of community policing, utilize new technology, and work with our community partners to address issues of crime and promote the highest level of public safety. Worcester remains one of the safest cities of its size in the Northeast because of the hard work of our police officers and our City and community partners who collaborate with us to reduce crime and improve quality of life in all of our neighborhoods.

Respectfully submitted,

Paul Saucier
Chief of Police
Respectfully Submitted,

A handwritten signature in cursive script, appearing to read "Paul Saucier".

Interim Chief of Police

Eric D. Batista
City Manager



CITY OF WORCESTER

Attachment for Item # 8.19 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

I respectfully submit this summary on the impact of Covid-19 in the City of Worcester, with a particular emphasis on areas categorized as hot spots, to your Honorable Body. The analysis involves data of the past few years since the onset of the pandemic in 2020, focusing on the patterns of spikes and peaks throughout these years, along with an overview of current efforts in addressing the challenges posed by Covid-19. This report is based on information provided by UMass Hospital, which tracks and monitors data related to Covid-19.

Respectfully submitted,

Eric D. Batista
City Manager



To: Eric D. Batista, City Manager
From: Matilde Castiel, MD, Commissioner of Health & Human Services
Date: March 19, 2024
Re: Updated City of Worcester Covid

This memorandum aims to report on the impact of Covid-19 in the City of Worcester, with a particular emphasis on areas categorized as hot spots. The analysis involves data of the past few years since the onset of the pandemic in 2020, focusing on the patterns of spikes and peaks throughout these years, along with an overview of current efforts in addressing the challenges posed by Covid-19. This report is based on information provided by UMass Hospital, which diligently tracks and monitors data related to Covid-19.

Sincerely,

Matilde Castiel, MD
Commissioner of Health & Human Services
City of Worcester



On March 20, 2020, Public Health (WDPH) activated the Emergency Operations Center (EOC) on Coppage Drive. Daily press conferences featuring the Mayor, City Manager, and WDPH Medical Director (also designated as the Chief Medical Information Officer for the City of Worcester) began and continued for a year, transitioning to weekly for six months and then monthly for another six months.

Throughout 2020, WDPH collaborated with the UMass Graduate School of Nursing to train vaccinators for the anticipated *Operation Warp Speed*, ensuring preparedness for vaccine distribution in 2021. The department also played a crucial role in distributing masks and PPE to various facilities, including businesses, nursing homes, rehab centers, and schools.

Collaborating with the Higher Education Council of Central MA (HECCMA), WDPH assisted 11 higher education institutions in developing COVID response protocols. Monthly discussions facilitated information sharing on disease prevalence. The WDPH supported vaccination programs for homeless facilities and a fire hospital operated by UMass Medical at the DCU Center.

The Medical Director established a think tank committee of infectious disease/virology experts from St. Vincent's and UMass to guide city policy development. WDPH provided testing for city employees, transitioning to antigen rapid tests when available.

Collaborating with Worcester Public School System, WDPH formed an advisory council focusing on school closure, student distancing, and improvements in air flow and ionization. Efforts were made to support remote learning and combat isolation by assigning med school "buddies" to struggling students and seniors.

On January 11, 2021, a mass vaccination site opened at the Worcester Senior Center, adhering to tiered recommendations for vaccination prioritization. Wastewater analysis became a consistent method for gauging disease prevalence in mid-2021.

The Delta variant surge in the winter of 2021 prompted intensified booster vaccination efforts in locations such as the Worcester Public Library and the YMCA. The Omicron Tridemic in the winter of 2022-23 led to a crunch for ICU beds.

Although the pandemic was declared over in May 2023, a background number of cases persisted. Wastewater analysis accurately predicted the JN-1 surge onset, and the WDPH monitored CDC recommendations closely.

The department continues to guide citizens on boosters and monitors CDC recommendations for quarantine/isolation. Collaboration with Boston Medical Center is underway to identify and support individuals with Long COVID. The WDPH Director hosts a monthly TV show, "Stay Connected with your Health through the Worcester Senior Center," providing infectious disease information for seniors.

The health department currently distributes free COVID-19 test kits from the state supply and provides links for requesting home test kits from USPS. State-supplied COVID-19 vaccines are offered to non-insured individuals and children 18 and under, with the option of house calls for those with health or transportation issues.

Health department staff actively participate in Emergency Dispensing Site training and engage in Long COVID study workshops provided by the Boston Medical Commission to understand the effects of COVID on the population and address healthcare needs.

Regular updates to the employee COVID-19 policy, in line with Centers for Disease Control and Mass.gov guidelines, simplify guidance for staying healthy if infected and emphasize preventative behaviors, including the latest recommendations on COVID-19 vaccines.

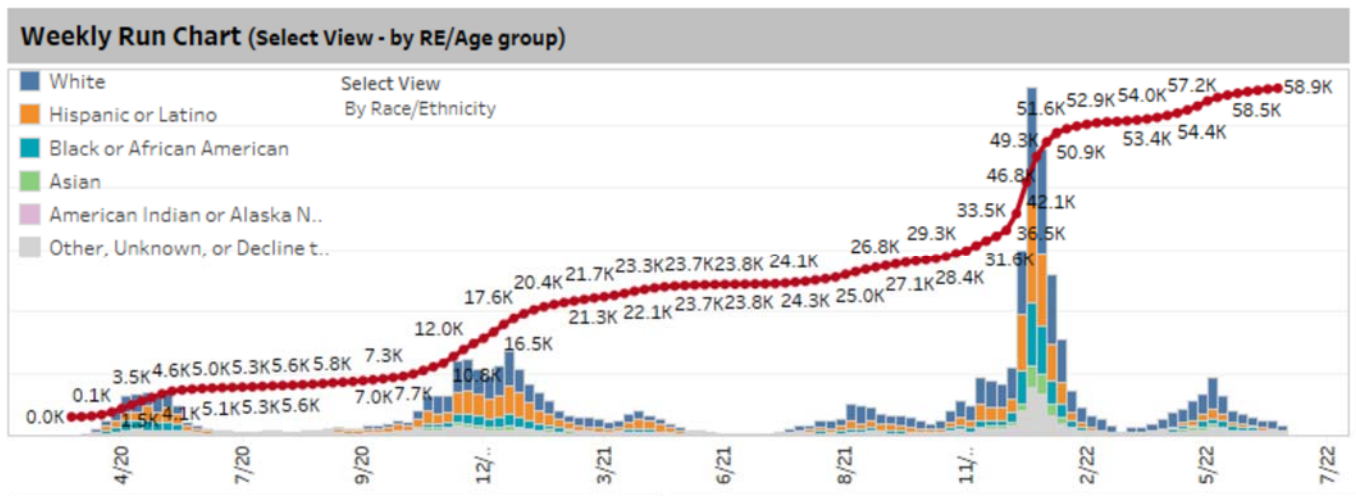
The Centers for Disease Control latest guidance related to COVID-19 is consistent with its guidance for other respiratory viruses such as RSV and the Flu. It advises people with COVID-19 to stay home and away from others until 24 hours after their symptoms are getting better, they have not had a fever for 24 hours, and are not using fever reducing medication.

Between January 1, 2020, and May 11, 2023, the City of Worcester, Massachusetts, documented 67,499 confirmed cases of COVID-19. Notably, residents aged 20-49 constituted 51% of the total cases. Mirroring national patterns, communities of color in Worcester were disproportionately affected, with Hispanics representing 26% of total cases despite comprising only 25% of the population. Similarly, Black or African Americans accounted for 10% of COVID-19 cases, compared to their 14% representation in the city's population. White or Caucasians constituted around 30% of cases, contrasting with their 49% share of Worcester's population. Asians represented 3% of total COVID-19 cases, slightly lower than their 7% population share.

Analyzing mortality rates, Black/African Americans experienced the highest age-adjusted mortality rate at approximately 130 deaths per 100,000, followed by Hispanics (83 per 100,000), White individuals (58 per 100,000), and Asians (50 per 100,000).

Despite the widespread impact across Worcester's neighborhoods, certain areas, including Pleasant Street/Park Ave, Pleasant Street/Highland St, Burncoat, Franklin Plantation, Chadwick Square neighborhoods, were disproportionately affected throughout the pandemic.

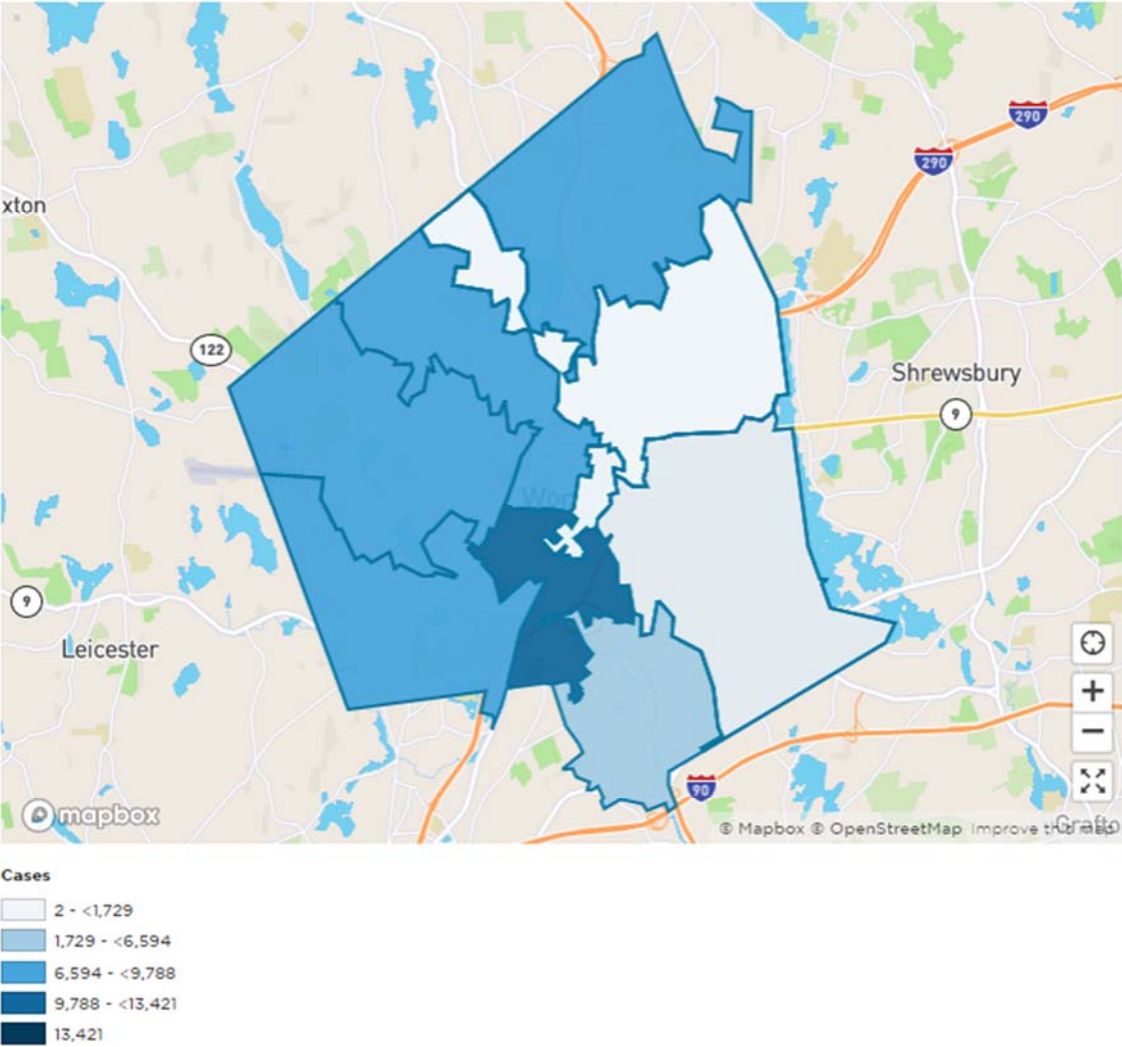
The peak of COVID-19 cases occurred during the months of November, particularly after Thanksgiving, through January. By the Spring of 2022, it became evident that lab-reported cases significantly underrepresented the true number due to the increased use of home tests.



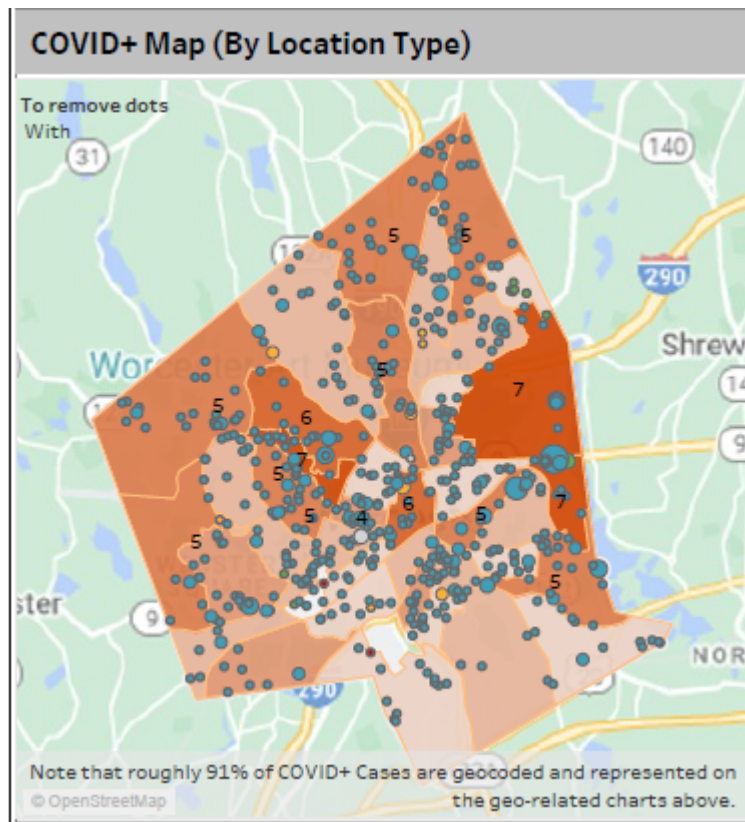
Source: UMass Memorial Health Office of Clinical Integration and City of Worcester MAVEN

The number of lab-reported confirmed cases in Worcester from July 2, 2023, to March 2, 2024 is 2,321 cases – as compared with 2,499 cases observed in the week of 12/31/2021 or 4,786 observed the week of 1/14/2022 – the highest weekly number of new cases recorded in the City.

COVID-19 Case Distribution (January 2020 - May 2023)



COVID-19 Positive map in Worcester 01/2020 – 5/2023



COVID-19 Positive map in Worcester 5/23/23 – 6/5/2022

Eric D. Batista
City Manager



Attachment for Item # 8.23 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

I respectfully recommend adoption of an amendment to the Organizational Ordinance relative to the Department of Health and Human Services, creating the Division of Youth Opportunities and reducing the membership of the Advisory Committee on Youth, as recommended by Raquel Castro-Corazzini, and drafted by Michael E. Traynor, City Solicitor, and forwarded for the consideration of your Honorable Body.

The ordinance currently establishes the Youth Opportunities Office under the division of Public Health. In the past, Youth Opportunities has oscillated between being its own division, and existing under the Executive Office of Economic Development or the Department of Health & Human Services. This amendment would bring back the division and reflect the current perception of the office as its own division. There will be minimal, if any, change in the day-to-day operations of the division. Additionally, the ordinance currently requires that the Advisory Committee on Youth consist of 15 members. The large size of the committee has proven to be a barrier to its ability to meet and perform its duties. Reducing the membership to seven will result in a more attainable quorum requirement (four) and a more active committee.

When the Youth Opportunities Office began it was focused on helping connect youth with job opportunities, but over time it became clear that was only addressing one of the many needs of the City's youth. It has since developed a Worcester Youth Council which gives youth a direct connection to local government and allows them to share their voice on City issues. It also works with the Worcester Youth Violence Prevention

Office of City Manager Eric D. Batista

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Eric D. Batista
City Manager



Initiative to connect with youth at a young age to prevent the cycle of violence from beginning. The Office is also working in collaboration with the Department of Public Health to send out a citywide assessment to the City's Youth. That assessment will be used to create a Youth Agenda to help the Office focus its efforts on the areas the City's Youth care about most. Allowing the Office to act as its own division will allow it to better serve the City's youth and expand on the great work it has already been doing.

Respectfully submitted,

Eric D. Batista
City Manager

Office of City Manager Eric D. Batista

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City of Worcester, MA

Eric D. Batista
City Manager



Michael E. Traynor, Esq.
City Solicitor

To: Eric D. Batista, Jr., City Manager

From: Michael E. Traynor, City Solicitor

Date: March 19, 2024

Re: Creating the Youth Opportunities Division, Renaming the Advisory Committee on Youth and Reducing the Number of Committee members

Per your request, enclosed is an amendment to the organizational ordinance for the Department of Health and Human Services creating the Youth Opportunities Division, renaming the Advisory Committee on Youth to the Advisory Commission on Youth, and reducing the number of members from 15 to seven in accordance with the recommendation of the staff liaison, Raquel Castro-Corazzini.

Prior to Youth Opportunities being placed under the Executive Office of Economic Development, and later the Department of Health & Human Services, it was a division under the City Manager's office. This amendment will bring back the Youth Opportunities Division, a standalone independent division, which is historically how Youth Opportunities has been viewed. The staff liaison, who works hand in hand with the advisory committee has expressed the difficulty in finding members to fill the committee. The current composition of 15 members, requiring eight members for a quorum, has negatively impacted the committee's ability to meet and accomplish goals. The change to seven members will make it easier for the committee to perform its duties and responsibilities.

As with all reorganization plans, the City Charter requires the City Council to refer the proposal to a council committee of its choosing for a public hearing. Once that committee has conducted a public hearing it must submit a report to the city council within ten days of the close of the hearing. The City Council may either accept or reject adoption of said reorganization plan and ordinance. Adoption requires a simple majority vote. If the City Council takes no action within ninety days of your transmittal of the plan, the reorganization ordinance is deemed adopted.

Sincerely,

A handwritten signature in black ink, reading "Michael E. Traynor". The signature is written in a cursive, flowing style.

Michael E. Traynor
City Solicitor

EXHIBIT A – DEPARTMENT OF HEALTH & HUMAN SERVICES CABINET LEVEL

Article 10. Department of Health & Human Services

- § 1. Establishment
- § 2. Function
- § 3. Head of Department
- § 4. Authorized Positions
- § 5. Organization of Department
- § 6. Administration Division
- § 7. Elder Affairs Division
- § 8. Public Health Division
- § 9. Transitional Housing Services Division
- §10. Veterans' Services Division
- §11. Youth Opportunities Division

Related Boards and Commissions:

- §12. Board of Health
- §13. Elder Affairs Commission
- §14. Homelessness Commission
- §15. Advisory Commission on Youth

§ 1. Establishment

Under authority of Article Six of the Home Rule Charter there is hereby established under the jurisdiction of the city manager a department of the city to be known as the "Department of Health & Human Services" ("department").

§ 2. Function

It shall be the function of the department to improve the human spirit and condition of all residents of the city by promoting the public health, providing for the elderly, our youth, our veterans and the disabled and advancing human rights and the equality of women.

§ 3. Head of Department

(a) *Department Head.* The department shall be headed by a commissioner of health and human services ("commissioner") who shall be appointed by, and shall serve at the pleasure of, the city manager.

(b) *Duties and Responsibilities.* The commissioner shall be responsible for the performance of the functions of the department and shall:

- (1) have management responsibility and general superintendence over the functions, programs, services, operations, activities and facilities of the department and its divisions;
- (2) supervise the personnel in the department by establishing rules, policies and practices governing the operations of the department; assigning tasks and establishing priorities, deadlines and work schedules; approving requests for vacation leave and other time off; training employees in the specialized tasks of the department; evaluating the performance of individual employees in the department, recommending promotions and honors and disciplining personnel at any level including suspensions for no more than five working days;
- (3) keep the city manager informed of the activities and needs of the department and provide the city manager with information developed by the department which would have a material impact on the financial condition of the city;
- (4) attend various neighborhood and community group meetings as directed by the city manager;
- (5) seek the advice of the city manager prior to changing any existing policy or initiating any new program or service;
- (6) prepare prompt and thorough responses to requests for reports, memoranda, opinions or other documents or actions as may be requested by the city manager;
- (7) perform such other tasks and functions as may be requested by the city manager, or anyone acting under authority of the city manager;
- (8) ensure that all actions of the department are taken in accordance with all executive orders and administrative directives issued by the city manager, the financial procedures established by the city manager and the city auditor, the provisions of these revised ordinances, the home rule charter, the Constitutions and laws of the commonwealth and the United States of America;
- (9) except in the case of property placed under the care, custody and control of the board of library trustees, have care, custody and control of the property, including real property interests, personal property and tangible and intangible property, as has been, or may be, allocated to the department, or any of its divisions, by the city manager or the city council;
- (10) organize multi-agency enforcement teams and to participate with personnel from other city agencies in joint inspection teams which may be established by the city manager; and,
- (11) determine the priorities of the department and prepare long-range strategic plans and objectives consistent with the strategic direction of the city manager;
- (12) prepare, monitor and manage the budget for the department, which shall include ordinary maintenance, salary and capital expenditures, in accordance with the format prescribed and the directives issued by the city manager; and,

- (13) prepare, implement, evaluate and improve department operations, programs and projects in accordance with the goals and objectives established for the department by the city manager.

§ 4. Authorized Positions

(a) *Table of Authorized Positions.* The department shall consist of the commissioner and shall include a director of public health, a director of elder affairs, a director of veterans affairs, a director of youth opportunities, and such other personnel as the city council, with the advice of the city manager, shall authorize by adoption of the table of authorized positions in the annual city budget, as the same may be amended from time to time.

(b) *Manner of Appointment.* Each position in the department shall be filled by appointment of the city manager and each such appointee shall, unless otherwise expressly provided by law, serve at the pleasure of the city manager.

§ 5. Organization of Department

(a) *Establishment of Divisions.* The department shall be organized into the following divisions for the following purposes:

Administration Division - to assist the commissioner in the performance of the duties and responsibilities as the of the head of the department;

Elder Affairs Division – to enhance the quality of life for elders in Worcester by identifying needs, developing and implementing programs and services to meet those needs, advocating on behalf of elders and operating a focal point senior center within the city;

Public Health Division –to preserve, promote and protect the physical and mental health of the people of the city by providing public health services for the city of Worcester, including the coordination of the provision of multiple government-based services and programs to local youth and the collaboration and coordination of existing non-governmental organizations and agencies;

Transitional Housing Services Division –to coordinate the provision of multiple government-based services and programs to individuals and families requiring immediate housing assistance and to administer the affairs of the commission on homelessness; and,

Veterans' Services Division – to provide services to veterans.

Youth Opportunities Division – to coordinate the provision of multiple government-based services and programs to local youth and to collaborate with existing non-governmental organizations and agencies, the business community, and various service providers involving youth programs and services.

(b) *Duties & Responsibilities of Division Heads.* In addition to the special duties and responsibilities stated below for each division in the department, the head of each division shall also have the duty and responsibility to:

- (1) assist the commissioner in the performance of duties and responsibilities of the head of the department and perform such other duties as may be assigned or requested by the commissioner or otherwise prescribed by law;

- (2) manage the budget for the division, which shall include all items of revenue and ordinary maintenance, salary and capital expenditures, in accordance with the policies and requirements of the city manager, chief financial officer, the city auditor or the commissioner;
- (3) supervise the personnel assigned to the division by assigning tasks and establishing work priorities, deadlines and work schedules for employees in the division; training employees in the specialized tasks of the division; evaluating the performance of individual employees in the department, recommending promotions and honors and disciplining personnel at any level authorized by the commissioner up to and including suspensions for no more than five working days;
- (4) administer the award and implementation of contracts concerning matters under the responsibility of the division and payable from funds appropriated to the division;
- (5) keep the commissioner informed of all matters pertaining to the activities, operations, programs, services, personnel, expenditures and receipts of the division;
- (6) recommend to the commissioner implementing the rules, policies and practices governing the operations of the department as are approved by the commissioner; prepare, implement and evaluate division operations, programs and projects in accordance with the goals and objectives established for the division by the commissioner;
- (7) ensure that all actions of the division are taken in accordance with all applicable laws, ordinances, regulations, contractual obligations, city executive orders and policies (including the financial procedures established by the city auditor) and the directives of the commissioner;
- (8) make recommendations to the commissioner on changing or initiating any policy, operation, program or service to the public;
- (9) prepare prompt and thorough responses to requests for reports, memoranda, opinions or other documents or actions as may be requested by the commissioner; and,
- (10) maintain any property assigned to the division by the commissioner.

(c) *Management of Multiple Divisions.* The commissioner, with the advice and consent of the city manager, may assign the responsibilities of any two or more divisions to one individual in the service of the department.

§ 6. Administration Division

(a) *Division Head.* The division shall be headed by a director of administration (“director of administration”) who shall be appointed by, and shall serve at the pleasure of, the city manager .and shall have the assistance of such other personnel as shall be assigned by the commissioner.

(b) *Duties and Responsibilities.* The director of administration of the department shall:

- (1) manage the processing of payroll, purchasing, contracts, and personnel documentation for the department; and,
- (2) assist the commissioner in the performance of his or her duties and responsibilities as the head of the department; and,
- (3) perform the duties and responsibilities described in section 5(b)(1-10) above.

§ 7. Elder Affairs Division

(a) *Division Head.* The division shall be headed by a director of elder affairs (“director of elder affairs”) who shall be appointed by, and shall serve at the pleasure of, the city manager and shall have the assistance of such other personnel as shall be assigned by the commissioner.

(b) *Duties & Responsibilities.* The director of elder affairs shall:

- (1) administer the affairs of the commission and the senior center committee;
- (2) administer the programs and activities of the division;
- (3) collect facts and statistics and to conduct special studies affecting the health and welfare of the elderly population of the city;
- (4) encourage the development of programs for the elderly in Worcester;
- (5) identify the needs of the community's older population;
- (6) educate and to enlist the support of the community on the needs of the elderly;
- (7) promote the coordination of programs designed for the elderly in Worcester;
- (8) advise the public agencies of the city on matters affecting the elderly;
- (9) prepare reports to the commission and the city manager on state and federal legislation concerning the elderly, including but not limited to state and federal funds and programs available to the elderly;
- (10) cooperate with the executive office of elder affairs of the commonwealth;
- (11) manage and operate a senior center facility, which shall be the land and buildings acquired by the city of Worcester and located on Providence Street between Winthrop Street and Spurr Street (“senior center”);
- (12) encourage and assure within the senior center the maximum level of coordination, collaboration and co-location of individuals and organizations, public and private, engaged in the delivery of services, programs and activities of interest to elders, such as: health insurance, caregiver, benefit and employment counseling services; medical and screening clinics; information and referral services on the issues of health, housing, transportation, education, legal assistance, consumer protection, public safety and support groups; on-site and delivered meals and emergency food distribution; literacy, citizenship and English-as-a-second-language instruction; vocational, cultural and computer programs; senior outreach; senior travel; recreational and wellness programs; dances;

- gardening; story telling; concerts and entertainment; transportation; day care for elders; and, child care for grandparents raising grandchildren;
- (13) execute on behalf of the department any contract, lease or any other legal document. Any such document involving two thousand dollars or more shall not be binding unless it is also signed by the city manager; and,
 - (14) perform the duties and responsibilities described in section 5(b)(1-10) above.

§ 8. Public Health Division

(a) *Establishment of the Public Health Division.* Under authority of Article Six of the Home Rule Charter and chapter 120 of the acts of 2014, there is hereby established within the office and under the jurisdiction of the city manager a division of the executive office of the city manager to be known as the “Public Health Division” (“division”).

(b) *Division Head.* The division shall be headed a director of public health who shall be appointed by, and shall serve at the pleasure of, the city manager. The director of public health shall be qualified by receipt of either: i) the degree of doctor of medicine from a medical school accredited by the American Medical Association; or, (ii) a masters degree in public health or a field related to public health together with such practical experience and education in public health work as deemed suitable by the city manager. The director of public health shall have the assistance of such other personnel as may appear on the annual table of authorized positions or who may be assigned by the head of the executive office.

(c) *Duties & Responsibilities.* The director of public health shall:

- (1) preserve, promote and protect the physical and mental health of the inhabitants of the city by developing and revising a public health program of the city and providing advice to the board of health and city manager on public health issues;
- (2) administer and manage the tobacco control unit, the public health nursing, tobacco and burial permit units, including such educational, behavioral, prevention and tracking programs and activities related to any of these functions of as may be developed by the division under the general superintendence of the commissioner of public health;
- (3) keep the board of health and the city manager informed of the activities of the division and the information gathered by the division concerning public health issues;
- (4) administer the affairs of the board of health and serve as the keeper of its records, minutes and other papers; and,
- (5) perform the administrative duties and responsibilities described in section 5(b)(1-10) above.

(d) *Medical Director.* The division shall also include the position of “medical director” who shall be qualified by receipt of the degree of doctor of medicine from a medical school accredited by the American Medical Association and who shall be appointed by, and serve at the pleasure of, the city manager.

(e) *Emergencies.* In the event of an emergency requiring immediate action in the interest of public health where it is not practicable for the board of health to convene, the medical director shall be authorized to issue any orders reasonably necessary to address any such public health emergency and to issue emergency regulations on behalf of the board of health until such time as the board may convene to ratify revise or rescind any such regulation so issued. In the event that such medical director is not immediately available in such emergency, such authority shall be exercised by the director of public health. Any such emergency order shall be subject to the superseding authority of the city manager acting in his or her capacity under the city charter as the chief conservator of the peace of the city.

(f) *Vacancies.* In the event of a vacancy or temporary absence in either the office of director of public health or the office of medical director, the city manager may appoint any person he or she deems suitable to perform the duties of such office until the vacancy is filled or the absence terminated.

§9. Transitional Housing Services Division

(a) *Division Head.* The division shall be headed by a director of transitional housing services (“director of transitional housing services”) who shall be appointed by, and shall serve at the pleasure of, the city manager and shall have the assistance of such other personnel as shall be assigned by the commissioner.

(b) *Duties & Responsibilities.* The director shall:

- (1) develop, maintain and implement plans for the relocation of individuals and families displaced from their housing due to code or housing enforcement or other actions of the city;
 - (2) assist the Commission on Homelessness in the implementation, monitoring and updating of the *Multi-Year Plan to End Homelessness in Worcester* as originally developed by the city manager’s task force on homelessness and presented to the city council on December 3, 2007;
 - (3) conduct periodic reviews of the needs of homeless individuals and families;
 - (4) assist the Commission on Homelessness in the development of performance measurements and benchmarking criteria to quantify the impact of homelessness programs;
 - (5) assist the Commission on Homelessness in the development of recommendations to the city manager on legislative initiatives consistent with the *Multi-Year Plan to End Homelessness in Worcester*;
 - (6) identify and coordinate the provision of multiple government-based services and programs to local youth and collaborate and coordinate with existing non-governmental organizations and agencies, the business community and service providers involving homelessness programs and services;
 - (7) administer and keep the records of the Commission on Homelessness;
- and,

- (8) perform the duties and responsibilities described in section 5(b)(1-10) above.

§ 10. Veterans' Services Division

(a) *Division Head.* The division shall be headed by a director of veterans' services ("director of veterans' services") who shall be appointed by, and shall serve at the pleasure of, the city manager and shall have the assistance of such other personnel as shall be assigned by the commissioner.

(b) *Duties & Responsibilities.* The director shall:

- (1) administer and manage the programs and activities of the division under the general superintendence of the commissioner;
- (2) perform all duties prescribed by chapter one-hundred fifteen of the General Laws;
- (3) administer the disbursement of veterans' benefits;
- (4) provide services to veterans, members of the armed forces, their families and their dependents;
- (5) provide information and advice to veterans as may be necessary to enable them to procure the benefits to which they are entitled;
- (6) maintain close cooperation with state and federal agencies established for the aid of veterans; and,
- (7) perform the duties and responsibilities described in section 5(b)(1-10) above.

§ 11. Youth Opportunities Division

(a) *Division Head.* The division shall be headed by a director of youth opportunities ("director of youth opportunities") who shall be appointed by and shall serve at the pleasure of the city manager and shall have the assistance of such other personnel as shall be assigned by the commissioner.

(b) *Duties & Responsibilities.* The director of youth opportunities shall:

- (1) identify and coordinate the provision of multiple government-based services and programs to local youth and collaborate and coordinate with existing non-governmental organizations and agencies, the business community and service providers involving youth programs and services;
- (2) identify and coordinate various governmental and non-governmental funding sources for youth programs and services;
- (3) assist the Advisory Commission on Youth in the creation and updating of an Agenda for Youth, a two-year plan containing recommendations for jobs, programs, services and initiatives to benefit youth;
- (4) assist the Advisory Commission on Youth in the development of performance measurements and benchmarking criteria to quantify the impact of youth programs;

- (5) assist the Advisory Commission on Youth in the development of recommendations to the city manager on legislative initiatives for the benefit of youth;
- (6) advise the city manager and the Advisory Commission on Youth on matters affecting youths;
- (7) administer and keep the records of the Advisory Commission on Youth;
- (8) prepare, implement and evaluate division operations, programs and projects; and
- (9) perform the duties and responsibilities described in section 5(b)(1-10) above.

§ 12. Board of Health

(a) *Establishment of Board of Health.* Under authority of chapter 120 of the Acts of 2014 and Article Six of the Home Rule Charter, there is hereby established under the jurisdiction of the city manager a board of the city to be known as the “Board of Health” (“board of health” or “board”).

(b) *Membership of Board of Health.* The board shall consist of five members appointed by the city manager for staggered terms of five years each. The city manager shall designate one member as the chair of the board. The composition of the board shall represent the diversity of the city and shall be drawn from the business, educational, public health, engineering and legal communities of Worcester with individuals who exhibit the 21st Century skills of collaboration, critical thinking, communications and creativity. The initial appointments to the board shall consist of one member for one year one member for two years one member for three years one member for four years and one member for five years. Thereafter all members shall serve terms of five years and may continue thereafter as members of the board until the appointment and confirmation of their successor who shall serve for the balance of the term into which they were appointed. All members may be reappointed in accordance with the provisions and limitations of the city charter. All members shall serve at the pleasure of the city manager except that no member shall be removed from office solely on account of any vote or position taken on any matter pending before or decided by the board.

(c) *Duties & Responsibilities of the Board of Health.* The board shall:

- (1) exercise any or all of the authority vested in boards of health by section thirty-one of chapter one hundred-eleven of the general laws or any other general law relative to boards of health in cities and towns, except that the board of health shall have no power of appointment;
- (2) promulgate guidelines and regulations concerning the medical activities of the division of public health division established under this article;
- (3) provide programmatic supervision over the activities of the public health division established under this article; and,
- (4) perform such other duties as assigned by the city manager or as may be prescribed by law.

(d) *Conflicts of Interest.* No member of the board of health or any advisory committee associated with it shall receive compensation either from the city or from any other institution or person for their service as a member of the board. The provisions of chapter

two hundred and sixty-eight A shall apply to all members of the board. In the event that the director of public health, the medical director, or any member of the board is unable to act on any particular matter due to a potential conflict of interest the city manager may appoint a temporary member to act in his or her place in that particular matter.

§ 13. Elder Affairs Commission - Elder Affairs Division

(a) *Establishment of Commission on Elder Affairs.* Under authority of the General Laws, chapter forty, section eight B, and Article Six of the Home Rule Charter, there is hereby established under the jurisdiction of the city manager an executive board of the city to be known as the “Commission on Elder Affairs” (“commission”).

(b) *Membership on the Commission on Elder Affairs.* The commission shall consist of fifteen members appointed by the city manager for terms of three years. The terms shall be staggered such that five terms shall expire on October thirty-first of each year.

(c) *Membership on the Senior Center Committee.* The city manager shall designate five members of the commission to serve as a standing committee of the commission and known as the “senior center committee”.

(d) *Appointment of Chairs.* The city manager may, from time to time, designate one member of the commission as the chair of the commission and one member of the senior center committee of the commission as the chair of the senior center committee.

(e) *Duties & Responsibilities of the Commission on Elder Affairs.* The commission shall:

- (1) have general superintendence of the senior center;
- (2) make and enforce such rules and regulations as may be necessary or desirable for the efficient operation of the senior center; provided, that no such rule or regulation shall be voted upon by the commission unless it has first received a recommendation of the senior center committee as to the advisability of any rule or regulation;
- (3) establish standing or ad hoc committees for the conduct of its affairs; and,
- (4) may adopt rules of procedure for the operation of the commission and any committees so formed.

(f) *Duties & Responsibilities of the Senior Center Committee.* The senior center committee shall:

- (1) address all matters concerning the management and operation of the senior center; and,
- (2) make reports and recommendations to the commission on all items it considers. No recommendation of the senior center committee shall be deemed adopted unless and until it is approved by majority vote of the commission.

(g) *Division Head.* The director of elder affairs shall head the elder affairs division and shall have the assistance of such other personnel as shall be assigned by the city manager.

- (h) *Duties & Responsibilities.* The director of elder affairs shall:
- (1) administer the affairs of the commission on elder affairs and the senior center committee of the commission on elder affairs;
 - (2) administer the programs and activities of the division;
 - (3) collect facts and statistics and to conduct special studies affecting the health and welfare of the elderly population of the city;
 - (4) encourage the development of programs for the elderly in Worcester;
 - (5) identify the needs of the community's older population;
 - (6) educate and to enlist the support of the community on the needs of the elderly;
 - (7) promote the coordination of programs designed for the elderly in Worcester;
 - (8) advise the public agencies of the city on matters affecting the elderly;
 - (9) prepare reports to the commission and the city manager on state and federal legislation concerning the elderly, including but not limited to state and federal funds and programs available to the elderly;
 - (10) cooperate with the executive office of elder affairs of the commonwealth;
 - (11) manage and operate a senior center facility, which shall be the land and buildings acquired by the city of Worcester and located on Providence Street between Winthrop Street and Spurr Street ("senior center");
 - (12) encourage and assure within the senior center the maximum level of coordination, collaboration and co-location of individuals and organizations, public and private, engaged in the delivery of services, programs and activities of interest to elders, such as: health insurance, caregiver, benefit and employment counseling services; medical and screening clinics; information and referral services on the issues of health, housing, transportation, education, legal assistance, consumer protection, public safety and support groups; on-site and delivered meals and emergency food distribution; literacy, citizenship and English-as-a-second-language instruction; vocational, cultural and computer programs; senior outreach; senior travel; recreational and wellness programs; dances; gardening; story telling; concerts and entertainment; transportation; day care for elders; and, child care for grandparents raising grandchildren;
 - (13) execute on behalf of the department any contract, lease or any other legal document. Any such document involving two thousand dollars or more shall not be binding unless it is also signed by the city manager; and,
 - (14) perform the duties and responsibilities described in section 5(b)(1-10) above.

§14. Homelessness Commission

(a) *Establishment of Commission on Homelessness.* Under authority of Article Six of the Home Rule Charter, there is hereby established under the jurisdiction of the city manager an executive board of the city to be known as the "Commission on Homelessness" ("commission").

(b) *Membership.* The commission shall consist of nine members appointed by the city manager for a term of three years provided, however, that, the terms shall staggered such that no more than three terms expire in any one year. The members of the committee shall consist of one member from among those nominated by any or all the following agencies and entities:

- (1) Worcester Housing Authority;
- (2) Worcester Public Schools;
- (3) A provider of shelter;
- (4) A health care provider;
- (5) A workforce development agency;
- (6) A neighborhood crime watch or neighborhood-based organization;
- (7) A business entity operating within the city; and,
- (8) Two members not otherwise affiliated and maintaining their primary residence in the city;

(c) The commission shall represent a broad spectrum of the Worcester community. The city manager shall establish open, fair and equitable procedures for soliciting nominees from the various entities and agencies listed and shall publish such procedures for an appropriate time prior to soliciting nominees for appointment to the commission.

(d) The city manager may augment the commission by assigning city personnel from any city agency under the jurisdiction of the city manager to serve, ex officio, as associate members of the commission. Such city personnel may participate on the same basis as the members of the commission but shall have no vote and shall not be counted to establish the presence of a quorum at any meeting of the commission.

(e) The city manager shall annually designate from the membership of the commission a chair and vice-chair. The chair shall preside over the meetings of the commission. Any vacancy, however created, other than by expiration of a term, shall be filled by appointment by the city manager for the unexpired portion of the term.

(f) *Duties & Responsibilities of Commission.* The commission shall possess and exercise the power and duty to:

- (1) develop, monitor and update a plan to end homelessness in Worcester as an outgrowth of the original *Multi-Year Plan to End Homelessness in Worcester* developed by the city manager's task force on homelessness and presented to the city council on December 3, 2007;
- (2) develop and review strategies to end homelessness in Worcester;
- (3) conduct periodic reviews of the needs of homeless individuals and families;
- (4) make recommendations to the city manager for city budgetary expenditures to implement programs to end homelessness;
- (5) advocate to meet the needs of the homeless; and,
- (6) perform such other functions as may be requested by the city manager.

§ 15. Advisory Commission on Youth

(a) *Establishment of the Advisory Commission on Youth.* Under authority of Article Six of the Home Rule Charter there is hereby established under the jurisdiction of the city manager an advisory board of the city to be known as the “Advisory Commission on Youth” (“commission”).

(b) *Membership of the Advisory Commission on Youth.* The commission shall consist of seven regular members appointed by the city manager for terms of three years, which terms shall be staggered such that no more than five terms shall expire on December thirty-first of each year. The city manager shall designate from the membership of the commission a chair and vice-chair. The members of the commission shall consist of representatives of youth serving organizations, parents of youth, public school system, and any related organization or, in the event that such agencies or entities are unable to provide representatives, the city manager may select individuals from other organizations as he or she deems appropriate to further the purposes of this provision.

(c) *City Representatives of the Advisory Commission on Youth.* The city manager may augment the commission by assigning city personnel from any city agency under the jurisdiction of the city manager to serve, ex officio, as associate members of the committee. Such city personnel may participate on the same basis as the members of the commission but shall have no vote and shall not be counted to establish the presence of a quorum at any meeting of the committee. The city manager may also request the superintendent of the Worcester Public Schools to assign a member of that department to serve as an associate member of the commission.

(d) *Duties & Responsibilities of the Advisory Commission on Youth.* The committee shall:

- (1) assist the youth opportunities director in identifying government and non-governmental based programs, employment and services for local youth;
- (2) create, adopt and periodically update a two-year plan to be known as the “Agenda for Youth” which shall contain recommendations for jobs, programs, services and initiatives to benefit youth;
- (3) assist the youth opportunities director in the development of performance measurements and benchmarking criteria to quantify the impact of youth programs;
- (4) assist the youth opportunities director in the development of recommendations to the city manager on legislative initiatives for the benefit of youth;
- (5) advise the youth opportunities director and the city manager on matters affecting youths; and,
- (6) provide the city manager an annual report stating the undertakings of the commission, its accomplishments, conclusions and recommendations concerning the matters under its jurisdiction.

**AN ORDINANCE AMENDING THE ORGANIZATIONAL
ORDINANCE OF THE DEPARTMENT OF HEALTH & HUMAN SERVICES
RELATED TO YOUTH SERVICES**

Whereas, in 2015, the City Council, acting upon the recommendation of the City Manager and under Article VI of the Home Rule Charter, adopted a Comprehensive Reorganization Plan containing a new Revised Ordinances of 2015, Part Two, Organization of City Agencies; and,

Whereas, from time to time certain modifications to the organizational structure of the city government are necessary and proper to enhance the efficient delivery of services to the citizens of Worcester; and,

Whereas, the city manager has recommended modifying the 2015 Comprehensive Reorganization Plan to create a new Youth Opportunities Division, under the Department of Health & Human Services, to rename the Advisory Committee on Youth, and to reduce the membership of the Advisory Committee on Youth from fifteen members to seven members;

Now, Therefore, Be it Ordained by the City Council of the city of Worcester, as follows:

§ 1. The Revised Ordinances of 2015, Organization of City Agencies, are hereby amended by deleting the entire text of Article 10, Department of Health and Human Services, and inserting in lieu thereof a new Article 10, the text of which is attached hereto as Exhibit A and incorporated herein by reference.

§ 2. The repeal of the ordinances accomplished by section one hereof shall not impair any lawful action taken under authority of the ordinances previously in effect.

§ 3. Nothing herein shall repeal or impair any executive order, directive or administrative policy issued by the city manager.

§ 4. The city clerk, in consultation with the city solicitor, is hereby authorized to modify the tables of contents, section headings or any other provision of the Revised Ordinances of 2015, Part Two, to properly insert the changes made by this reorganization and to correct references to the titles of city officials, section numbers and the like.

Effective

§ 5. In accordance with Article Six of the city charter, this ordinance shall take effect on the earliest of the date it is adopted or ninety days after the date the city manager first transmitted this ordinance to the city council.

Eric D. Batista
City Manager



Attachment for Item #8.32 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL
COUNCILORS:

Attached, please find an informational communication providing a status update for the City's current and projected tree planting funding, resources, and priorities as forwarded by the Department of Sustainability and Resilience and the Department of Public Works & Parks.

My administration and previous administrations are aware of the benefits of planting trees, including to health, safety, resilience, sustainability, and the local economy, and have been working to increase the City's tree canopy for well over a decade. In 2010, the City began a Private Property Tree Adoption Program that provides free shade trees to property owners if they plant them within 20 feet of a public way. In the next three years, we anticipate two funding sources for tree planting: ARPA funds allocated to DSR and the Climate Mitigation Revolving Fund. There are currently enough funds available to significantly increase the number of trees planted in 2024, 2025, and 2026, and will continue our efforts to secure more funds.

The Urban Forest Master Plan is also nearly completed, which will help guide our tree planting efforts so we can be strategic in where we focus our tree planting efforts and how we align existing and new funding resources.

Respectfully submitted,

Eric D. Batista
City Manager



To: Eric D. Batista, City Manager

From: John Odell, Chief of Department of Sustainability & Resilience and
Rob Antonelli, Asst. Commissioner, DPW & Parks

CC: Jay Fink, Commissioner, DPW & Parks; Stephen Rolle, Commissioner, Dept. of Transportation & Mobility; Peter Dunn, Chief Development Officer, Executive Office of Economic Development; Mattie Castiel, Commissioner, Dept. of Health & Human Resources

Date: March 19, 2024

Re: **Current Tree Planting: Funding, Resources and Urban Forest Master Plan Priorities**

Tree Benefits. Trees (public or private) have been proven to provide significant benefits to residents and property owners including contributing to improved:

- *Health* - via improved air quality, temperature moderation and traffic noise attenuation;
- *Safety* - through traffic calming, increased foot traffic (more eyes seeing the neighborhood, which deters criminal activity), and the reduction of solar glare;
- *Resilience* - via erosion control, storm water management and heat reduction;
- *Sustainability* – trees remove and store carbon, a primary driver of climate change, and if sited properly, reduce the energy needed to cool and heat the buildings;
- *Local economy* - through increased property values and local consumer spending¹.

These benefits add up. The value of 23,000 Worcester public street trees alone² have an estimated replacement value of nearly \$40M,³ annually yielding \$3M in carbon storage benefits, \$22,000 in avoided stormwater runoff, and \$71,000 in pollution removal, in addition to the many other not-yet-financially quantified benefits listed earlier.

Private Property Tree Adoption Program. At a recent Council meeting a question was raised about what program(s) are available for property developers and builders related to trees. While there is no program specific to developers and builders, there is a tree adoption resource that can be used by developers, builders, as well as current property owners. Specifically, following a Council Ordinance Amendment, in 2010 the city developed a program⁴ subsidizing tree planting costs by providing free shade trees to be planted on private property within twenty feet of the public way. There is no cost for a tree, however, if deciding to participate in the program, the property owner is committed to caring for and maintaining the tree for a minimum of three years to ensure its survival. After the three years ownership of the tree officially transfers to the property owner. Additional information on the program can be found on the city's website and attached.

Tree Planting Funding. Regarding funding for trees planted by the city along the public right-of-way, there are two sources anticipated to be used over the next 3-years: ARPA funds allocated to the Dept. of Sustainability & Resilience (DSR) and the Climate Mitigation Revolving Fund, also overseen by DSR. Additional resources will be pursued as they become available.

¹ Customers have been shown to spend more in shops with a nearby tree canopy than shops without.

² Most of the urban tree canopy is comprised of trees on private properties.

³ "Worcester's inventoried street trees provide significant benefits each year, including: Removing 7,940 pounds of air pollutants; Absorbing 181 tons of carbon each year; and intercepting and absorbing over 2.4 million gallons of stormwater in their canopies and roots". [worcester-urban-forest-master-plan-draft.pdf \(worcesterma.gov\)](https://www.worcesterma.gov/sites/default/files/2023-03/worcester-urban-forest-master-plan-draft.pdf)

⁴ [Trees in the City - Right Tree, Right Place | City of Worcester, MA \(worcesterma.gov\)](https://www.worcesterma.gov/sites/default/files/2023-03/trees-in-the-city-right-tree-right-place.pdf)



The number of trees planted each year (about 300 per year) roughly matches the number of trees that have died or have needed to be removed due to disease or damage. While total dollar amounts to be invested in new trees for FY24 and FY25 are still being finalized, there are enough funds available to significantly increase the number trees to be planted in 2024, 2025 and 2026. It is expected that this increased level of funding will continue to be available in the years ahead, both for new plantings and for maintaining young trees during their most vulnerable first 5 years. The primary limiting factor, especially for this year, is the number of available trees. Demand for new trees is high across the region and supply has not yet caught up. In addition, the new trees will be primarily located in federally defined environmental justice areas. A map of this area can be found here: [2023 and 2024 Small DDAs and QCTs | HUD USER](#) and noted below for reference. The final location of each tree will be based on further field reviews and dig safe-related limitations.

Urban Forest Master Plan Priorities and Next Steps. The city administration, council and community at large are supportive of planting more trees due to the significant benefits they provide. Given the new funding sources (per above) and the key recommended goals⁵ of the near completed Urban Forest Master Plan, the affected city departments (DPW & Parks, DSR, Dept. of Transportation & Mobility, Dept. of Health and Human Services, and the Department of Economic Development) and the Urban Forest Tree Commission will all be working together to strategize on how to align existing and new resources with the Master Plan priorities to increase the number of trees planted each year, public and private, particularly in environmental justice areas prone to the heat island effect.

This collective, inter-departmental effort – focused both on policy and programs - will also include a robust outreach campaign to educate the public about the many benefits of trees, the programs and opportunities for residents to acquire trees for their own property, what trees are most appropriate for their property, and how to best maintain a young tree.

Thank you for your time and consideration.

5

“The Plan Recommendations are listed by number for ease of identification and have not been prioritized.

Recommendation #1. Establish a proactive management program for Worcester’s public trees that is beyond the current Customer Service based model.

Recommendation #2. Increase City staff and contractors to transition to a proactive public tree management program and support urban forest planning, operations, and education.

Recommendation #3. Revise and develop urban forestry processes to support improvements to customer service, service delivery, data, technology, and information management using national arboricultural standards and best management practices.

Recommendation #4. Expand and develop regulations, best management practices, and guidelines to support urban forest growth and preservation.

Recommendation #5. Ensure there is adequate space for trees to grow and thrive in Worcester’s challenging urban environment.

Recommendation #6. Conduct a comprehensive urban tree canopy assessment for the City of Worcester.

Recommendation #7. Continue tree planting and care citywide with attention to areas that advance city sustainability resilience and equity priorities.

Recommendation #8. Strengthen and develop partnerships with community and regional partners to support implementation of the urban forest master plan.

Recommendation #9. Implement an urban forestry communication and outreach plan that supports the growth and care of Worcester’s urban forest.

Recommendation #10. Expand development and implementation of a program to monitor and address environmental threats to Worcester’s urban forest.”



The City of **WORCESTER**

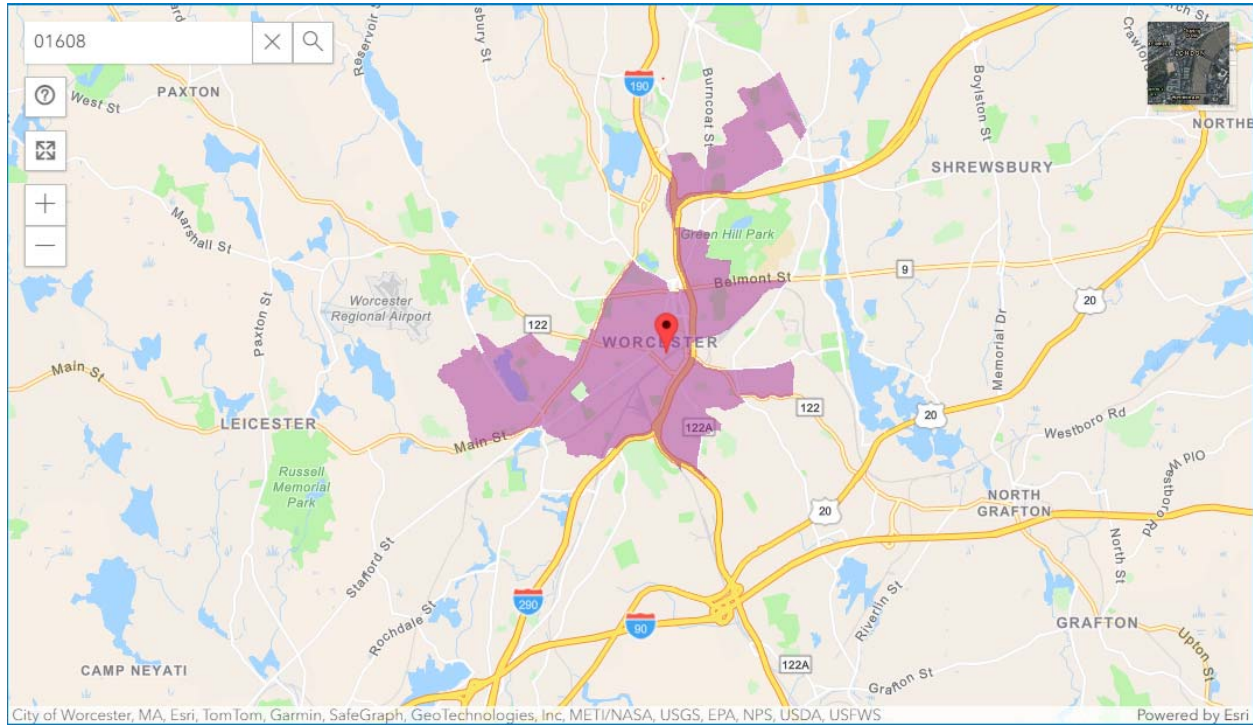
Department of Sustainability & Resilience

John Odell, Chief

City Hall, 455 Main Street, Room 108, Worcester, MA 01608

GreenWorcester@worcesterma.gov

www.worcesterma.gov



Eric D. Batista
City Manager



CITY OF WORCESTER

cm2024mar15122359

Attachment for Item #

8.35 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

I respectfully recommend the adoption of a resolution to accept with gratitude a donation in the amount of Forty Thousand Dollars And No Cents (\$40,000.00) from the College of the Holy Cross, to support Recreation Worcester programming.

Respectfully submitted,

Eric D. Batista
City Manager

**A RESOLUTION TO ACCEPT WITH GRATITUDE A DONATION IN THE AMOUNT
OF FORTY THOUSAND DOLLARS AND NO CENTS (\$40,000.00) FROM THE
COLLEGE OF THE HOLY CROSS**

WHEREAS: The City of Worcester's Division of Youth Opportunities anticipates receiving a donation in the amount of Forty Thousand Dollars and No Cents (\$40,000.00) from the College of the Holy Cross; and

WHEREAS: The City of Worcester acknowledges that the intended purpose of this donation is to support funding programming through assisting costs of personnel and supplies;

NOW THEREFORE BE IT RESOLVED:

1. That the City Manager be and is hereby authorized to accept said donation from College of the Holy Cross.
2. That these funds will be used to assist Recreation Worcester through funding personnel and supplies.
3. That the City Manager be and is hereby authorized to take such other actions as are necessary to carry out the purpose of the donation.
4. That this resolution shall take effect upon passage.



CITY OF WORCESTER, MASSACHUSETTS

Department of Health and Human Services

Matilde Castiel, MD
Commissioner of Health &
Human Services

To: Eric D. Batista, City Manager
From: Matilde Castiel, MD, Commissioner of Health & Human Services
Date: March 14, 2024
Re: Finance Request

I respectfully recommend the adoption of a resolution to accept a donation in the amount of Forty Thousand Dollars And No Cents (\$40,000.00) from the College of the Holy Cross to the Division of Youth Opportunities under Health and Human Services. The donation will provide funding for direct costs of program operations.

Sincerely,

A handwritten signature in black ink that reads "Matilde Castiel MD". The signature is written in a cursive style.

Matilde Castiel, MD
Commissioner of Health & Human Services

Eric D. Batista
City Manager



CITY OF WORCESTER

cm2024mar15122537

Attachment for Item #

8.35 B

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

I respectfully recommend City Council's adoption of the attached resolution to accept with gratitude a donation in the amount of Three Thousand Dollars and No Cents (\$3,000.00) to support the purchase of a K-9 Explosive Training Kit, for the Worcester Police Department.

Respectfully submitted,

Eric D. Batista
City Manager



CITY OF WORCESTER, MASSACHUSETTS

Department of Police

Paul B. Saucier
Interim Police Chief

To: Eric D. Batista, City Manager
From: Paul B. Saucier, Interim Police Chief
Date: March 19, 2024
Re: Finance Request

I respectfully recommend to accept a donation for a K-9 Explosive Training Kit in the amount of Three Thousand Dollars and No Cents (\$3,000.00) from Tufts University.

Sincerely,

A handwritten signature in cursive script, reading "Paul B. Saucier".

Paul B. Saucier
Interim Police Chief

**RESOLUTION TO FILE AND ACCEPT A DONATION FROM TUFTS UNIVERSITY IN THE AMOUNT OF
THREE THOUSAND DOLLARS AND NO CENTS (\$3,000.00) FOR THE PURCHASE OF A K9
EXPLOSIVES TRAINING KIT**

WHEREAS: Tufts University has agreed to pay Three Thousand Dollars and No Cents (\$3,000.00) of the total cost of \$3,775.00 for the purchase of a K9 Explosives Training Kit; and

WHEREAS: The goal of the Explosives Training Kit is to have the proper equipment to keep the EOD Dogs constantly training on the explosive's orders; and

WHEREAS: Currently the K-9 Unit does not have an Explosives Training Kit, it is relied on outside agencies to assist with trainings for K-9 Explosives; and

WHEREAS: No matching funds are required by the City of Worcester;

NOW THEREFORE BE IT RESOLVED:

1. That the City Manager be and is hereby authorized to accept the donation from Tufts University, for the purpose of K-9 Explosives Training;
 2. That the City Manager be and is hereby authorized to carry out the terms, purposes and conditions of this donation to be administered by the Worcester Police Department.
 3. That this resolution shall take effect upon passage.
-

Eric D. Batista
City Manager



CITY OF WORCESTER

cm2024mar15122552

Attachment for Item #

8.35 C

March 19, 2024

TO THE WORCESTER CITY COUNCIL

COUNCILORS:

I respectfully recommend adoption of a resolution to file, accept, and expend a grant in the amount of Seventy Five Thousand Dollars And No Cents (\$75,000.00) from the Apprenticeship Subject Matter Expert program.

This funding is provided through the MA Department of Career Services and will support staff of the MassHire Central Region Workforce Board and the region's two career centers to promote the benefits of apprenticeship to area employers and job seekers/employees. Staff will also assist in the development of new registered Apprenticeship program in the Central MA Workforce Development Area and help job seekers to connect with local Registered Apprenticeship opportunities.

This funding will not require new staff, and does not have a required match.

Respectfully submitted,

Eric D. Batista
City Manager



The City of
WORCESTER

Executive Office of Economic Development
MassHire Central Region Workforce Board
Jeffrey Turgeon, Executive Director
City Hall, 455 Main Street, Worcester, MA 01608
P | 508-799-1400 F | 508-799-1406
development@worcesterma.gov

TO: Eric D. Batista, City Manager
FROM: Peter Dunn, Chief Development Officer
DATE: March 19, 2024
RE: Finance Request

I respectfully recommend adoption of a resolution to file, accept and expend a grant in the amount of Seventy Five Thousand Dollars And No Cents (\$75,000.00) from the Apprenticeship Subject Matter Expert program.

This funding is provided through the MA Department of Career Services and will support staff of the MassHire Central Region Workforce Board and the region's two career centers to promote the benefits of apprenticeship to area employers and job seekers/employees. Staff will also assist in the development of new registered Apprenticeship program in the Central MA Workforce Development Area and help job seekers to connect with local Registered Apprenticeship opportunities.

This funding will not require new staff, and does not have a required match.

Sincerely,

Peter Dunn,
Chief Development Officer

A RESOLUTION TO FILE, ACCEPT AND EXPEND A GRANT IN THE AMOUNT OF SEVENTY FIVE THOUSAND DOLLARS AND NO CENTS (\$75,000.00) FROM THE APPRENTICESHIP SUBJECT MATTER EXPERT PROGRAM.

WHEREAS: The MassHire Department of Career Services has made funding available to MassHire Boards and Career Centers to support the development of Registered Apprenticeships in the Commonwealth;

WHEREAS: This funding will support the MassHire Central Region Workforce Board and its partners in providing information regarding the benefits of registered Apprenticeship programs for employers and employees;

WHEREAS: The City of Worcester and the MCRWB strongly support workforce development opportunities for area residents; and

WHEREAS: The City of Worcester and the MCRWB are committed to leveraging and aligning public and private resources for the purpose of workforce development.

NOW, THEREFORE BE IT RESOLVED, *that*:

1. The City Manager be and is hereby authorized and requested to file information as required by the grant program;
2. The City Manager be and is hereby authorized to accept grant funds and execute contracts, and any amendments thereto, in order to carry out the terms, purposes, and conditions of the grant program; and
3. The City Manager be and is hereby authorized to take such other actions as are necessary to carry out the terms, purposes, and conditions of the grant program.

Eric D. Batista
City Manager



Attachment for Item #8.39 A

March 19, 2024

TO THE WORCESTER CITY COUNCIL:

When I took over as City Manager, I made a commitment to promote transparency and accountability within the Worcester Police Department, prioritize de-escalation efforts, and ultimately improve public safety.

So far during my tenure, this has included the launch of the Body-Worn Camera Program, and the naming of Paul Saucier as Interim Police Chief. Since taking office, Interim Chief Saucier has taken several steps to increase the transparency of his department, including publishing the daily incident log online to make it easier to access, sharing monthly statistics and crime maps on social media, and launching a Policy Review Committee that is reviewing all the department's policies.

In keeping with my commitment to transparency and accountability, when it came to the department's attention in July 2022 that there was potential criminal activity involving an officer's Off-Duty Detail and Overtime assignments, we immediately took action to investigate and launched both an internal and external audit of the system to determine the extent of the criminal activity.

The City retained external consultant CliftonLarsonAllen (CLA) to conduct a review of the Worcester Police Department Off-Duty Detail and Overtime records, and the department's policies and procedures related to details and overtime.

One of the biggest and most important takeaways from the audit, which is attached for your review, is that aside from the alleged criminal activity of one officer, CLA found no incidents of intentional fraud or malicious intentional activity.

CLA did find in its review of Overtime and Off-Duty slips that there were some mistakes on the slips, however the slips with mistakes were found to represent overtime and detail shifts that the officers did work. In a review of 50 Off-Duty slips, CLA found that there were 15 slips that did not have the vendor signature and five that were illegible or not fully filled out. In the department it's common for vendors not to be available to sign the slips and officers are allowed to submit it without a signature if they have a note explaining why.

The audit and the alleged actions of a single police officer did make it clear that the system the department had in effect in July 2022 was susceptible to fraud. The department has been taking steps to address that ever since.

In August 2022, the department added a Sergeant to the Off Duty Detail Assignment Office to increase day-to-day oversight in the assignment and tracking of details. The department also gave Unit Commanders greater capability to be involved in the analysis and overall control of the transactions and a new interactive dashboard was created to flag if officers are in violation of the total hours they're permitted to work during a given period.

The department also committed to having its Overtime and Off-Duty slips audited every year instead of every five years.

Additionally, the department is in the process of only accepting schedules for "Private" (Permanent) details directly from the vendor.

CLA developed recommendations for the department as well, including updating the detail system to an electronic system, running all details through the Detail Office, developing and enforcing a policy to discipline officers working over 20 hours in a 24-hour period, and introducing an internal control team to help enforce and adjust policies and procedures.

With these recommendations in mind, the department is working with the City's Department of Innovation and Technology to enhance the department's existing application that processes Off-Duty Assignments. The enhancements will look to give vendors the capability to enter details directly into the City system, better track the actual hours worked in context of officers' contractual required hourly minimum, and improve the ability to memorialize actual hours worked for details involving multiple officers with varying start and end times.

The department is currently evaluating a best practice process concerning discipline for maximum hour violations.

Overall, the results of the audit are encouraging. CLA found no widespread fraud and its recommendations will help the City work toward a better Detail and Off-Duty system and prevent future fraud. The department is committed to doing the work necessary to get there and much of it is already underway.

"Processing, on average, \$12 million transaction a year, the Detail Office welcomes the opportunity to further our ongoing effort at continual assessment and improvement," said Deputy Chief of the Administrative Division Sean Fleming.

This audit is only one of many ways the police department is taking a critical look at itself to ensure it is best serving the community.

Respectfully submitted,



Eric D. Batista
City Manager

CITY OF WORCESTER, MASSACHUSETTS

Forensic Investigation

January 15, 2024

Prepared by:
CliftonLarsonAllen LLP



WEALTH ADVISORY | OUTSOURCING
AUDIT, TAX, AND CONSULTING

[CLAconnect.com](https://www.CLAconnect.com)



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A. Introduction

CliftonLarsonAllen LLP (“CLA”) was retained by The City of Worcester, MA, (“The City”) and its City Manager, Mr. Eric D. Batista (“Mr. Batista”), to conduct a review of the Worcester Police Department (“WPD”) detail and overtime records/policies and procedures.

The CLA Forensic Services team is a highly respected and sought-out authority in fraud prevention, detection, and investigation. Our multi-disciplined team is made up of Certified Public Accountants, Certified Fraud Examiners, professionals Certified in Financial Forensics, Certified Internal Auditors, former law enforcement officers, and private investigators. While other professionals helped in this matter, the following professionals were primarily responsible for this engagement:

CLA Team Members

Frank Rudewicz, Principal and Counsel, oversees the CLA Valuation, Forensic, Litigation and Investigations Service group. Mr. Rudewicz has over thirty years of experience conducting complex investigations in the public and private sectors. He has been appointed the independent investigator, compliance monitor and expert witness for several public safety and corporate entities throughout the Northeast. As a result, Mr. Rudewicz has provided expert testimony in various state and federal courts.

Frank is experienced in expert witness testimony and has testified in matters involving police practices and internal investigations. He recently served on the Connecticut Bar Association’s Police Reform Task Force and has been appointed as the independent investigator for a number of police agencies in the Northeast. Frank has served as Principal, Counsel and Partner-in-Charge of Forensic Services for several national accounting firms as well as Senior Managing Director and Counsel for an international risk consulting and investigative firm. Earlier in his career, Frank spent 14 years in law enforcement with the Hartford Police Department and the Federal Bureau of Investigation. A licensed attorney, he has been an active member of the CT Bar since 1992

Kristen Ternullo, CPA, senior in CLA’s VFLI (Valuation, Forensic, Litigation, Investigation) practice. She has over 8 years of public and private accounting experience. She has experience, in both individual and corporate taxation, audit, forensic accounting, fraud investigations, litigation support, marital disputes, and the analysis of economic damages.



B. Scope of Services & Summary of Findings

The scope of this engagement was to review WPD's policies and procedures related to overtime/off-duty services, review WPD internal controls, research new tools and metrics for monitoring irregular activity, review Officer Colby Turner's records for the last 3-5 years¹, interview vendors/officers, and do a forensic review from July 1, 2021 to June 30, 2022 of all overtime and off-duty detail funds. CLA performed an investigation and review of policies and procedures and approval records kept as part of WPD normal business records. CLA performed analyses which are separately described in Section C below. Based on our analysis of the available documents and records, CLA did not find any material accounts of fraud or misappropriation, but CLA did list in Section K below various recommendations for the WPD. Following the recommendations, WPD made some changes in response to some items requested/discovered during the audit.²

C. Procedures

Below is a list of the procedures followed by CLA:

- 1) Reviewed current policy and procedures about off-duty assignments and overtime – *No. 900 ("Governing Work Schedules")*, *No. 910 ("Overtime Compensation")*, and *No. 60 ("Off Duty Assignments")*.
- 2) Conducted a meeting/walkthrough with Deputy Chief Sean Fleming & Lt. Mark Sawyer at the Detail Office at the WPD.
- 3) Made OT and off-duty selections for Colby Turner, looking back 3-5 years.
- 4) Made OT and off-duty selections to sample officers at random and the detail records for details worked, looking back 1 year.
- 5) Interviewed a few anonymous officers about the detail process that was discussed with Deputy Chief Fleming & Lt. Sawyer.
- 6) Completed phone interviews with a few vendors about details.
- 7) Made additional OT selections to develop an understanding for why the amount of overtime being worked and budgeted per year is so high.

¹ As part of this engagement, an analysis of Officer Turner's overtime and off duty jobs was conducted. However, due to the ongoing criminal prosecution of Turner, no detailed analysis is provided in this report. Our report specifically excludes previously identified alleged activity of Officer Colby Turner. No other alleged fraudulent activity not already identified was found.

² Listed in Section K.



8) Reviewed Compensatory Time.

CLA performed an analysis of the details and overtime records by examining the following documents provided by WPD and The City of Worcester.

- Morning reports for various dates for each officer selected.
- Dual Pay Status Report
 - FY 2020-FY 2022
- Conflict Override Report
 - FY 2022
- Sick Time Overlap Report
 - FY 2020-FY 2022
- Officer Payment History for various officers selected for testing.
- Detail Book and Private Detail Pages from off duty assignment book for various dates selected.
- Detail Slips and proper approvals for various dates selected.
- Detail Assignments from the Paid Detail Tracking System.
 - FY 2020-FY 2022 (for each officer selected)
- Vendor Contact List
- Various paid detail invoices from sample selection.
- Overtime slips with proper approvals.
- Report for officers working over 20hrs in a 24hr period.
- Court attendance sheets for various dates selected.
- Job Well Done Report
 - FY 2022
- Time Carried Over Report
 - FY 2022

CLA identified different areas within the policies that were not being consistently followed. A summary of the different areas of the policies where there is concern are detailed in Section K, Conclusions/Recommendations.

D. Meeting/Walkthrough with Deputy Chief Sean J. Fleming & Lt. Mark Sawyer (February 24, 2023)

Date(s) of Investigation: February 24, 2023



Subject Interviewed: Deputy Chief Sean J. Fleming & Lt. Mark Sawyer
Worcester Police Department
9-11 Lincoln Square, Worcester, MA 01608
Phone (508) 799-8466

On February 24, 2023, Kristen Ternullo and Frank Rudewicz of CLA visited the Worcester Police Department to gain an understanding and walkthrough of the detail process. The processes were explained and shown from receiving the detail (start) till the sending of invoices for off-duty assignments (end). Per the Deputy Chief and Lt., the process starts with the Detail Office receiving a detail from a specific vendor via phone or email. The Detail Office keeps an open listing in the detail book (the tracking system by which most jobs are assigned).³ Next, at 2:30pm everyday Lt. Sawyer calls the open details over the radio, first giving priority for jobs to the officers working zero hours that day and working up the list. Officers are then assigned by Lt. Sawyer in the detail book. Any unfilled jobs are filled via e-mail throughout the night. Jobs that are still open are filled in the morning along with any added details that came in overnight.

After the details are completed officers' detail slips are submitted via a "mail" slot in the door of the Detail Office.⁴ The WPD policy states that detail slips must be turned in within 7 days.⁵ If they are not, officers are then locked out of the system. Amanda Vuona & Denise Lawrence then input each detail slip, putting aside ones that are not filled out appropriately so that the officer can be asked for corrections. Each detail slip is matched up to a scheduled detail that is already in the computer system.

The Detail Office then sends Treasury the Billing Extract, and the Treasury office sends out the invoices to each vendor. The invoices show the officer that worked and the date of the detail. The WPD Off Duty/Detail invoices are posted and mailed weekly (every Tuesday) for the previous week ending.

WPD did note that not all jobs are filled this way and with the same process; some of the off-duty jobs are run and organized by the officers themselves and not run through the Detail Office for scheduling, although WPD Policy & Procedure #60 specifically prohibits detail management processed outside the official system.⁶

On August 9, 2023, an additional meeting was held with Deputy Chief Fleming to discuss this so-

³ Suggestion 1: Move detail book listing to an electronic system for ease and greater accuracy.

⁴ Suggestion 3: Update the detail slip process to an electronic process.

⁵ Suggestion 4: The number of days here should be shortened to "by the next regular scheduled shift of the officer.".

⁶ Suggestion 2: All off-duty assignments should go through the Detail Office without exception.



called “private detail” process in further detail. It was explained that any officer can correspond with an organization or individual to schedule and run a detail themselves. Often an officer will contact an official in the Detail Office saying that they wish to work a private detail. The officer lets the Detail Office know the time and hours of the detail and almost always without exception it will be approved. When this happens, there is not a WPD written policy behind it but each officer, regardless of ranking, can take on and run a private detail. Each officer can either work the detail themselves or they can assign others to the detail. Per Deputy Chief Fleming, there have been a few times that WPD has taken back a detail from an officer; however, this typically only happens if the job is not being run well or not being filled.

E. Interviews with anonymous officers (March 29, 2023)

Date(s) of Investigation: March 29, 2023

Subject Interviewed: 4 officers (selected at random for testing)
Worcester Police Department
9-11 Lincoln Square, Worcester, MA 01608
Phone (508) 799-8466

On March 29, 2023, Kristen Ternullo and Frank Rudewicz of CLA interviewed 4 officers at the Worcester Police Department. The officers were chosen randomly, selecting one officer who worked a lot of overtime, one officer who worked no overtime, and the other two officers selected based on their length of service with the department. Dan Gilbert of the New England Police Benevolent Association Inc. sat in on the interviews with each officer. All officers were asked various questions including the process for assigning details, the process for working greater than 20 hours in a 24hr period, and a few other questions on details, shift changes, and overtime policies/processes. The following summarizes the interviews and is a narrative transcription of notes taken during the interview and memorializes our discussion with the 4 anonymous officers.

The interviews took place in an interview room at the Worcester Police Department. The interviews were not audio or visually recorded. It was explained to the officers that CLA was retained to conduct a review of the detail and overtime policies and procedures. CLA explained that no one was being investigated and that interviewees would be anonymous and were selected at random.

For ease of review and understanding, we have divided this summary into specific topic sections that were discussed with the officers.



Background/Questions

The officers were asked to explain the detail process for received off-duty assignments: specifically, what happens when someone works >20 hours in a 24-hour period; what details they typically work; what they do when no one is available to sign the detail slip; and if there is a shift change, what processes they take to inform the Worcester Police Department.

Detail Policies and Procedures

The officers' answers to the detail process varied. Some of the officers received details over the radio from Lt. Sawyer through the regular distribution process. Other officers received some jobs over the radio as well as other private jobs email or word of mouth and some officers received none of their jobs via the radio.

Greater than 20-hour in 24-hour period Policies and Procedures

The officers' answers to what is the process for when an officer works an over 20-hour shift varied. Some of the officers selected had various weeks with great than 20-hours worked, and others selected did not work greater than 20 hours.

Most officers stated that the policy was to explain to your supervisor why you worked over the limit, others noted that the in-charge officer will need to get permission for you to do so. Other officers said that they needed to immediately call for relief when exceeding the 20-hour mark. Other officers noted that they did not need to get any approval for working over 20 hours and some mentioned working greater than 20 hours should only be done for an emergency. All the officers mentioned that they do keep individual track of how many hours they are working per day.⁷

Typical Details Worked

Out of the officers selected, the details most typically worked by these officers are as follows:

⁷ Suggestion 5: Policy should be enforced and no officer should be working greater than 20 hrs. Add a disciplinary action/policy that everyone in the department will follow.



- St. Vincent's Strike
- Polar Park
- Eversource
- Funeral Home
- Palladium
- DCU Center
- SMOC (homeless shelter)
- Walmart
- Worcester Redevelopment Authority (Union Station)
- Price Chopper

Off-Duty Assignment - shift change Policies and Procedures

The answers to this question varied and the consensus was that it varies per department and per off-duty assignment. Sometimes officers will send an email to the Detail Office noting the change, other officers will let Lt. Sawyer know directly, and some officers will just handle it among themselves via text.⁸

F. Interview Price Chopper

CLA interviewed two representatives of Price Chopper, one of who handles billing and the other of whom handles scheduling of details. Price Chopper hires the same officers per week with a regular standing schedule. Per discussion with the vendor, the schedule is Friday & Saturday nights at the Cambridge St. location and Thursday through Sunday nights at the Park St. location. The same officers are used for this detail, so this job often does not go through the Detail Office at WPD.

If an officer needs to leave the detail early, it was stated that they typically know the asset protection manager at the store so they would text them to work it out.⁹ Per the scheduling representative, besides Colby Turner there has not been any situations where they were billed for more officers than were scheduled that day. The invoices from the city contain the officers' name, date, and time on them and they are verified when received with the scheduling employees. Lastly, per the scheduling representative, there are instances where no detail officer shows, and this is reflective of the situation that private details limit the number of available officers since they are only provided to certain

⁸ Suggestion 6: Add a policy that is consistent for this, any changes should be emailed directly to the Detail Office email so that Lt. Sawyer can then adjust this in the detail book and the Detail Office can adjust schedules in the system.

⁹ This is a risk; any changes should go through the Detail Office.



employees.

G. Interview Redevelopment Authority

The Worcester Redevelopment Authority interview was completed with a representative of the billing department. Since details at Union Station are based on an agreement between the City and Worcester Redevelopment Authority, WPD schedules officers directly without onsite signoffs.

The billing representative noted that the schedule for this detail is typically three officers overnight every night. The Worcester Redevelopment Authority was not aware of any occasion where it was billed for more officers than were scheduled that day. The invoice from the City has the officer's name, date, and hours worked on it. Since the WPD is performing details per the agreement with the Worcester Redevelopment Authority, the presumption is that WPD ensures that officers and hours worked is correct.

H. Interview Phoenix Communications

At Phoenix Communications, CLA also spoke to the employee in charge of billing so some of the scheduling questions could not be answered.

Phoenix Communications noted the bill is crosschecked with what was requested from Phoenix when it is received, and the invoice usually specifies which officers worked and if a cruiser was there. No-one at Phoenix Communications verifies that the officer scheduled to work was the one working that day. Phoenix Communications just assumes that the officer listed on the invoice was the one working. It was also stated that if WPD cannot fill all the spots needed for the detail, then WPD would inform them.

I. Interview Construction Dynamics

The Construction Dynamics interview was done with a billing representative. Since the representative focuses only on billing, they were unable to answer all the questions that were asked. They were also not able to provide someone who could answer the full questions as each job is handled by a different Project Manager who handles all detail scheduling.

Regarding billing, the representative mentioned they have never had a situation, that they know of, where they were billed for more officers than they were supposed to. They also mentioned that the invoice from the city does have the officers name on it. Construction Dynamics assumes that the



name of the invoice is correct, but all invoices are also signed off on by the assigned Project Manager before they are paid, and the Project Manager knows the officer schedule.

J. In-person interview with Deputy Chief Sean Fleming & a virtual meeting with both Deputy Chief Sean Fleming & Jennifer Troio to discuss Overtime/Compensatory Time

In addition to off-duty assignments, overtime was another element of the investigation. The specifics of overtime were discussed with Deputy Chief Fleming and Supervisor of Administration Jennifer Troio.

With overtime being a large expense of the WPD and the City, various questions were asked around the internal controls in place around overtime. Overtime slips can be signed off on or approved by anyone who is a Sergeant or above. The other control in place is that an internal report is produced for any hours submitted for an officer that are greater than 16 hours.¹⁰

Ms. Troio and Deputy Chief Fleming were also asked about the reasons why overtime is such a large cost and why it keeps increasing year after year. The major reason provided was staffing issues. Any time an officer is out, due to vacation, sickness, or any other variety of reasons the officer taking over the shift is working on overtime. Any other time a shift cannot be filled by a regular shift officer, it is filled by an officer working overtime. In addition to this, there are various areas throughout the city during certain times of the year that need officer assistance or additional officers and these shifts are all filled with overtime. CLA did some additional overtime testing. Below is a list of examples:

- Shift Coverage
- Donations/Giving Tree Project
- Crompton Pool (Summer OT – due to increase safety concerns)
- Boat overtime – this is staffed by on duty personnel when available, but special training and certifications are needed so sometimes needs to be staffed by OT.
- Speed Monitor OT (setting up speed monitors throughout the city)
- School OT (officers at school for pick up and drop off)
- Court OT
- Recruiting events

¹⁰ Note: This report total only flags normal shift hours and OT. This does not include off-duty assignment hours.



There are many additional categories of OT, but these are just some examples which show the variety of jobs that WPD is covering throughout the city that requires OT.

While testing for overtime, a separate category of Compensatory Time was found. Due to this being a large value for FY 2022, this was discussed on the call with Deputy Chief Fleming & Ms. Troio. Per conversation with Deputy Chief Fleming, Compensatory Time is split into 4 categories. Those categories being “*Job Well Done*,” “*Time Due*,” “*Time Carried Over*,” and “*Comp Time*.” *Job Well Done* and “*Time Carried Over*” both hold a substantial number of hours (appx 3,800 for 2022). Per Chief Sargent at the time, “*Job Well Done*” and “*Time Carried Over*” will both be discontinued.¹¹

As part of our further review, CLA recently reviewed the Job Well Done code to confirm the code had stopped being used and it has been confirmed that job well done days were no longer being issued as of Wednesday, May 17, 2023. CLA received reports from Ms. Troio for Job Well Done as of 6/30/23, 7/30/23, and 8/10/23, with no new entries noted. CLA notes that the job well done balance has decreased each time from officers using their time. This is confirmation that the code is no longer being used/awarded. As previously stated, officers have until 10/1/2023, to use the “Time Carried Over” code in full.

K. Conclusion/Recommendations

During the audit of the Worcester Police Department, there were various mistakes uncovered, but no incidents of intentional fraud or malicious intentional activity were found.¹² The Worcester Police Department has also done its own internal investigation on areas that were identified or discovered during the review.

CLA recommends improving internal controls and approvals. CLA also recommends WPD institute clear disciplinary consequences so that signatures and submitting of both OT slips and Off-Duty Slips are taken more seriously within the department. This should also be done with consistency in the department and be added to the policies and procedures.¹³ There were 15 instances out of 50

¹¹ An email was sent out internally by Chief Sargent that all carried over time must be used by 10/1/2023 or it will be lost, and nothing will be carried over to 2024.

¹² This finding excludes previously identified alleged activity of Officer Colby Turner. No other alleged fraudulent activity not already identified was found.

¹³ Policy Violation 910 (Overtime Requisition Documentation): “No officer or official will approve any overtime expenditure for themselves.” All overtime slips must be fully legible. Incomplete or illegible overtime requisitions are not to be entered into the overtime payment systems.



being sampled in which there was no signature of the vendor on the Off-Duty slip. WPD Policy concerning Off Duty Assignments require that “All work slips must be signed by an agent or representative of the vendor. Whenever such a signature cannot be obtained, a note must be attached to the slip explaining why it was not obtained” This does not happen – usually “unavailable” is just listed on the slip. In fact, all of the 15 instances sampled that did not have a vendor signature had “unavailable” handwritten on the slip. In addition to this, there were 5 instances where the Off-Duty Slip was illegible or not fully filled out by the officer. There was also one instance in which the overtime slip was signed by the employee and that same employee signed the supervisors name for him for approval.¹⁴

Various changes were also made by WPD during the review. Per conversation with Deputy Chief Fleming, WPD has started all overnight details at 11 pm to end any confusion on which calendar day that was worked by the officer. WPD has also began sending out monthly emails, noting that time carried over must be used within the year. WPD also stopped using the codes “*Job Well Done*” & “*Time carried over.*” WPD officers accumulated approximately 3,800 hours between these two codes during 2022.

After CLA’s review of various records, policies, & procedures, we have the following additional recommendations:

- Update the detail slip signature and submission into an electronic system.
- Run all details through the Detail Office and schedule in the detail book. Details should not be run and organized by individual officers.¹⁵ There are various jobs (e.g., Walmart, Price Chopper, etc.) that only certain officers get assigned to as well as jobs that do not go through the Detail Office and are just assigned by whomever sets them up.
- Electronically save detail schedule (from binder).
- Shorten the number of days to submit detail slips (it is currently 7 days).
- Develop a policy and enforce disciplinary action for working over 20 hours in a 24-hour period.¹⁶

¹⁴ An internal investigation was already completed on this, and no intentional overtime fraud was found.

¹⁵ Policy Violation 60 (Off Duty Assignments): “When filling the jobs for a specific day, officers on day-off and furlough will receive preference over those officers who are working their regular shift. Jobs will also be given first to those officers within these categories who have the least hours for that week.”

¹⁶ Policy Violation 910 (Overtime Compensation): “Once an officer has reached the 20-hours threshold in a 24-hour period, they shall be relieved. It is required that the officer notify officials and that he or she be relieved at once.”



- Enforce with disciplinary action the “16-hour rule” policy.¹⁷
- Make sure all shift changes (even if stated in email) are also noted on the private detail schedule and the morning report.¹⁸
- Develop a more uniform system for details during the midnight shift so there is no confusion on date worked.
- Only active policies should be online.¹⁹
- Look into a software that will automate all these tasks, for accuracy and to decrease administrative time.
- Introduce an internal control team/task force to help enforce policies within as well as adjust policies and procedures.
- Especially considering the City’s conversion to Workday (and other potential scheduling software changes), we recommend the WPD hire an external party to perform internal control testing and review of police department private duty assignments and/or police department overtime on a regular schedule (annual is recommended). It would be the responsibility of the department to initiate these reviews with an external party.

It was also concluded during the review that the WPD has already adapted various Internal Controls to decrease mistakes and help identify/prevent fraud. Below is a summary listing:

Department-wide internal controls:

- A new more user-friendly dashboard was created and implemented to flag officers who work over 20 hours in a 24-hour period, and over 80 hours in a week. Commanding officers are required to check this, acknowledge violations, and provide a reason for the violation, as well as provide a written report to the Chief as to whether there had been violations or not.
- Any overtime hours entered into the Work Schedule System in excess of 16 hours are not transferred to HERA/payroll to be paid. These hours are noted on an error report and must be manually entered into the payroll.²⁰
- An audit was requested by WPD to CLA to be completed every year instead of every five

¹⁷ Policy Violation 910 (Overtime Compensation): “It is the City policy that no employee may work more than 16 hours in a 24-hour period. The only exception to this rule relates to overtime as result of an emergency situation or serious crime investigation. In the event of an emergency, a department head may waive application of this rule.”

¹⁸ Any changes between officers should be sent over to the Detail Office immediately.

¹⁹ CLA found a policy (#345) that was rescinded in November of 2020.

²⁰ As stated previously, this does not include off-duty hours.



years.²¹

Detail Internal Controls (automatic flags within the detail system):

- A single detail over 16 hours will result in an emailed alert to office staff and will need to be overridden.
- An officer who is not listed as “available” in the software cannot be assigned a detail.
- Office staff have started emailing/contacting officers whose detail slips are incorrect or incomplete.
- Officers are locked out of the system if their slip is not submitted within 7 days.
- A sergeant was added to increase supervisory capacity in overseeing the assignment and tracking of all details.
- A WPD private detail email address was added to better track all Private Detail assignments and changes, however this practice should be phased out in its entirety and managed through the Detail Office.
- Detail pages had been handwritten. Pages are now typed to help ease of tracking information.

CLA also researched new tools and metrics for monitoring irregular activity and reporting time and attendance information. Below is a list of some of the tools that the City and WPD could explore further:

- *Officer Trak* – This software is available both on web and as a mobile app. It allows jobs to be distributed (ensuring fairness and accuracy), and it also allows officers to track things while leaving video, photos, and notes. It also allows officers to clock in and out and has GPS technology. This app may also be helpful to the officers as it shows a calendar with notifications and shows job history.
- *Detail Kommander* – This software allows the department to easily manage extra duty and overtime details from any place, anytime, and on any device. This will automate and create fair job assignments. Officers can log relevant activity and notifications/reminders.
- *Police DTS* – This software will manage details, overtime, and attendance. The software automates detail disbursements, overtime disbursements, leave requests, approvals, vendor billings, and much more.

²¹ This was requested back in 2020 by Deputy Chief Fleming and WPD. Per Fleming, funding would come out of WPD budget.



In addition to the tools above, which can be used for tracking and managing the scheduling of details, there may be an opportunity for WPD to adopt an electronic and online private detail request form for vendors to request police coverage, similar to the service request form currently located on The City's website.²² This system, if it can be implemented, would allow vendors to submit detail requests to the city electronically, helping to centralize all details and facilitate monitoring of the process.

L. Right to Amend Report

CLA reserves the right to amend this report if additional information comes to our attention or is presented to us that might further support, supplement, or otherwise change any findings expressed herein.

²² The page CLA is referring to currently is the "Worcester 311" page [Worcester 311 | City of Worcester, MA \(worcesterma.gov\)](https://www.worcesterma.gov/311).



Eric D. Batista
City Manager



Attachment for Item #8.39 B

March 19, 2024

TO THE WORCESTER CITY COUNCIL:

In 2020, Worcester residents took to the streets, joining people across the world in calling for systemic change within police departments and institutions at large.

The City of Worcester heard that call and recognizing that we could do better, responded with the February 2021 Executive Order to Assess and Address Institutional and Structural Racism. With that order, the city made a commitment to review institutional norms, systems, policies, and practices. In keeping with that, the city engaged the services of CNA - an independent, nonprofit research and analysis organization - to conduct a racial equity audit of the Worcester Police Department.

While the audit started prior to my tenure as City Manager, it aligns with my commitment to promote transparency and accountability within the Worcester Police Department and my prioritization of diversity, equity, and inclusion (DEI) efforts across all City departments.

Following over a year of gathering and analyzing demographic data; evaluating internal operations, policies, procedures, and communications; and conducting surveys and interviews, CNA has completed its audit.

The audit found that while the Worcester Police Department has numerous strengths, it also has areas for improvement. We welcome CNA's recommendations. As the former Director of Urban Innovation, I have always been an advocate for change, especially when it helps us better serve residents.

An important takeaway from the audit is that most police department employees that responded to CNA's survey had generally positive sentiments regarding the department's treatment of employees, irrespective of race, gender, or ethnicity. CNA also applauded the City for its comprehensive range of training courses that promote fairness and impartiality and establishing positions dedicated to improving DEI.

The department first established a DEI position over ten years ago, and while the position was initially part-time it has since hired two full-time DEI officers.

The audit did highlight an issue the department was already aware of - minority groups are underrepresented in the police department's ranks, with 80 to 84 percent of personnel being white from 2015 to 2021.

The Department has been working to make its ranks better reflect the diverse makeup of the City in the following ways:

- Two DEI officers meet periodically with stakeholders in the community to work on ways to reach different communities within the City, including Black Families Together, the Worcester branch of the NAACP, the Church & Clergy Alliance, and the Southeast Asian Coalition, among others.
- It is developing a mentor program for all officers who are interested in getting promoted.
- It is coordinating with my office to contact the Massachusetts Civil Service Commission about expanding the department's residency and age requirements.

The lack of diversity, especially at higher ranks, isn't solely the fault of the department.

CNA found that the existing civil service process "has posed some challenges for the department's ability to promote a more diverse group of staff" and recommended the City move away from it. The organization noted that the Civil Service process has been controversial because promotions are based on a written multiple-choice test that white officers historically perform better on than officers from communities of color. That results in those white officers being placed higher on the resulting score-based lists.

My Office is recommending the City Council approve legislation to exempt the positions of Police Chief and Deputy Police Chief from Civil Service. If passed, this will allow me to choose candidates who will best serve the City based on their experience and background, not their score on a test.

Another finding from the CNA survey found that some employees feel there is favoritism in the department when it comes to promotions. Due to the civil service exam, which places candidates for promotion in a ranked pipeline based on their scores, favoritism does not play a role in promotions. Though, as I've stated, the civil service process has its own issues which we are looking to address.

Figures that will likely jump out at people in the report are related to arrests, with Black community members and Hispanic community members 2.17 and 1.84, respectively, times more likely to be arrested than their white counterparts. The numbers are concerning; however, it is important to look at those numbers with context.

The figures are based off the demographic breakdown of the population of the entire City of Worcester, however the majority of people being arrested in the City are young people. Worcester is becoming a more diverse City every day and because of that the demographics of its younger population don't match the demographics of the older generation. When you look at the arrest data compared to Worcester Public School enrollment data the populations line up more closely. Also keep in mind that the school population does not fully capture a demographic breakdown of all the youth in the City.

Black students make up 16.6 percent of the district and Hispanic students make up 43.3 percent of the district, while Black youth account for 28.8 percent of juvenile arrests and Hispanic youth represent about 48 percent of juvenile arrests.

CNA also found that the racial breakdown of arrests had the same patterns of disparity in situations where officers have limited discretion in the matter, such as warrant arrests, and higher discretion, such as trespassing or disturbing the peace. That finding means the disparities aren't the result of officers' discretion alone and other factors are at play.

Those factors could include more calls for service in a particular area, and CNA recommended the City collect and evaluate additional data points so it can better understand the contributing factors to arrests.

The City and police department fully support the collection of more data, and the sharing of that data with the public. Since being named Interim Police Chief, Paul Saucier has worked to make data more available to the public through sharing it on social media and posting it on the City's website.

The arrest figures also make it clear that youth are overrepresented in arrests. The department is committed to help lower those numbers and arrest is currently the department's last resort for juveniles.

The department's efforts to lower juvenile arrests include helping govern the Worcester Youth Violence Prevention Initiative and establishing several youth programs, including a summer camp for 300 inner city youth, Bigs in Blue – a Big Brother Big Sister program with officers and youth, and Arts and Music Police Partnership (AMPP) – a program that provides music therapy to at-risk youth, Clergy Police Youth Partnership – a mentorship program, and Police Athletic League Basketball.

CNA recommended updating the juvenile policy as a way to encourage diversion, and additionally suggested making changes to the policies surrounding recruitment and social media usage.

The Worcester Police Department has already committed to review not only those, but all of its policies and look for ways to improve them. In October, the department launched the Police Review Committee with a member from every division and its two DEI officers. The committee is working in conjunction with the Human Rights Commission to review the policies which are also online for the public to review. The public can submit their comments to the committee via email.

Allowing the community to engage in the policy review process is critical for the department. Both Interim Chief Saucier and I know that developing an open dialogue with the community builds better relationships between the community and police, which ultimately leads to safer communities.

In the audit report, it was clear that some members of the community are looking for better engagement with the police department. The department has recognized that as an area for improvement itself and in addition to existing community policing programs is launching new community policing initiatives including park and walks and additional attendance at community meetings.

Overall CNA provided the city with several recommendations to help eliminate any racial or implicit biases within the department, many of which the department already took upon itself to initiate and others that the department looks forward to getting underway.

This audit is just one step of many that the City is taking to improve the quality of services the police department delivers and the improve the culture withing the department.

It is also a reminder that it is important to continuously review and analyze the work we do as a City and Police Department to ensure we are best serving both the public and our law enforcement officers.

I look forward to a detailed review and discussion of the audit in committee.

Respectfully submitted,



Eric D. Batista
City Manager



January 2024



Final Report

RACIAL EQUITY AUDIT OF THE WORCESTER, MASSACHUSETTS POLICE DEPARTMENT

Keri Richardson, Steve Rickman, William "Bill" Taylor, Adriana Volpe, Kaitlin Moloney, and Luther Tyus



This document contains the best opinion of CNA at the time of issue.

Suggested citation:

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January 2024


Acknowledgments

CNA acknowledges the support and assistance we received from the City of Worcester, the Worcester Police Department, and Worcester community members and organizations in completing this report. The input, data, and resources we received were invaluable in compiling our findings and recommendations. In particular, we would like to thank City Manager Eric Batista, Assistant City Manager Hung Nguyen, Chief Steven Sargent, Sergeant Angel Miranda, Officer Casey Onuigbo, members of the Worcester NAACP, Black Families Together, and all community members and department personnel who participated in interviews or sent input. We also acknowledge DeAnna Sweeny and Cait Kanewske from CNA, who have made valuable contributions to this report.

CNA also would like to acknowledge the contributions of Sergeant Derrick Leto, who worked diligently to fulfill our data requests and support the needs this audit. Sergeant Leto was a beloved member of the community, and we at CNA offer our sincere condolences to his loved ones and to the Worcester community.



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Executive Summary

Worcester, Massachusetts, is the second-largest city in New England, following Boston. It thrives as a hub for trade, industry, and learning, and it has also gained recognition for its expansive parks and abundant array of museums and art galleries. The mission of the Worcester Police Department (WPD) is to ensure a safer community for the citizens of Worcester, with a dedication to elevate public safety and overall quality of life through exceptional services for residents, businesses, and visitors.¹

In the wake of the deaths of George Floyd, Breonna Taylor, and many others, there has been a significant push for racial justice and for the examination of law enforcement practices. The Worcester community has expressed concerns about structural racism in policing through various means, including protests, a public hearing held by the Board of Health,² and a discrimination lawsuit brought by WPD personnel.³ In response to the increased demand for racial justice, the City of Worcester has taken proactive measures to evaluate the policies and practices of the WPD, issuing a request for proposals for a racial equity audit of the department. In February 2022, CNA was selected through a competitive bidding process to conduct this audit, reflecting the City's commitment to addressing issues of systemic racism and ensuring a fair and just policing approach.

CNA incorporated the principles of diversity, equity, and inclusion (DEI) throughout this audit to comprehensively examine the complex challenges and multifaceted issues associated with racial inequities. Our team assessed data from the WPD through a racial equity lens to find and reduce racial disparities and identify actionable steps to improve the department's DEI efforts moving forward.

The purpose of this audit was to evaluate and address the institutional norms, systems, policies, and practices that hinder efforts to dismantle institutional racism and promote a more equitable and inclusive community. While collaborating with the City of Worcester and the WPD, CNA gathered and analyzed demographic data; evaluated internal operations, policies, procedures, and communications; and assessed service provision to ensure alignment with the City's mission. Furthermore, CNA assessed the WPD's culture, evaluating DEI competencies. Ultimately, we delivered recommendations and strategic initiatives aimed at eliminating racial biases and disparities in policing practices. CNA also developed a blueprint for implementing the recommendations, outlining actionable steps for each initiative.

¹ "About Us," City of Worcester, MA, <https://www.worcesterma.gov/police/about-us>.

² Neal McNamara, "Racism in Worcester Policing Spotlighted at Health Board Hearing," Worcester, MA Patch, Apr. 5, 2021, <https://patch.com/massachusetts/worcester/racism-worcester-policing-spotlighted-health-board-hearing>.

³ Neal McNamara, "Worcester Settles 27-Year Police Promotion Discrimination Lawsuit," Worcester, MA Patch, Sept. 8, 2021, <https://patch.com/massachusetts/worcester/worcester-settles-27-year-police-promotion-discrimination-lawsuit>.

CNA's audit identified key findings in the areas of DEI, recruitment and promotion, policies and procedures, community engagement, use of force, and professional standards. Key themes from these findings include the following:

- Black and Hispanic individuals have been overrepresented in arrests.
- Black and Hispanic officers have been underrepresented in WPD leadership positions over the past five years; and the current Massachusetts Civil Service process limits leadership's ability to increase the number of diverse candidates who receive promotions.
- Analysis of high- and low-discretionary arrest and citations revealed that racial disparities do not increase as officers have more discretion.
- The WPD's organizational procedures and engagement processes can be enhanced to promote diversity and impartiality.
- Respondents to a survey of WPD personnel do not believe that an individual's racial identity affects how they are treated internally at the WPD; however, some WPD members believe that during promotion and disciplinary processes, preferential treatment may be given to those who have personal relationships with leadership.
- To better evaluate racial disparities, the WPD should improve its mechanisms for collecting and reporting data.

It is also important to recognize the numerous strengths demonstrated by the WPD. First, the department offers a comprehensive range of training courses that not only build necessary skills for officers, but also aim to promote fairness and impartiality. Second, the department has established dedicated positions aimed at improving DEI, and it is actively engaging with the community through various initiatives, such as taking part in youth programs. These measures reflect a dedication to addressing DEI issues while striving for positive, transformative change within the community.

The recommendations provided in this report are designed to enhance the ongoing initiatives of the WPD. By introducing reforms across various aspects of the department, including areas of professional standards, recruitment and promotions, and community engagement, the WPD can reinforce its dedication to eradicating racial inequities in Worcester and building a more inclusive community.

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Introduction

With a population of around 205,000, Worcester, Massachusetts, is the second-largest city in New England, following Boston. It thrives as a hub for trade, industry, and learning, and it has also gained recognition for its expansive parks and abundant array of museums and art galleries. The city has witnessed significant growth in both its population and immigrant community, resulting in more demographic diversity over time.

The mission of the Worcester Police Department (WPD) is to ensure a safer community for the citizens of Worcester, with a dedication to elevate public safety and overall quality of life through exceptional services for residents, businesses, and visitors. The chief of police has outlined three primary duties for the WPD, which consists of about 450 sworn police officers. These duties encompass responding to service requests, conducting quality-of-life policing, and engaging in crime prevention and investigation. These responsibilities are shared among the various divisions and units within the organization.

In the wake of the deaths of George Floyd, Breonna Taylor, and many others, there has been a significant push for racial justice and for the examination of law enforcement practices. The Worcester community has expressed concerns about structural racism in policing through various means. In response to the increased demand for racial justice and for an examination of the role of law enforcement, the City of Worcester has taken proactive measures to evaluate the policies and practices of the WPD. In February 2022, CNA was selected through a competitive bidding process to conduct a racial equity audit of the WPD, reflecting the City's commitment to addressing issues of systemic racism and ensuring a fair and just policing approach.

The purpose of this audit was to evaluate and address the institutional norms, systems, policies, and practices that hinder efforts to promote a more equitable and inclusive department and community. While collaborating with the City of Worcester and the WPD, CNA gathered and analyzed demographic data; evaluated internal operations, policies, procedures, and communications; and assessed service provision to ensure alignment with the City's mission. Furthermore, CNA assessed the WPD's culture, evaluating its diversity, equity, and inclusion (DEI) competencies. Ultimately, we delivered recommendations and strategic initiatives aimed at eliminating racial biases and disparities in policing practices.

CNA's methodology for conducting this assessment of racial equity was grounded in a holistic application of DEI principles in order to comprehensively address the multifaceted aspects of racial inequities. This approach allowed us to identify actionable steps that the department can take to promote racial equity while also strengthening its DEI initiatives.

Goals and objectives

CNA was charged with accomplishing the following tasks:

- Gather, review, and interpret disaggregated demographic data for the City of Worcester in relation to the WPD workforce and communities it serves.
- Assess and monitor the WPD's internal operations, policies, procedures, and practices (including the department's website and social media platforms) to assess what is in place, what should be eliminated, and what should be added.
- Review data on WPD services to understand whether the department appropriately serves its community and ensures that its activities align with the City of Worcester's mission, vision, and values.
- Recommend additional data that could be developed to inform city practices moving forward.
- In conjunction with designated City of Worcester staff, assess the WPD's culture to determine employee and management DEI competencies with a racial equity lens.
- Provide recommendations and strategic planning initiatives (blueprints) for reforms that eliminate racial and implicit biases and/or disparate treatment in policing deployments, strategies, policies, procedures, and practices.

Audit areas of focus

The CNA audit team's analysis was guided by six focus areas, informed by both the WPD's request for proposals and CNA's expertise in conducting racial equity audits and strategic planning. These focus areas encompass the assessment of DEI; recruitment, hiring, and promotions; policies and practices; community-oriented policing; use of force; and complaint processes. Our review revealed supplementary themes arising from interviews, surveys, document reviews, and analysis of WPD data sources.

Methodology and approach

The CNA audit team based its approach on guiding principles, including the following: (1) evidence-based analysis, with an emphasis on research, including both academic research and documented lessons learned and best practices from the field, and (2) a commitment to conducting comprehensive reviews and applying best practices in police settings. We employed a multimethod assessment design, including interviews, reviews of policies and documents, listening sessions, survey analysis, and data analysis.

Document review

The audit team reviewed the WPD's policies and procedural documents related to the areas of focus identified above. These documents, sourced from different divisions and encompassing a variety of forms, including policies, directives, manuals, and training documents, underwent thorough review and summarization. For this review, the WPD provided its full online policy manual, which includes 143 policies and procedures. For the purpose of this audit, the team focused its review on several areas, including the following:

- Standards of conduct
- Body-worn camera policy
- Impartial policing
- Community engagement
- Training
- Professional standards and complaint procedures
- Use of force
- Youth interactions
- Recruitment and hiring

We examined these documents for potential racial disparities, seeking to pinpoint opportunities for advancing the department's commitment to DEI.

Community listening sessions

The audit team engaged in two on-site listening sessions at Worcester Technical High School in September 2022. During the two sessions, the audit team met with about 25 attendees, including members of the community, local advocacy organizations, and special-interest groups. Through these listening sessions, the audit team obtained qualitative data on community-stakeholder perspectives and on expectations for fostering WPD culture changes aimed at enhancing racial equity programming and practice. Community members' experiences and insights offered important perspectives on law enforcement policies, while advocacy and interest groups shared community experiences that enriched our understanding of community policing efforts and engagement dynamics.

We recruited attendees for the listening sessions through the WPD's Facebook page, and we also sent email invitations to community groups identified by the WPD. In addition, we asked community members and other stakeholders that we had interviews with to share the invitations within their community networks.

During the listening sessions, we led a semi-structured discussion with attendees; however, community members were encouraged to share their thoughts and experiences involving the WPD throughout the session. The listening session discussions were guided by four overarching topics:

- The WPD's roles and responsibilities
- Experiences with WPD officers and staff
- Strengths of the WPD

- Areas of improvement for the WPD

Quantitative data analysis

CNA conducted statistical analysis by evaluating administrative data related to crime, incident, complaint, demographic, and workforce information. Through initial discussions with the WPD, the audit team identified data systems and made subsequent requests for administrative data, encompassing records management and other pertinent databases. The collated data allowed the team to complete these analyses and evaluate the effectiveness of data-collection mechanisms and systems. CNA requested five years of administrative data encompassing various data types and, during the analyses, identified potential ways the WPD could enhance data structure and collection practices. The results of this data analysis are included throughout this report in the corresponding topic areas.

Interviews

CNA also conducted interviews to comprehensively understand formal policies, WPD culture, community concerns, and DEI practices within the department. The CNA audit team held 31 semi-structured interviews with WPD leadership, line staff, City of Worcester leadership, as well as local advocacy groups, nongovernmental organization members, and community members. To widen the pool of interview subjects, the audit team asked interviewees to recommend potential participants. These interviews yielded qualitative data that are crucial for assessing policing practices, culture, leadership, and community engagement, informing recommendations for the WPD's future initiatives. The interviews were conducted through various means, including phone calls, virtual platforms, and in-person site visits.

Survey analysis

To comprehensively gauge personnel perspectives on the issues related to this audit, the CNA team asked all sworn and nonsworn WPD personnel to complete an anonymous, 15-minute survey online. The survey included questions related to professional growth, DEI, training, community relations, and professional standards. It had a 23.49 percent response rate, with 105 respondents. The majority of the respondents identified as male, sworn staff, and patrol officers, and there was diverse representation in terms of age, education, and racial backgrounds. Aggregate information about the survey respondents can be found in Appendix B. The results of the survey analysis are included throughout this report in the corresponding topic areas.

Overview of the report

This report contains six chapters, including this introduction. The next two sections summarize the community input from the listening sessions and interviews, respectively. We then summarize analysis of the data sources provided by the WPD, including both quantitative data and document

reviews. Finally, we include 35 findings and 43 associated recommendations for the WPD and the City of Worcester. For each finding, we discuss policies and procedures in such areas as DEI; recruitment, hiring, and promotion; policies and procedures; community-oriented policing; use of force; and complaint processes.

In addition, the report includes four appendixes. Appendix A presents a strategic blueprint that organizes the audit team's recommendations in a suggested guide for implementation. Appendix B displays the aggregate results of the demographics of survey participants. Appendix C includes a copy of the survey completed by the WPD members.

Community Input Analysis

This chapter of the report provides our assessment of qualitative themes from the listening sessions. We detail findings and recommendations related to this chapter in the last chapter of the report. In evaluating racial equity, while also incorporating (DEI) principles, the audit team asked listening session participants questions about their engagement with the WPD and their perceptions of racial equity, transparency, and inclusivity in WPD practices. These viewpoints offer valuable insights into how individuals experience and perceive the actions and policies of the police department.

Community listening sessions

The audit team held two in-person listening sessions at Worcester Technical High School. Approximately 25 participants, including community members and members of local advocacy organizations and special-interest groups, took part in these sessions. The purpose of the sessions was to gather qualitative data on community-stakeholder perspectives and on expectations regarding the enhancement of racial equity programming and law enforcement policies. During the listening sessions, it became clear that members of the Worcester community are looking for more transparency, community engagement, and accountability from the department. In the following sections, we highlight concerns in three core areas: community relations, community engagement, and investigation of complaints. Across all of these areas, we highlight concerns about racial equity in police interactions with the community, particularly with communities of color. In later sections, we discuss our findings from the listening sessions in more detail and also provide recommendations.

Community relations concerns

Within Worcester's growing and diverse immigrant community, concerns have emerged regarding interactions between WPD officers and individuals who may have limited English proficiency (LEP). During listening sessions conducted as part of the audit, a significant theme arose, highlighting instances in which officers used force on individuals who struggled to comprehend commands due to language barriers. Community members believe that these situations have underscored the potential consequences of a lack of cultural sensitivity and understanding in law enforcement interactions.

Furthermore, community members have expressed apprehension regarding social media posts shared by the WPD members. These concerns primarily revolve around content posted on WPD members' Facebook pages and in private Facebook groups managed by WPD members, which some community members have found offensive and divisive. The perception is that in addition to being offensive, these posts contribute to a sense of disunity within the community. The impact of such posts has been acknowledged throughout the community, emphasizing the pressing need for the WPD to address these instances and uphold a standard of communication that aligns with inclusivity and respect.

Community engagement

Community members also expressed a desire for increased police presence and engagement in their neighborhoods. They believe that officers should have more opportunities to interact with the community by stepping out of their patrol vehicles and engaging in conversations with residents. Some individuals believe that strained relationships between the community and law enforcement stem from unfamiliarity, because many community members do not personally know their local officers. Promoting greater interaction between officers and community members could cultivate positive relationships and alleviate perceptions of racial inequality.

The perception in the community is that the WPD's monthly community meetings should foster more collaboration. Community members desire more effective advertising and substantive content during these meetings. They believe that sharing additional data points and updates on department practices and operations could make the dialogue more collaborative. In addition, some community members were unaware of the meetings pertaining to the implementation of the WPD's body-worn camera program. They cited this as an example of the department's limited progress in actively involving them in crucial community-related developments.

Investigation of complaints

Some community members expressed concerns about the WPD's complaint-investigation process, and that they feel unsure about the fairness and equity of such investigations. A major issue is a lack of understanding surrounding investigative procedures, resulting in confusion for both community members and their legal representatives as they try to understand how complaints are handled and what information is considered during reviews. Members of the local defense council's lack of understanding about the complaint-investigation process has led to a strained working relationship with WPD. Community members have advocated for changes that would enhance their trust in the transparency and effectiveness of complaint investigations and resolutions.

Interview Analysis

This chapter of the report provides our assessment of qualitative themes from interviews with WPD staff, community members, and other local stakeholders. We detail findings and recommendations related to this chapter in the last chapter of the report. In evaluating racial equity, while also incorporating diversity, equity, and inclusion (DEI) principles, the audit team asked interviewees about WPD policies, procedures, training, and practices. Interviewees were also asked about the WPD's efforts to promote DEI internally and in the community.

Community and personnel interviews

Over the course of conducting this audit, CNA met with 20 interviewees from the City of Worcester and the WPD. These interviewees included public officials, City of Worcester leadership, WPD leadership, and WPD staff. Interviewees from WPD staff represented various levels of the department, including officers, supervisors, and executive staff. During these interviews, the audit team asked a series of questions regarding racial equity as it related to training, policy, community engagement, and other department practices.

The audit team was also able to conduct 11 interviews with community members and members of local stakeholder groups. During these interviews, the audit team asked a series of questions regarding community interactions with the WPD, and about interviewees' perceptions around policies and practices that might contribute to racial inequity.

During these interviews, it became clear that WPD members and local stakeholders believe that the department has done a good job keeping the city safe. Numerous interviewees expressed that there is a prevailing, shared belief that Worcester is a safe place to live. The interviewees agreed that the department should focus its efforts on improving recruitment, promotion, discipline, and support for officers. In addition, the interviewees expressed a desire for further collaboration and engagement between the community and the WPD. Community members and local stakeholders believe that improved relationships with the WPD could allow the department to understand their perspectives and foster community trust.

In the following sections, we highlight eight core areas of concern from the interviews: diversity and recruitment challenges, internal equity and inclusivity, civil service promotions, officer wellness, training, community engagement, collaboration with local stakeholders, and trust in WPD leadership. Across all of these areas, we highlight community concerns about racial equity in police interactions with the community, particularly with communities of color. In later chapters, we discuss our findings from the listening sessions in more detail and also provide recommendations.

Diversity and recruitment

The feedback gathered from stakeholders underscored a pressing concern about the dearth of diversity in the WPD. Community members, stakeholders, and city leadership detailed various staffing-related issues in WPD, including concerns surrounding DEI and recruitment. Participants noted that people of color and women are underrepresented in the department, and because of this, the department is demographically dissimilar from the community it serves.

When asked about what the WPD should improve on related to recruitment, interviewees said it is imperative that the department take a more concerted and effective approach to recruiting and promoting individuals from diverse backgrounds. The prevailing consensus was that for the WPD to fulfill its role as a community-oriented law enforcement agency, its composition should mirror the rich diversity of the community it serves, reinforcing the principles of inclusivity and representation that are fundamental to effective and equitable policing.

Internal equity and inclusivity

WPD staff, as well as a few local stakeholders, consistently voiced concerns about favoritism at the WPD. Many of the interviewees were aware that the perception of favoritism in disciplinary actions and promotions can erode trust and confidence in the department's fairness and equity. Moreover, the potential influence of personal connections on disciplinary and promotion outcomes raises questions about the objectivity and integrity of these processes. During audit interviews, WPD members raised concerns that promotions and discipline are not administered equitably.

One common thread that emerged during the audit interviews was the desire of WPD staff to experience a greater sense of inclusion and representation in the discussion of departmental changes. Staff members believe that the department has limited avenues to collect essential feedback from officers working in the field. Without mechanisms like focus groups or surveys for staff, the ability to gauge the sentiments and concerns of officers appears to be hindered. WPD staff expressed a desire to create a culture of openness and responsiveness that is inclusive of its officers.

Civil service promotions

Interviewees frequently raised concerns about the civil service procedure. The main focus was on the WPD's reliance on promotional testing from the Massachusetts Civil Service Human Resources Division. Many members of the WPD believe that this process did not adequately assess skills and experience important for promotions. Although it is recognized that the civil service process aims to mitigate bias and increase objectivity in promotion decisions, WPD members believe that it has introduced new issues and challenges by neglecting other significant factors in promotions.

Officer wellness

Through interviews and discussions with WPD staff, it became apparent that officers felt that they lacked a formalized and comprehensive wellness program. Although the department did provide some training in suicide prevention and emphasized the importance of officers maintaining their physical health, there was a palpable sense among the staff that more significant steps need to be

taken to bolster officers' overall wellness. The department's ability to address officer wellness is critical in the context of racial equity and DEI. Its efforts could help to create a healthier and more empathetic law enforcement environment, which could improve officers' abilities to engage with communities in a fair and equitable manner. In addition, fostering an inclusive workplace environment requires a constant dedication to employees' well-being.

In conversations with staff, it became evident that officers were seeking a more holistic and supportive approach to their well-being. The existing measures, while essential, were seen as incomplete, leaving substantial room for improvement. Officers expressed a desire for a structured wellness program that could encompass a broader spectrum of their physical and mental health needs. They highlighted the need for resources that not only address the challenges of their profession, but also provide proactive and reactive support for coping with the stresses and demands inherent to law enforcement.

Training

In conversations with WPD personnel, several interviewees highlighted the value of the department remaining up to date with effective training approaches for handling real-life situations in the community. The interviewees expressed a preference for more hands-on, scenario-based training that is directly applicable to their roles and experiences in the field. This sentiment was echoed by external stakeholders who also emphasized the benefits of scenario-based training for the department. In addition, community members have expressed an interest in participating in such training scenarios, underscoring the community's desire to engage proactively with law enforcement to enhance mutual understanding and preparedness.

Community engagement silos

During interviews with community members and external stakeholders, concerns emerged regarding community engagement practices within the WPD. The central issue that came to light was the perception that these engagement efforts are siloed and confined to specific units within the department, rather than constituting a holistic and consistent approach that permeates every facet of the department. These engagement efforts typically involve a specific unit or group of officers who consistently engage in community-related activities. During the interviews, community members raised questions about the comprehensiveness of community outreach and the efforts of the department to reach all members of the community.

Community stakeholders also questioned whether the diverse and multifaceted needs and perspectives of the Worcester community were being adequately addressed by the department. Some questioned whether the department was harnessing the full potential to build trust, foster positive relationships, and collaboratively work with residents to address the various issues that affect the well-being of Worcester residents.

Collaboration with local stakeholders

The WPD has established a partnership with the City of Worcester's Human Rights Commission (HRC) to address community concerns regarding equal access and protection of civil rights. Through conversations with members of this group, local stakeholders expressed a belief that

communication and collaboration between the HRC and the WPD could be strengthened. Although regular annual meetings take place between the WPD and HRC, communication and collaboration between the two groups could be enhanced. Some strategies for addressing these challenges were proposed, such as increasing the frequency of meetings, improving data preparation, and identifying long-term goals for the WPD and HRC's collaborative efforts.

Enhancing trust in WPD leadership

In-depth interviews with community members and external stakeholders uncovered concerns about racial bias and inequity within the WPD. A recurring theme was the unease surrounding comments made by WPD leadership asserting the absence of institutional racism in the department. This assertion caused significant consternation among both community members and external stakeholders. It was seen as a failure on the part of both the WPD and its leadership to recognize how policing practices have disproportionately affected communities of color. Many external stakeholders noted that this statement disregarded their lived experiences. As a result, trust in the department has been affected, posing additional challenges for building positive relationships between the community and the WPD.

Document Review

This chapter of the report provides our qualitative assessment of WPD policies and procedures, strategic planning, and training, based on a review of documents related to these areas. We will detail findings and recommendations related to this chapter in the last chapter of the report.

Policies and procedures

The WPD's policy manual includes a variety of important policies that should be implemented by a department looking to foster an inclusive and equitable environment. The department has developed policies to guide officers in impartial policing, understanding racial profiling, community engagement, youth interactions, interactions with victims, and use of force. Analysis of these policies revealed that a substantial portion of them exhibited comprehensive coverage and alignment with industry standards. The policies examined instruct officers to conduct themselves impartially, following state laws and receiving training support. The WPD's mission statement (Policy Number 01) emphasizes fair and equitable enforcement as a primary duty of the department and its personnel, and it incorporates principles of community-oriented policing and collaboration.

Importantly, the department's policy on Bias Free Policing and Profiling (Policy Number 211) is clearly written, includes appropriate definitions, and explicitly forbids discriminatory practices based on individual characteristics. The policy acknowledges that individual instances of biased policing contribute to systemic racism. It outlines clear procedures for preventing, identifying, and monitoring for biased policing and profiling, and it specifies how the policy will be enforced, with specific responsibilities for supervisors. The policy states that training on fair and impartial policing should take place annually, and it comports with best practices.

Although the policies and procedures implemented by the WPD encompass a range of important areas that have the potential to contribute to equity and inclusivity, there is an opportunity for improving racial diversity, equity, and inclusion in the department. There is a pressing need to update specific policies, particularly those concerning juvenile arrests, recruitment, and social media usage.

The revision of the WPD's juvenile arrests policy should incorporate measures aimed at safeguarding juvenile privacy and alternatives to arrest. The current policy (Juvenile Procedures/Arrests, Number 710) is largely focused on detention, interrogation, and release procedures. Although the policy appropriately establishes that juvenile offenders should be handled using the least coercive methods possible, it does not reference any diversion options or programs. The policy should acknowledge alternatives to arrest, at least as a reference if those programs are described in other policy or procedural documents. The policy also establishes no specific privacy protections for underage offenders, whose identities should be given additional protections compared with adult offenders.

In addition, the WPD's recruitment policy does not currently incorporate a statement acknowledging the department's commitment to promoting diversity. The Recruit Selection policy (Number 125) is

largely focused on procedural concerns, such as background checks and other administrative aspects of recruitment. This policy would benefit from acknowledging the importance of diversity in recruitment in its opening section, and, if appropriate, referencing the department's strategy for recruiting a diverse workforce.

Finally, the department's policy on social media use by officers should be expanded. The current policy (Social Media Policy, Number 306) is very brief and provides relatively little guidance to officers about off-duty social media use. It provides general guidance informing officers that no social media use is truly private and that their posts could be used to discredit them or affect perceptions of their fitness for duty. It also states that "Officers shall not post content that reflects bias or hatred toward any individual or group because of their racial, ethnic, and religious or gender identity." It also references the WPD's general policy for off-duty behavior and notes that those policies apply to social media use as well. However, the policy only includes definitions of "Social Media" and "Social Media Presence and Conduct;" it does not define content reflecting bias, nor does it reference other department policies or training related to bias. In addition, it does not describe consequences for engaging in biased behavior on social media, or any system for reporting this behavior (either by personnel or community members), and it explicitly notes that the department will not monitor employees' social media accounts absent an investigation. It is unclear how violations of this policy would be identified, other than through formal complaints by community members, who may not realize that this behavior is reportable.

Strategic planning

A key aspect of promoting racial equity and DEI efforts is establishing clear goals and a targeted approach. The WPD lacks a comprehensive strategic plan as well as defined objectives to guide its DEI efforts, community engagement activities, and specific recruitment practices. Although the department is actively engaged in addressing these areas, the absence of a well-defined strategy with specific objectives creates challenges for cohesive implementation and could hinder the department's ability to track and evaluate progress and enhance its initiatives effectively.

Training

The WPD's training curriculum adheres to the guidelines set by the Massachusetts Municipal Police Training Committee (MPTC). This curriculum covers various important topics, including legal updates, trauma-informed policing, duty to intervene, hate crimes, and response to interpersonal violence. In addition, the department offers a 20-week academy training program, also aligned with MPTC standards, covering such areas as officer wellness, criminal investigation, and use of force. Although the audit team could not access the training curriculum materials, these courses are intended to equip officers with essential skills for serving fairly and impartially.

Furthermore, the WPD provides specialized crisis intervention team (CIT) training to a significant portion of its sworn staff, in line with expert recommendations, with plans to extend this training to

the entire force. However, the field-training program requires attention, as it lacks a structured framework, established in policy, with clear objectives. The absence of formal guidelines raises concerns about the consistency and effectiveness of training for new recruits, potentially affecting fair and impartial policing practices.

Departmental Data Analysis

This chapter of the report presents a quantitative analysis of WPD data collected by the audit team. It includes an analysis of data on arrests, citations, staffing, promotions, and complaints. In addition, this chapter includes a summary of the results of the online survey administered to WPD staff. For each topic discussed in this chapter, we include a summary of our data analysis followed by a description of the analysis results. The topics covered are DEI; recruitment, hiring, and promotion; policies and practices; training; community-oriented policing; and complaint processes.

It should be noted that a racial equity assessment and evaluation of policies and procedures would typically evaluate data on traffic stops, pedestrian stops, field contacts, use of force, and disciplinary actions. However, we could not include an analysis on racial disparities in these areas because of the lack of available data. The department can begin to implement procedures that would allow it to collect the datasets needed to conduct further analysis that could identify demographic disparities.

Diversity, equity, and inclusion

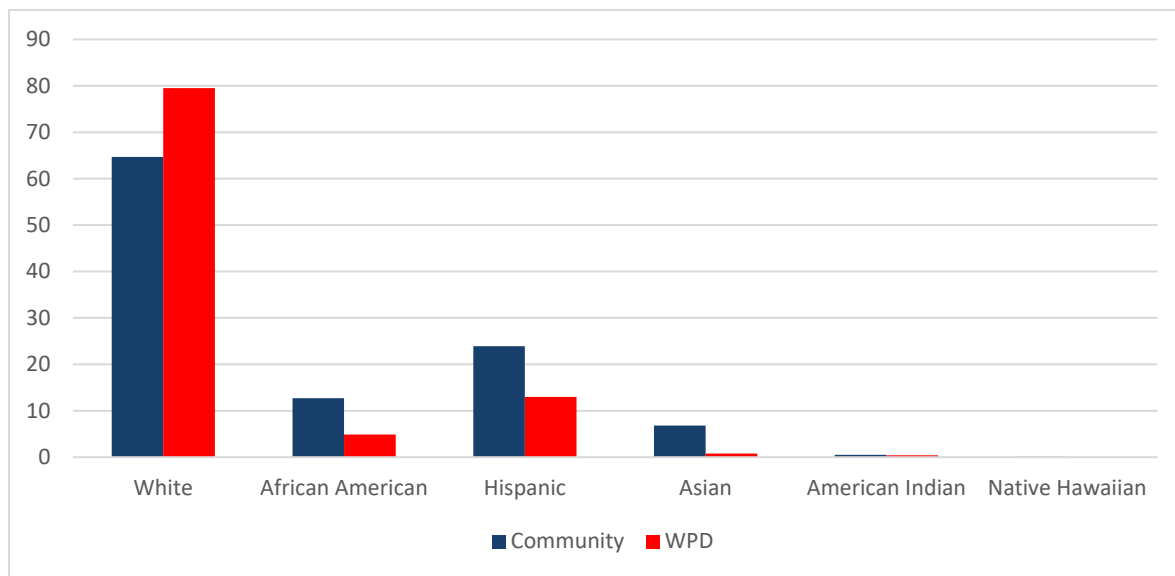
The audit team analyzed the WPD's staffing and demographic data from 2017 to 2021 and conducted a survey of WPD employees. A recent analysis of DEI in the WPD showed a limited level of diversity: since 2015, approximately 80 to 84 percent of personnel has been White. Although diversity has grown over the past five years, this increase has been very small. These data indicate an overrepresentation of White individuals in the WPD compared with Worcester's overall demographics, highlighting an underrepresentation of minority groups. The data on gender representation in both the City of Worcester and the WPD also indicate a significant need to enhance the department's diversity and representation initiatives.

In contrast, survey results of WPD employees' perceptions yielded generally positive sentiments regarding the department's treatment of employees, irrespective of race, gender, or ethnicity. Respondents largely agreed that the department has made efforts to diversify its workforce and create an inclusive environment. However, the survey also revealed concerns related to equity, particularly in the disciplinary process. A significant majority of respondents (over 60 percent) expressed the belief that this process prioritizes individuals who have the favor of the WPD or city leadership. This analysis highlights the need to continuously refine department processes that would help increase diversity.

Analysis results

Our analysis of the demographics of the Worcester community and the WPD revealed levels of disparity in the current makeup of the department: White individuals are overrepresented, and other groups are underrepresented (see Figure 1).

Figure 1. Race/ethnicity demographics of Worcester, MA, vs. the WPD, 2022



Source: Worcester Police Department.

Further data analysis revealed that in recent years, there has been a gradual increase in the representation of minority populations in the WPD. Notably, between 2016 and 2022, there was a modest increase in the number of Black WPD members and a small uptick in the number of Hispanic WPD members compared with previous years. This shift is notable against the historical backdrop, which has seen the WPD predominantly composed of White officers. Figure 2 provides information on the racial demographics of the WPD from 2015 to 2022. White WPD members have constituted approximately 80 percent or more of the WPD's staff since 2015. However, there has been a slow increase of minority populations in the police department. Between 2016 and 2022, there has been a 0.6 percent increase in the number of Black officers, and since 2015, there has been a 3 percent increase in the number of Hispanic officers.

Figure 2. The WPD's racial demographics, 2015–2022



Source: Worcester Police Department.

The survey conducted by CNA's audit team focused on the critical theme of equity in the WPD. Participants were asked to evaluate their levels of agreement or disagreement with statements pertaining to equity in the department. The survey included questions about representation and career prospects, seeking to gauge perceptions in these key areas. Notably, the survey outcomes indicated that a significant majority of respondents do not perceive various forms of institutional racism in the WPD. However, the survey also revealed that fewer than a quarter of participants strongly believe they are treated fairly by both the WPD leadership and fellow employees.

Table 1 breaks down of the survey respondents' opinions regarding equity. Over half of respondents (54 percent) either strongly agreed or somewhat agreed that they are treated fairly by the WPD leadership and employees.

Sixty-eight percent of respondents strongly disagreed that employees from historically underrepresented racial or ethnic groups receive fewer career opportunities than other employees. Seventy-four percent strongly disagreed that employees from these groups receive unfair treatment in hiring and promotion decisions. Sixty-four percent of respondents strongly agreed that the WPD

pays employees equitably regardless of their race, ethnicity, or gender. These survey results suggest that the WPD respondents do not have overwhelming concerns regarding inequality related to personal characteristics.

Table 1. Survey respondents' opinions about equity

	Strongly Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Strongly Disagree
I feel I am treated fairly by the WPD leadership and employees.	23%	31%	14%	15%	18%
Employees from historically underrepresented racial or ethnic groups receive fewer career opportunities than other employees.	7%	10%	3%	12%	68%
Employees from historically underrepresented racial or ethnic groups receive unfair treatment in hiring and promotion decisions.	3%	4%	9%	9%	74%
I feel that the WPD pays employees equitably regardless of race, ethnicity, or gender.	64%	5%	4%	10%	16%

Source: WPD Racial Equity Audit Survey.⁴

The next section of the survey asked the respondents their opinions about DEI efforts at the WPD. The survey defines inclusion as having diverse people, practices, and communities (intellectual, social, cultural, and geographical) that are actively welcomed.

An overwhelming number of respondents (82 percent) agreed or strongly agreed that the WPD has made significant efforts to diversify its workforce, while 4 percent strongly disagreed with this statement. Seventy percent agreed or strongly agreed that the WPD has created a culture of inclusivity and diversity among staff and ranks (see Table 2).

Regarding efforts to foster racial diversity and inclusivity in the workforce, over half of respondents (60 percent) agreed or strongly agreed that the WPD's staff accurately represents the community it serves. In contrast, a notable fraction of 14 percent strongly disagreed with this assertion. About half of respondents (49 percent) expressed neutrality on the statement about the WPD doing more to create a racially diverse and inclusive workforce. Conversely, when asked about institutional racism in the WPD, a significant proportion (64 percent) strongly disagreed that such racism existed in the department. Only a small percentage (7 percent) agreed with this statement, and an even smaller percentage (4 percent) strongly agreed with it.

⁴ The audit survey percentages may not add to 100 as a result of rounding.

Table 2. Survey respondents' opinions about DEI efforts

	Strongly Agree	Agree	Neither agree nor Disagree	Disagree	Strongly Disagree
The WPD has made significant efforts to diversify its workforce.	39%	43%	11%	3%	4%
The WPD has created a culture of inclusivity and diversity among its staff and ranks.	34%	36%	14%	5%	11%
As it stands, the WPD's staff is reflective of the community it serves.	14%	46%	18%	9%	14%
The WPD should do more to create a racially diverse and inclusive workforce.	5%	19%	49%	12%	14%
Various forms of institutional racism are present in the WPD.	4%	7%	12%	14%	64%

Source: WPD Racial Equity Audit Survey.

Table 3 shows the degree to which respondents agree or disagree with statements regarding professional standards at the WPD. Forty-four percent of respondents strongly agreed that the WPD's disciplinary action process benefits individuals who are favored by city officials or command staff. The majority (57 percent) of respondents do not feel comfortable and confident sharing thoughts or concerns with the WPD leadership with the expectation of being heard. A significant portion of respondents also indicated concerns about the WPD's disciplinary action process. Forty-three percent strongly disagreed that the WPD has a transparent process for disciplinary action.

Table 3. Survey respondents' opinions about the WPD's professional standards

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I feel comfortable reporting negative racial or cultural comments made by coworkers.	37%	23%	16%	8%	15%
I feel comfortable reporting negative racial or cultural comments made by a supervisor.	40%	18%	14%	10%	19%
The WPD's policies regarding impartiality and equity are easy to follow and understand.	38%	32%	18%	7%	4%
I feel comfortable and confident sharing my thoughts or concerns with the WPD	22%	13%	8%	17%	40%

leadership with the expectation that I will be heard.					
The process for investigating and resolving workplace racism or inequity claims is effective.	25%	26%	22%	6%	21%
I have experienced or witnessed a WPD officer engaging in disrespectful or inappropriate behavior toward another the WPD employee.	14%	10%	19%	21%	36%
The WPD has a transparent process for disciplinary action.	12%	25%	4%	16%	43%
The WPD disciplinary action process benefits individuals who are favored by city officials or command staff.	44%	18%	13%	11%	14%
I feel comfortable and confident in reporting incidents of racism or cultural insensitivity to supervisors knowing it will result in a fair and impartial investigation.	25%	25%	10%	18%	22%
I feel comfortable and confident reporting an incident when a fellow colleague demonstrated racially or culturally insensitive behavior or language.	29%	32%	11%	10%	18%
I feel comfortable and confident reporting an incident when a supervisor or command officer demonstrated racially or culturally insensitive behavior or language.	30%	22%	12%	10%	26%
All the WPD employees are held accountable after demonstrating inappropriate or offensive behavior.	21%	33%	4%	10%	33%

Source: WPD Racial Equity Audit Survey.

The racial equity survey also asked an open-ended question to allow respondents to provide feedback on WPD policies, procedures, and operations. In response to a question about recommendations for improving the WPD, staff expressed a need for improved overall training, increased representation of minority groups in the department, and measures to address the perceived “toxic” culture of the department. Some WPD officers believe that the department’s culture and atmosphere have become deeply corrupted. The respondents also articulated a demand for a

transformative change in the department's outlook toward its officers, stressing a desire for the department to recognize their value and include their different experiences during decision-making.

Some respondents also raised concerns about the potential for accusations of racism to tarnish officers' reputations. They held the belief that police are susceptible to being unfairly labeled as racist, resulting in a lasting stain on their reputation, even after a claim has been proven false. Respondents claimed that this has led to lowered morale among officers, who feel a lack of genuine concern from both the City and its leaders regarding their well-being and reputation.

Recruitment, hiring, and promotions

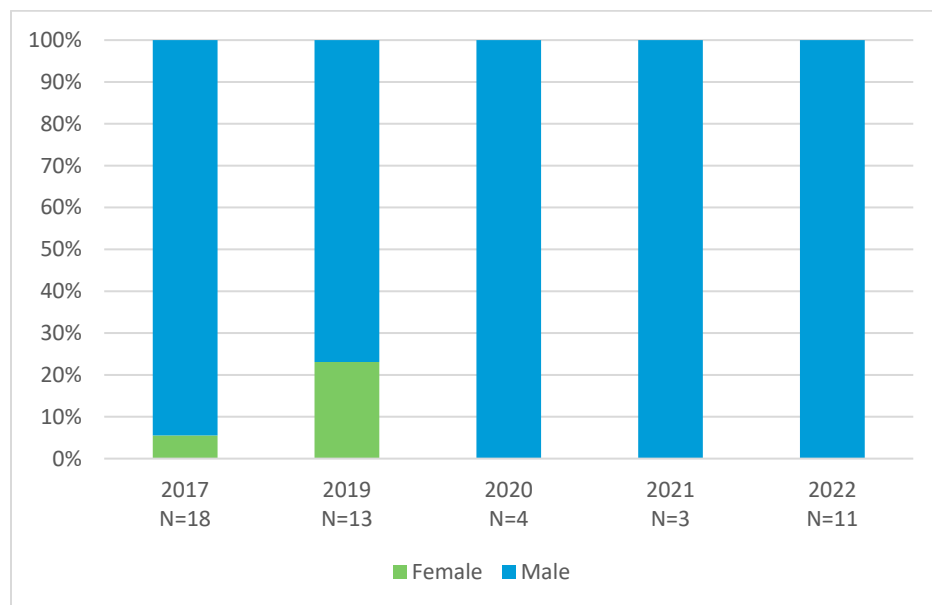
The audit team analyzed the WPD's recruitment and promotion data from 2017 to 2022 and conducted a survey of WPD employees. The WPD survey respondents strongly rejected the statement that opportunities for success and advancement are negatively affected by a person's identity. It is worth noting that the WPD's workforce has primarily been White and male over the past five years, and during that period, most promotions have gone to members of that demographic. However, recent years have shown more diverse promotions. Although many survey respondents did not indicate observing inequity in overall opportunities for career advancement, respondents identified other areas where they have observed inequity. Many respondents disagreed with the statement that promotion processes are fair, impartial, and based on job-related qualifications. These survey results reflect themes identified through interviews with WPD staff and reflect an area of concern for many members of the WPD.

Analysis results

The analysis looked at the gender distribution of promotions in the WPD from 2017 to 2022 and revealed that male staff secured most promotions throughout this period, while promotions of female personnel were concentrated to a few years. The data illustrate a pattern of gender inequity in promotions over the years.

Figure 3 provides information on WPD promotions by gender from 2017 to 2022. There were no promotions in 2018. Of the promotions during this time, most were given to male staff. Women were promoted only in 2017 and 2019. It is important to highlight that women accounted for 15 to 20 percent of the department's workforce during this time. Promotions in general decreased sharply after 2019, perhaps as a result of the COVID-19 pandemic and its effects on department operations and staffing levels.

Figure 3. WPD promotions by gender, 2017–2022



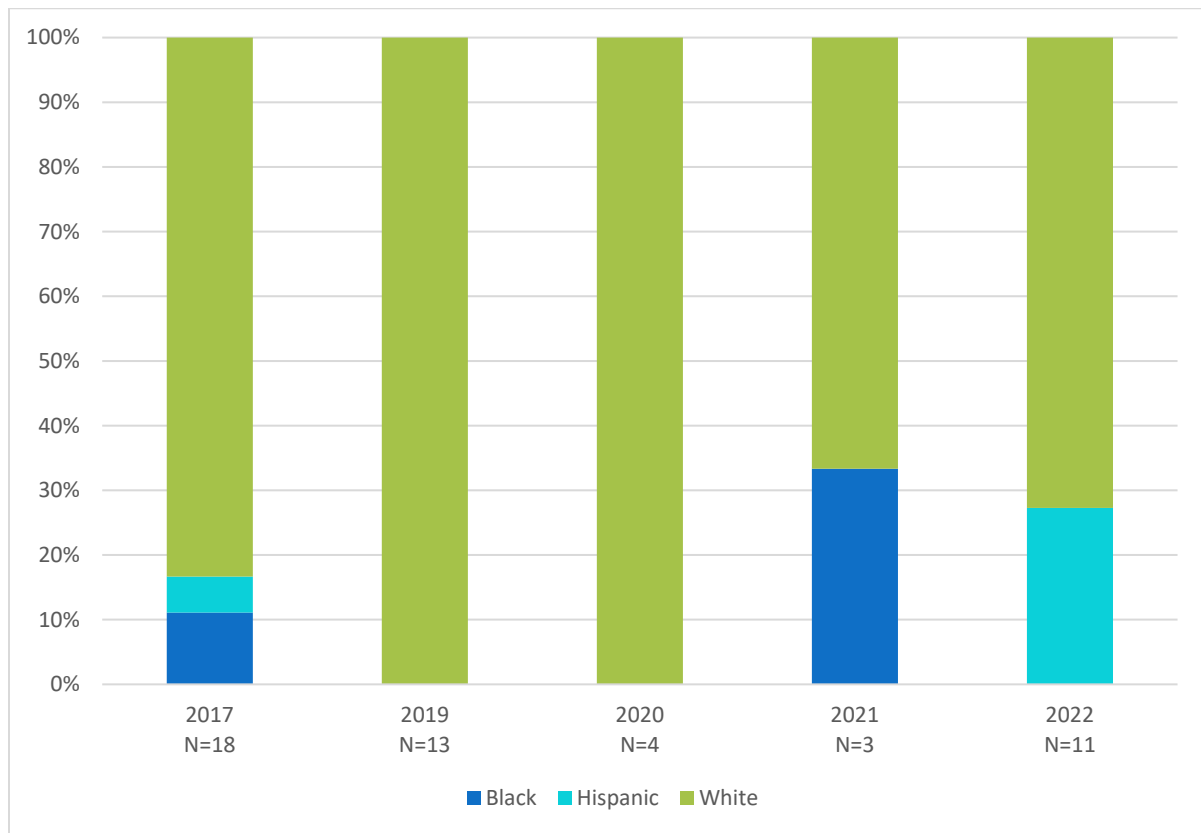
Source: Worcester Police Department.

Note: Promotion rates could exhibit a certain proportionality due to the limited representation of female officers in the WPD.

Figure 4 displays the racial distribution of promotions in the WPD from 2017 to 2022 (except for 2018, when there were no promotions). In 2019 and 2020, all promotions were given to White WPD members. Hispanic WPD members were given promotions in 2017 and 2022. In 2017, Hispanic WPD members accounted for about 6 percent of the staff promoted and about 27 percent of staff promoted in 2022. Black individuals were promoted in 2017 and 2021. In 2017, Black WPD members accounted for 11 percent of the staff that were promoted, and in 2021, they accounted for 33 percent of the staff promoted. During those years, Black WPD members made up about 5 percent of the department.

The highest number of promotions of minority members of the WPD occurred in 2021 and 2022. At that time, approximately 5 percent of WPD members were Black, and 13 percent were Hispanic. Although the WPD has not consistently promoted members of color in the past five years, during the past two years, Black and Hispanic members have been represented in promotions at a higher rate than their respective proportions in the department.

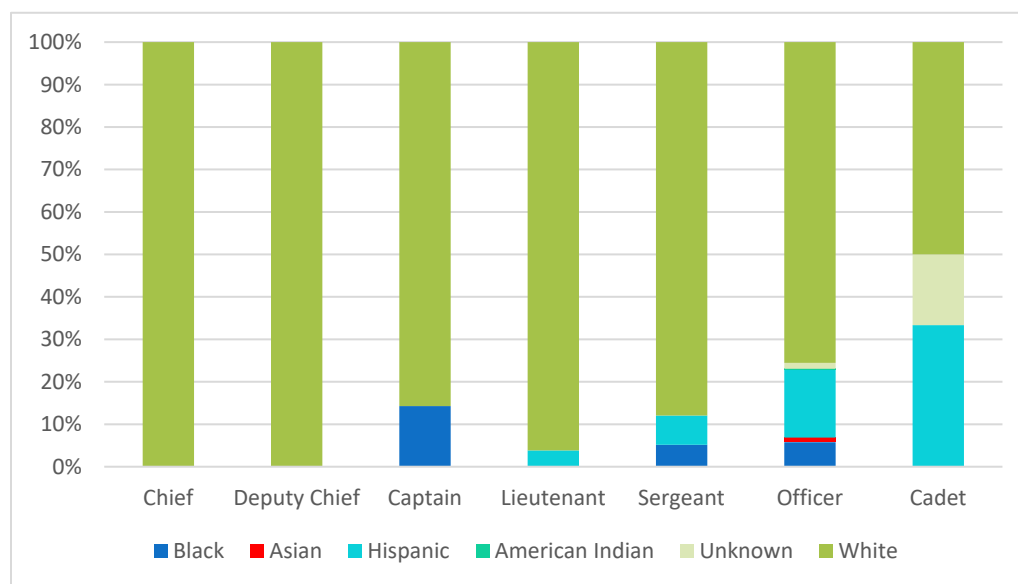
Figure 4. WPD promotions by race, 2017–2022



Source: Worcester Police Department.

Figure 5 shows the race distribution of sworn WPD staff as of January 2023. Sworn positions are filled mostly by White individuals. Officers have the most racial diversity: 76 percent of them are White, 16 percent are Hispanic, 6 percent are Black, 1 percent are Asian, and 0.3 percent are American Indian.

Figure 5. Race distribution of sworn staff at the WPD, 2023



Source: Worcester Police Department.

The survey conducted by CNA's audit team examined hiring and promotion dynamics in the department. Participants were asked to provide insights into the procedural aspects of career advancement, particularly focusing on promotions, qualifications, and opportunities. Notably, the survey findings indicated that fewer than 20 percent of respondents agreed with the statement that promotions in the WPD are primarily influenced by job-related qualifications (see Table 4).

In the survey, respondents were asked how strongly they agreed or disagreed with statements about opportunities for promotion and growth. The majority of the staff believes that there is not a fair procedure for advancement at the department. Thirty-two percent of respondents strongly disagreed with the statement that if an employee works hard, they will advance their career at the WPD. Forty-five percent of the respondents also strongly disagreed with the statement that promotions in the department are based on job-related qualifications, and 26 percent strongly disagreed that the promotional process is fair and impartial. Opinions were generally split on whether the WPD promotion process benefits individuals who are favored by city officials or command staff, with 41 percent agreeing or strongly agreeing and 43 percent disagreeing or strongly disagreeing. These results related to promotion and career advancement raise serious concerns and should be elevated to a top priority for the City of Worcester and WPD leadership to address.

Survey respondents strongly rejected the notion that a person's sexual orientation, gender identity, or race or ethnicity can detrimentally affect their opportunities for career success and advancement. Over 66 percent of respondents strongly disagree with the statements that such opportunities can be negatively affected by these personal traits.

Over half of the respondents indicate feeling unsatisfied by the provision of valuable professional growth opportunities by the WPD. Fifty-four percent of respondents disagreed or strongly disagreed that the WPD and its leadership provide them with valuable opportunities to grow as professionals, while 33 percent either agreed or strongly agreed with this statement. In line with these negative

perceptions of professional growth opportunities, almost half (48 percent) of respondents disagreed or strongly disagreed that they would recommend the WPD as a workplace to others.

Table 4. Survey respondents' opinions about opportunities for promotion and growth

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
If an employee works hard, they can advance in their career at the WPD.	22%	19%	14%	14%	32%
Promotions in the WPD are based on job-related qualifications.	9%	9%	19%	18%	45%
The process for promotion, as it currently stands, is fair and impartial.	16%	23%	19%	15%	26%
The WPD promotion process benefits individuals who are favored by city officials or command staff.	25%	16%	16%	14%	29%
Opportunities for career success or advancement can be negatively affected by a person's race or ethnicity.	6%	13%	9%	6%	67%
Opportunities for career success or advancement can be negatively affected by a person's gender identity.	8%	7%	7%	10%	68%
Opportunities for career success or advancement can be negatively affected by a person's sexual orientation.	5%	7%	10%	11%	67%
The WPD and its leadership provide me with valuable opportunities to grow professionally.	11%	22%	14%	19%	35%
I would recommend the WPD as a workplace to others.	14%	18%	20%	16%	32%

Source: WPD Racial Equity Audit Survey.

Policy and practice arrest procedures

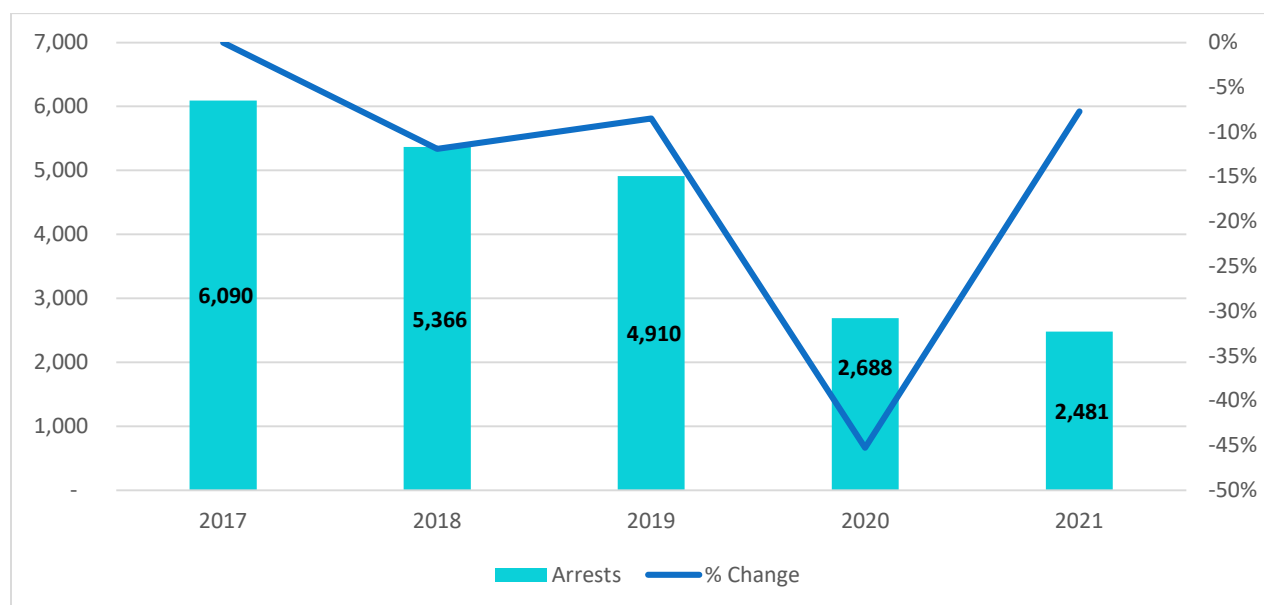
The audit team analyzed the WPD's arrest and citation data from 2017 to 2021, examining how age and race demographics are represented in the number of arrests and citations administered. The team identified racial disparities, with Black and Hispanic individuals being overrepresented in arrests and citations over the 2017–2021 period. Despite these persisting racial imbalances, it is worth noting that these disparities do not appear to escalate when officers have higher levels of discretion. In fact, as officers have greater discretion in making citations, disparities have decreased.

This pattern suggests that the introduction of higher discretion in law enforcement scenarios does not exacerbate preexisting racial inequalities.

Analysis results

Our analysis revealed that from 2017 to 2021, the WPD experienced a notable decline in arrests, with a significant reduction observed after 2019. This decrease in police activity might be attributed to the impact of the COVID-19 pandemic, which led to restrictions and other changes in law enforcement practices nationwide. Across the country, these changes, including lockdown measures and social-distancing protocols, affected reported incidents, arrests, and overall law enforcement actions. Consequently, it is important for the WPD to consider this pandemic context when evaluating its performance metrics. As shown in Figure 6, arrests by WPD officers decreased by 59 percent from 2017 to 2021. Between 2019 and 2020, arrests decreased by 45 percent.

Figure 6. Number of arrests by the WPD and percentage change, 2017–2021



Source: Worcester Police Department.

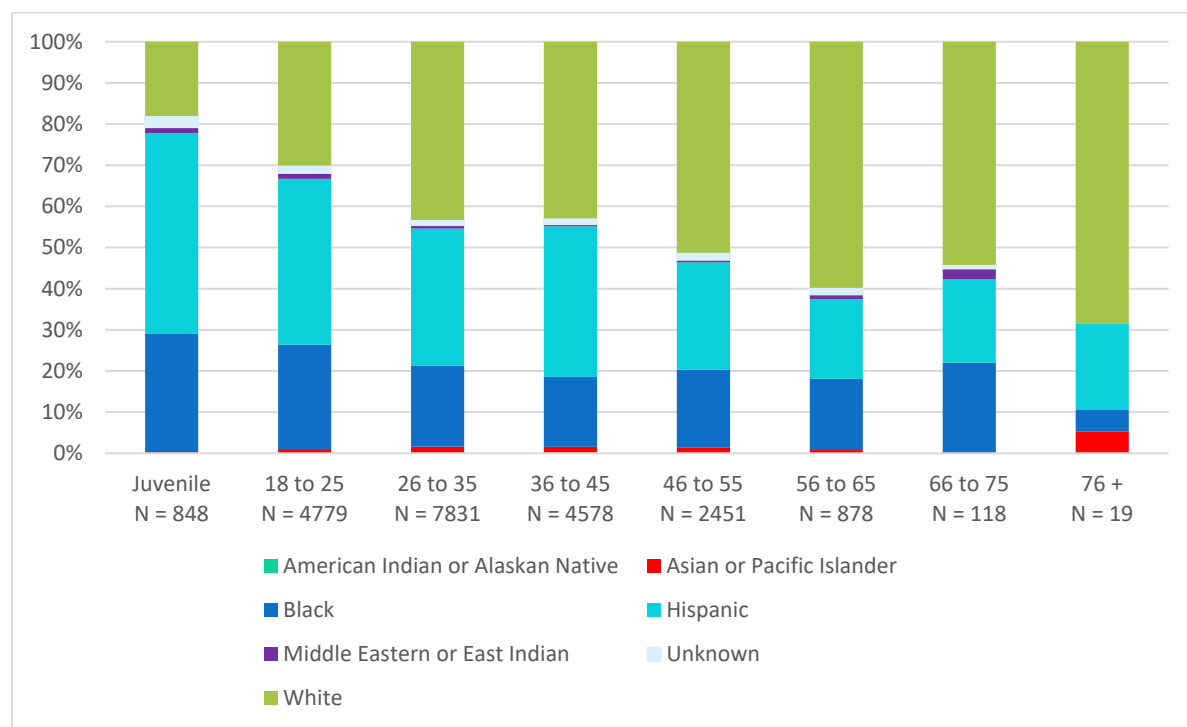
Our analysis showed that from 2017 to 2021, the most common age group for arrests was 18 to 44, with a peak among those aged 26 to 35. This trend aligns with national patterns. According to 2020 data from the National Incident-Based Reporting System,⁵ the majority of offenders that year were between 21 and 35 years old.

Racial disparities also emerge, with Hispanic and Black individuals experiencing higher arrest rates in younger age brackets (see Figure 7). Black youth accounted for 28.9 percent of juvenile arrests, while Hispanic youth accounted for 48.8 percent and White youth accounted for 18.1 percent of

⁵ FBI National Press Office, "FBI Releases 2020 Incident-Based (NIBRS) Data," FBI, Dec. 6, 2021, <https://www.fbi.gov/news/press-releases/fbi-releases-2020-incident-based-data>.

juvenile arrests. Youth population data⁶ was obtained from the 2017–18 to 2021–22 Worcester Public School District enrollment data reported in the Massachusetts Department of Elementary and Secondary Education school and district profiles.⁷ The school and district enrollment data separates demographic data by race/ethnicity using the following categories: African American or Black, Asian, Hispanic or Latino, Native American, Native Hawaiian or Other Pacific Islander, and Multi-race, Non-Hispanic. Of note, the data represents the percentage of enrollment by race/ethnicity for students in Pre-Kindergarten to Grade 12, representing an average of about 24,700 students across years. According to the Worcester Public School enrollment data, Black students made up about 16.6 percent of the district from 2017 to 2021, while Hispanics made up 43.3 percent, and Whites made up 29.1 percent. Considering that Worcester public school enrollment data may serve as a better reflection of this population, the City should recognize this discrepancy that shows Black and Hispanic youth to be overrepresented in arrest.

Figure 7. WPD arrests by age category and race, 2017–2021



Source: Worcester Police Department.⁸

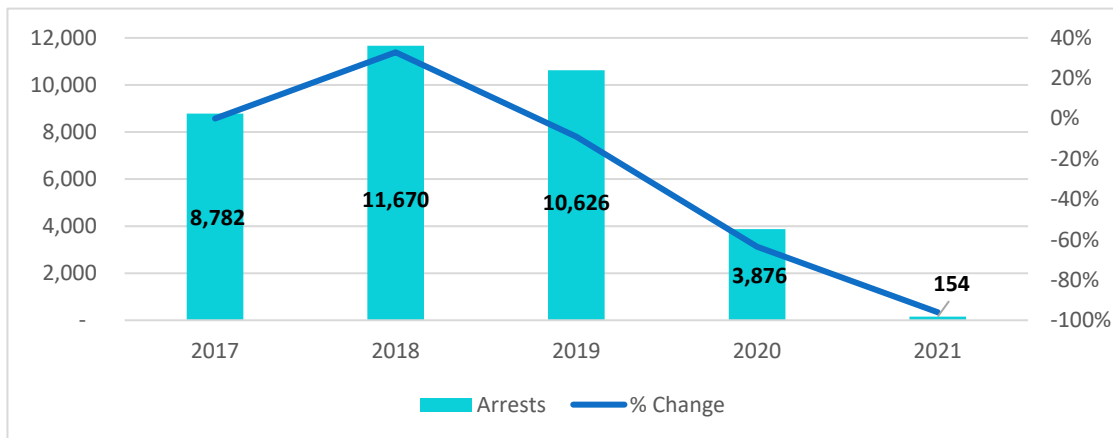
⁶ Youth population data is not available in the Census data. The school district population serves as the best presentation of the youth population at the time of this report.

⁷ "School and District Profiles," Massachusetts Department of Elementary and Secondary Education, <https://profiles.doe.mass.edu/>.

⁸ 33 cases have unknown ages.

Figure 8 shows the number of citations given by the WPD from 2017 to 2021. Citations dropped by 96 percent between 2020 and 2021, likely because of the general decrease in law enforcement activity associated with the COVID-19 pandemic.

Figure 8. Number of citations and percentage change, 2017–2021



Source: Worcester Police Department.

The proportions of arrests for different racial groups do not align with these groups' respective population ratios. Figure 9 provides information about the racial makeup of citizens arrested by the WPD between 2017 and 2021. Of the 21,535 arrests charges during this period, 40.9 percent were of White individuals, while 34.7 were of Hispanic people and 20.5 percent were of Black individuals.

According to the American Community Survey, from 2017 to 2021, Hispanic individuals made up approximately 24 percent of the Worcester population, Black individuals made up 12 percent of the population, and White individuals made up 52 percent of the population.⁹

This distribution shows that from 2017 to 2021, Hispanic and Black individuals were arrested more often than their population distribution, and White individuals were arrested less often than their population distribution.

In addition, we calculated the disproportionality index for arrests, using Census population figures as a baseline. This index is expressed as a compound ratio: the ratio of the percentage of Black and Hispanic individuals in Worcester who are arrested compared with the corresponding percentage for White individuals. This can be expressed with the following formula:

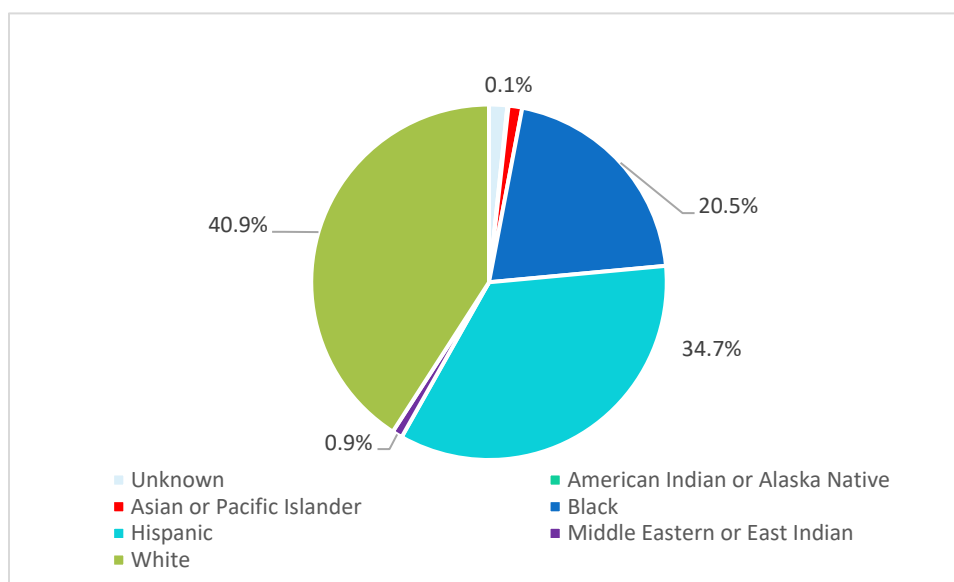
$$\frac{Arrests_B / Baseline_B}{Arrests_W / Baseline_W} \quad \frac{Arrests_H / Baseline_H}{Arrests_W / Baseline_W}$$

⁹ United States Census Bureau, "ACS Demographic and Housing Estimates," Census Bureau Table, <https://data.census.gov/table/ACSDP1Y2021.DP05?q=Worcester+city,+Massachusetts&t=Race+and+Ethnicity&d=ACS+1-Year+Estimates+Data+Profiles>.

We must note that the use of Census population figures as a baseline for understanding disparity is not ideal, because different demographic communities interact with the police more or less frequently than others; in general, Black and Hispanic individuals are more likely than White individuals to be involved in police encounters. Thus, using population figures tends to overestimate the true level of disparity, because it fails to account for these differential rates of contact. Unfortunately, the WPD did not have other data available that could be used as a more appropriate baseline; common alternative baseline data include race data collected from a master contact list or field interview forms.

For arrests of Black community members, the disproportionality index is 2.17. For arrests of Hispanic community members, the disproportionality index is 1.84. In other words, there is a noticeable overrepresentation of Black and Hispanic individuals in arrests, with Hispanic individuals being almost 2 times more likely to be arrested, and Black individuals being approximately 2.2 times more likely to be arrested, than their White counterparts.

Figure 9. Race distribution of citizens arrested by the WPD, 2017–2021

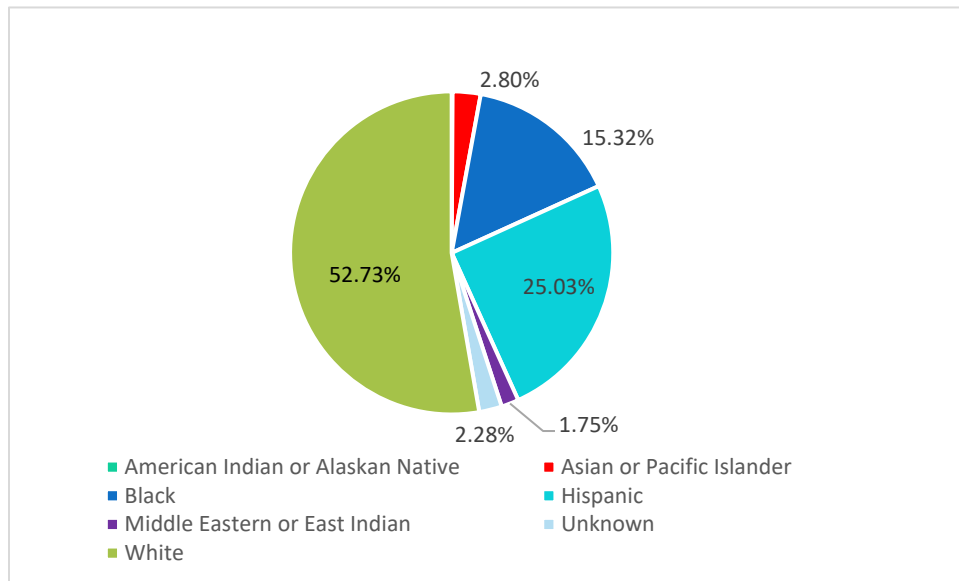


Source: Worcester Police Department.

Figure 10 provides information about the race of citizens who were given citations by the WPD from 2017 to 2021. During this period, the WPD cited citizens 42,735 times. Of these citations, 52.73 percent were given to White individuals, 25.03 percent were given to Hispanic individuals, and 15.32 percent were given to Black citizens.

For citations of Black community members, the disproportionality index is 1.26. For citations of Hispanic community members, the disproportionality index is 1.02. This analysis demonstrates a more equitable distribution of citations compared with the distribution of arrests; however, Black individuals had a slightly elevated probability of receiving a citation compared with their White counterparts.

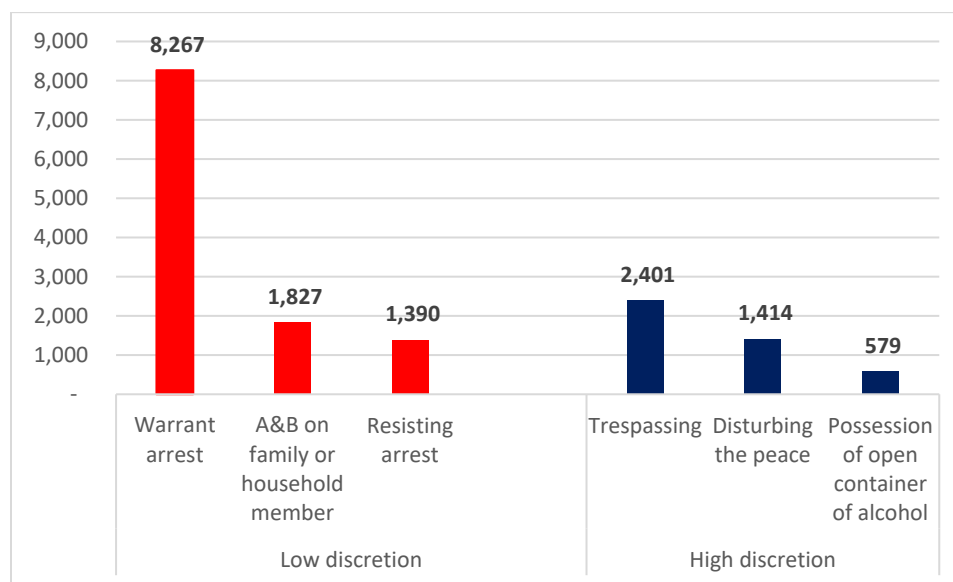
Figure 10. Race of citizens cited by the WPD, 2017–2021



Source: Worcester Police Department.

Figure 11 provides information regarding high- and low-discretionary arrests by the WPD from 2017 to 2021. Officers have low discretion for issuing arrests for individuals with active warrants, individuals who resist arrest, and citizens who are believed to be responsible for assault and battery (A&B) of a family or household member. Officers have high discretion on arresting individuals for trespassing, disturbing the peace, and possessing an open container of alcohol. From 2017 to 2021, the WPD arrested 8,267 individuals for active warrants, 1,827 individuals for A&B of family or household members, 1,390 individuals for resisting arrest, 2,401 individuals for trespassing, 1,414 individuals for disturbing the peace, and 579 for possessing an open container of alcohol.

Figure 11. High- and low- discretionary arrests by the WPD, 2017–2021

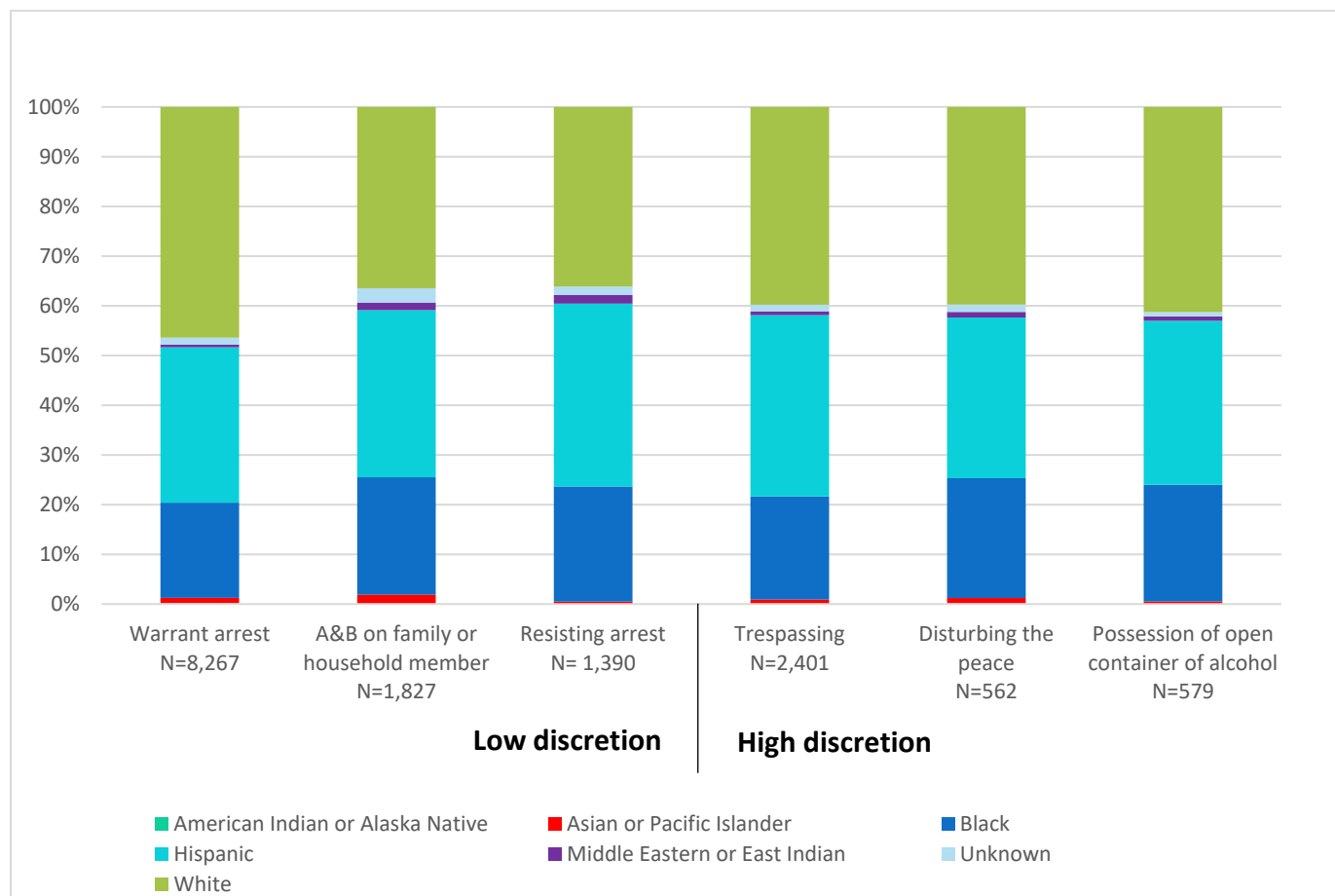


Source: Worcester Police Department.

Figure 12 provides information on the racial makeup of common high- and low-discretionary arrests made by the WPD from 2017 to 2021. As shown in this figure, for both high- and low-discretionary arrests, White individuals were arrested between 36 and 46 percent of the time, Hispanic individuals were arrested between 31 and 36 percent of the time, and Black individuals were arrested between 19 and 24 percent of the time. There is an even distribution of arrests by race for both high- and low-discretionary arrests. Overall, from 2017 to 2021, White individuals were arrested less than their percentage in the population of Worcester, while Hispanic and Black individuals were arrested more than their percentage in the population.

Although there are general racial disparities, they do not seem to increase during high-discretion arrests, indicating that situations with greater officer discretion do not worsen the existing disparities. This means that disparities have remained relatively stable even when officers have greater latitude in their decision to make an arrest, indicating that the root causes of these disparities might be multifaceted and extend beyond the realm of officer discretion.

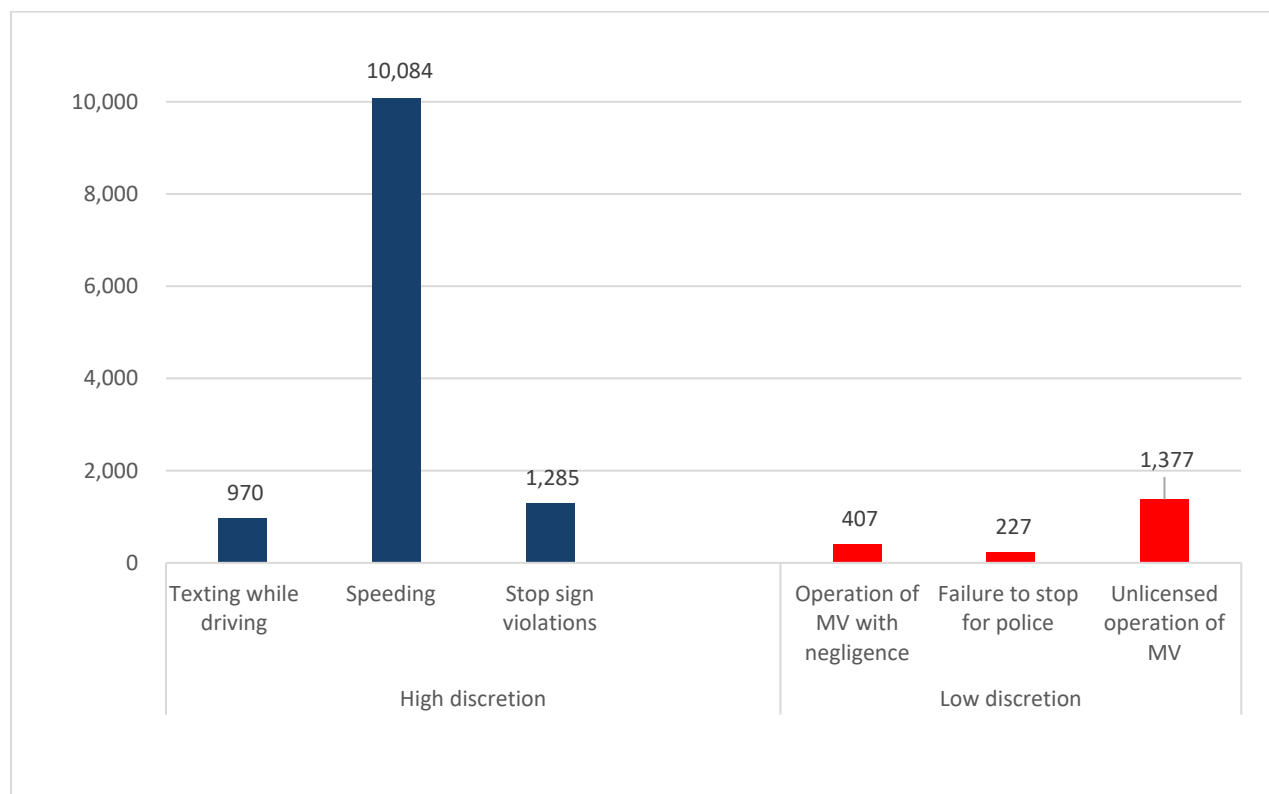
Figure 12. High- vs. low-discretionary arrests by race by the WPD, 2017–2021



Source: Worcester Police Department.

Figure 13 provides information regarding high- and low-discretionary citations by the WPD from 2017 to 2021. For high-discretionary violations during this period, the WPD issued 10,084 citations for speeding, 970 citations for texting while driving, and 1,285 citations for stop sign violations. For low-discretionary violations, officers issued 227 citations for failure to stop for police, 1,377 for unlicensed operation of a motor vehicle (MV), and 407 citations for operating an MV with negligence.

Figure 13. High- and low-discretionary citations by the WPD, 2017–2021

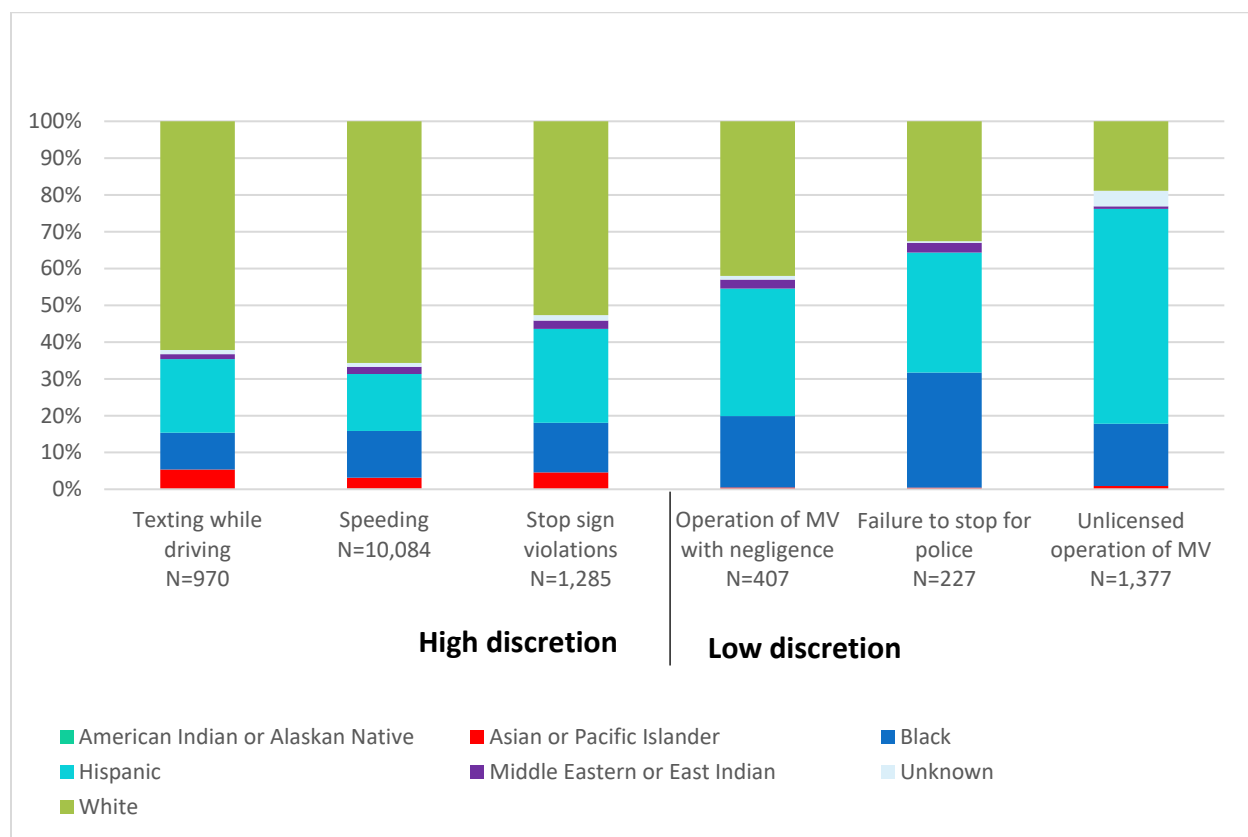


Source: Worcester Police Department.

Figure 14 provides information on the racial demographics of common high- and low-discretionary citations made by the WPD from 2017 to 2021. Over 50 percent of high-discretionary citations were issued to White individuals, 15 to 25 percent were issued to Hispanic individuals, and 10 to 13 percent were issued to Black individuals. Over 58 percent of the citations for unlicensed operation of a motor vehicle were issued to Hispanic individuals.

Compared with Hispanic and Black community members, White individuals are more frequently involved in high-discretionary citations, indicating that at least some of the observed disparity in citation rates is driven by the type of citation. Black and Hispanic community members are more likely to be given a citation for something the officer has little discretion over, increasing their overall citation rates.

Figure 14. High- vs. low-discretionary citations by race by the WPD, 2017–2021



Source: Worcester Police Department.

Training procedures

A substantial number of respondents to the WPD survey expressed a high level of satisfaction with the department's training programs. In general, a significant portion of the survey participants rated most of the listed WPD training initiatives as either average or valuable. It is noteworthy that an overwhelming majority expressed that training in body-worn camera policies and procedures and in use of force was valuable. In contrast, the trainings that were most often rated as not valuable included those related to cultural competency, implicit bias, and ethics.

The WPD survey results indicate that although respondents expressed overall satisfaction with the department's training programs, there is room for improvement. By incorporating the feedback from this survey, along with other qualitative training-related findings, the WPD has the potential to identify areas for improvement in training. This proactive approach could ultimately enhance the value of officer training.

Analysis results

During CNA's audit survey, participants were asked to assess the perceived value of various training programs offered by the WPD. Table 5 presents information on how valuable the survey respondents

thought various trainings were. Crisis intervention training was rated as either valuable (47 percent) or average (45 percent). Over half of the respondents rated training on how to interact with members of the community with mental health issues as valuable. In addition, respondents overwhelmingly (75 percent) rated training in body-worn camera policies and procedures as valuable, and many others (69 percent) rated use-of-force training in firearms as valuable. Trainings on ethics (38 percent) and cultural competency in interactions with the community (32 percent) were among the trainings most often rated as not valuable by survey participants.

Table 5. Survey respondents' opinions about the value of various trainings

	Valuable	Average	Not Valuable
Implicit bias	21%	52%	26%
Crisis intervention training	47%	45%	8%
Training to interact with members of the community with mental health issues	56%	36%	8%
Overdose identification and intervention	39%	42%	18%
Ethics	31%	31%	38%
Workplace harassment	27%	48%	24%
Body-worn camera policies and procedures	75%	18%	8%
Community policing	32%	45%	23%
Problem-oriented policing or problem-solving	48%	33%	19%
Cultural competency in interactions with community members with diverse values, beliefs, and feelings	41%	26%	32%
De-escalation strategies (distinct from use of force)	43%	53%	5%
Use of force–firearms	69%	31%	0%
Use of force–tasers	76%	24%	0%

Source: WPD Racial Equity Audit Survey.

Table 6 presents information on how strongly respondents agreed or disagreed with statements regarding training at the WPD. Many of the respondents (35 percent) agreed that the WPD has an adequate field-training program for entry-level officers. Forty-eight percent of respondents either agreed or strongly agreed that all the training provided is adequate in terms of its subject matter and content. Thirty-two percent agreed that the training is also adequate in terms of length and amount of time spent learning about the topic and concepts. Thirty-seven percent agreed that the instructors are effective and knowledgeable about the subject matter they are teaching.

Table 6. Survey respondents' opinions about training in general

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	N/A
The WPD has an adequate field-training program for entry-level officers to train with senior officers.	23%	35%	12%	14%	15%	1%
All of the training we receive is adequate in terms of subject matter and content.	14%	34%	16%	17%	17%	1%
All of the training we receive is adequate in terms of length and amount of time spent learning about the topic and concepts.	13%	32%	19%	15%	18%	3%
Our instructors are effective and knowledgeable about the subject matter.	25%	37%	12%	5%	15%	5%

Source: WPD Racial Equity Audit Survey.

Community-oriented policing

The community served by the WPD is undergoing continuous growth and diversification, amplifying the importance of the WPD's capacity to effectively respond to the evolving needs of the community through collaborative engagement efforts. Most respondents to the WPD survey expressed the belief that officers treat community members with respect regardless of their demographic background, and they think that they have a positive relationship with the Worcester community. A majority of officers generally agreed that the department provides the community with many opportunities to engage and voice their concerns or issues. They also strongly rejected the idea that the department would benefit from adopting a community advisory group.

The disparities in opinions between the WPD survey and community input reflect a disconnect between the WPD and members of the community. This highlights an opportunity for the department to reflect on its approaches in order to address gaps in police-community relationships.

Analysis results

The comprehensive survey conducted by CNA's audit team delved into a crucial area for the WPD: community engagement. Participants were asked to express their levels of agreement or disagreement with statements concerning officer conduct, engagement opportunities, and the overall quality of relationships with the community. Furthermore, participants had the opportunity to rate the department's relationships with various community groups. Notably, the survey results indicated

that relations with individuals under 25 years of age received the lowest relationship quality ranking. The following data will provide a more in-depth analysis of the survey's findings.

The survey asked respondents about how frequently they have been engaged in efforts regarding community relations. These questions were asked about the past 12 months that officers were on duty. Over half of the respondents reported that in the past 12 months, they never observed a WPD officer engage in disrespectful or inappropriate behavior involving a community member. On the other hand, 41 percent responded rarely, 3 percent responded sometimes, and 3 percent responded often to the same statement (see Table 7).

Thirty-two percent of officers reported being thanked very often for their line of work, and 29 percent reported being thanked often. Thirty-one percent of officers reported sometimes being assaulted or injured by a community member in the past 12 months, while 34 percent reported that they were rarely assaulted or injured. Twenty-eight percent of the WPD staff rarely spoke to a citizens group, school, or community event in the last year.

Table 7. In the past 12 months while you were on duty, how frequently have you:

	Very Often	Often	Sometimes	Rarely	Never
Been thanked by a community member for your line of work	32%	29%	19%	15%	5%
Been verbally abused by a member of the community	34%	23%	23%	16%	3%
Been assaulted or injured by a member of the community	3%	6%	31%	34%	26%
Experienced or witnessed a traumatic event	39%	26%	26%	6%	3%
Spoken to a citizens' group or a school or appeared at a community event	19%	10%	30%	28%	13%
Patrolled on foot continuously for 30 minutes or more	23%	6%	24%	31%	16%
Observed a WPD officer engaging in disrespectful or inappropriate behavior involving a community member	0%	3%	3%	41%	54%

Source: WPD Racial Equity Audit Survey.

Table 8 shows how strongly survey respondents agreed or disagreed with statements regarding the community. Over 40 percent of respondents agreed that the WPD has a positive relationship with the community, that it has built a positive relationship with the growing immigrant population, and that it provides the community with opportunities to engage and communicate with officers to express concerns. Forty-five percent of respondents strongly disagreed that the WPD would benefit from

creating a community advisory group, while 9 percent agreed that they should, and 8 percent strongly agreed that they should. Forty-six percent of respondents were neutral on the topic of improving communication with community members who have limited English proficiency.

Table 8. Survey respondents' opinions about the WPD's relationship with the community

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The WPD has a positive relationship with the community.	28%	43%	17%	8%	4%
The WPD has built a positive relationship with its growing immigrant population.	18%	44%	30%	5%	3%
WPD officers treat all community members with respect regardless of their race, ethnicity, or background.	56%	33%	7%	4%	0%
The WPD should improve communication with community members with limited English proficiency.	8%	28%	46%	14%	3%
The WPD provides the community with many opportunities to engage and communicate with command officers to express their concerns and issues.	19%	42%	18%	14%	7%
The WPD would benefit from adopting a community advisory group (a community group that formally provides input to the department on policy and practice).	8%	9%	16%	22%	45%

Source: WPD Racial Equity Audit Survey.

Table 9 shows how the respondents rate the relations between the department and different community groups. Over 40 percent of respondents believe the relationship between all the below groups are very good aside from non-English speaking community members and people under 25 years old. Thirty-five percent believe that the relationship with people under 25 years old is fair. Thirty-eight percent of respondents that believe that the relationship with non-English speaking community members is good.

Table 9. Survey respondents' opinions about the WPD's relationship with different community groups

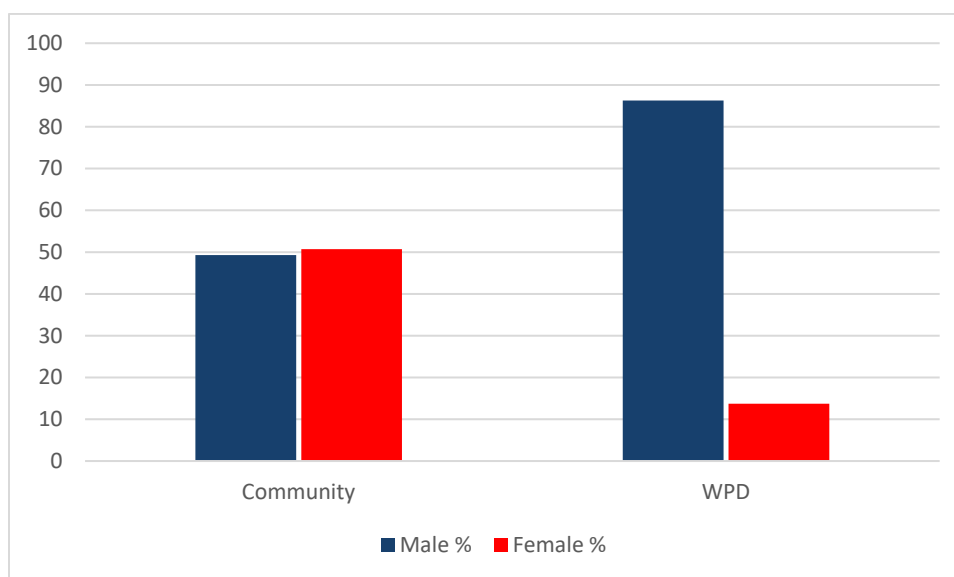
	Very Good	Good	Fair	Poor	Very Poor
African Americans	40%	37%	18%	5%	0%

Asians or Pacific Islanders	45%	34%	16%	4%	0%
Hispanics or Latinos	47%	37%	12%	4%	0%
Native Americans or American Indians	43%	37%	19%	2%	0%
Whites	48%	31%	15%	3%	3%
People under 25 years	35%	23%	35%	7%	0%
People experiencing housing insecurity	46%	25%	24%	4%	0%
People with disabilities	58%	26%	14%	2%	2%
People living with mental health conditions	51%	31%	13%	1%	3%
People in the LGBTQ+ community	49%	32%	18%	0%	1%
Religious Minorities	53%	31%	14%	1%	0%
Non-English speaking community members	33%	38%	24%	3%	3%
Immigrants or refugees	41%	33%	20%	6%	0%

Source: WPD Racial Equity Audit Survey.

The racial equity survey also asked an open-ended question to gain feedback from the staff on WPD policies, procedures, and operations. In response to a question about staff suggestions or recommendations for improving the WPD, there were concerns that the number of female officers does not adequately represent the community demographics (see Figure 15). This suggests that survey participants are aware of prevalent perceptions concerning gender and race in the community.

Figure 15. Gender demographics of Worcester, MA, vs. the WPD, 2022



Source: Worcester Police Department.

Complaints and professional standards

The audit team's analysis of WPD complaint data from 2017 to 2021 found that the number of complaints received by the WPD has decreased significantly, however, the specific cause remains unclear. Although many of the WPD's complaints were found to be exonerated or not sustained, community members have raised concerns during audit interviews about the complaint investigation process.

Furthermore, complaints made by Black and Hispanic community members were more often resolved at intake than complaints made by White community members. Without having more details on the nature of the complaint resolution, it is difficult to conclude why this pattern exists. To overcome this constraint and improve the effectiveness of the WPD's data-gathering process, it would be beneficial for the department to broaden its data-collection efforts by including additional detailed information regarding the race of WPD officers in complaints and how complaints are resolved. This expansion would allow for more comprehensive analyses of demographic patterns, thereby enabling more thorough and insightful investigations in the future.

Analysis results

A breakdown of the complaints that the WPD received from 2017 to 2021 revealed that a majority of complaints were exonerated and there was an overall reduction in complaints by 41 percent (see Figure 16). The decrease in complaints could indicate that community members have fewer issues to report or that they are choosing not to report complaints because they lack confidence in the complaint investigation and resolution process. In order to gain a deeper understanding of the levels of trust in the complaint process, the City could consider conducting community surveys or utilizing other qualitative data collection methods. This approach could provide valuable insights into the perceptions and experiences of community members with regards to their trust in the department's complaint process.

Figure 16. Disposition of allegations against WPD Staff, 2017–2021

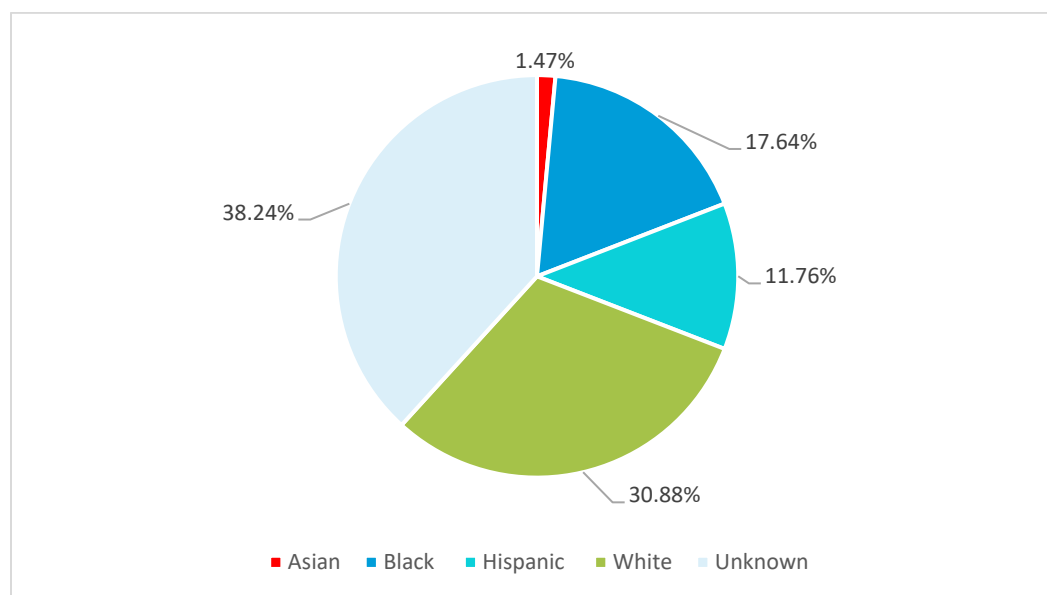
Year	Resolved at Intake	Unfounded	Not Sustained	Sustained	Exonerated	Policy Failure	Exceptionally Cleared	Total Allegations
2017	3.57%	3.57%	22.62%	17.26%	27.38%	2.98%	22.62%	168
2018	5.93%	2.54%	9.32%	7.63%	52.54%	2.54%	19.49%	118
2019	7.09%	7.09%	9.45%	4.72%	59.84%	1.57%	4.72%	127
2020	3.33%	3.33%	2.50%	14.17%	71.67%	2.50%	1.67%	120
2021	5.10%	1.02%	24.49%	14.29%	52.04%	2.04%	1.02%	99

Source: Worcester Police Department.

Data provided by the WPD's Bureau of Professional Standards (BOPS) on misconduct allegations and complaints lodged against sworn WPD staff revealed the demographic delineations related to complaints. To understand the evolution of racial distribution of the BOPS's allegations data, the

years 2017 and 2021 are instructive as points of comparison. In 2017, the WPD received 168 complaints. The share of complaints was distributed across different racial groups. About 31 percent of complaints were made by White community members, about 18 percent were made by Black community members, about 1 percent by Asian community members, and about 12 percent were made by Hispanic community members. In about 38 percent of cases, the community member's race was unknown (see Figure 17).

Figure 17. Race distribution of WPD staff complaints by race of community member, 2017

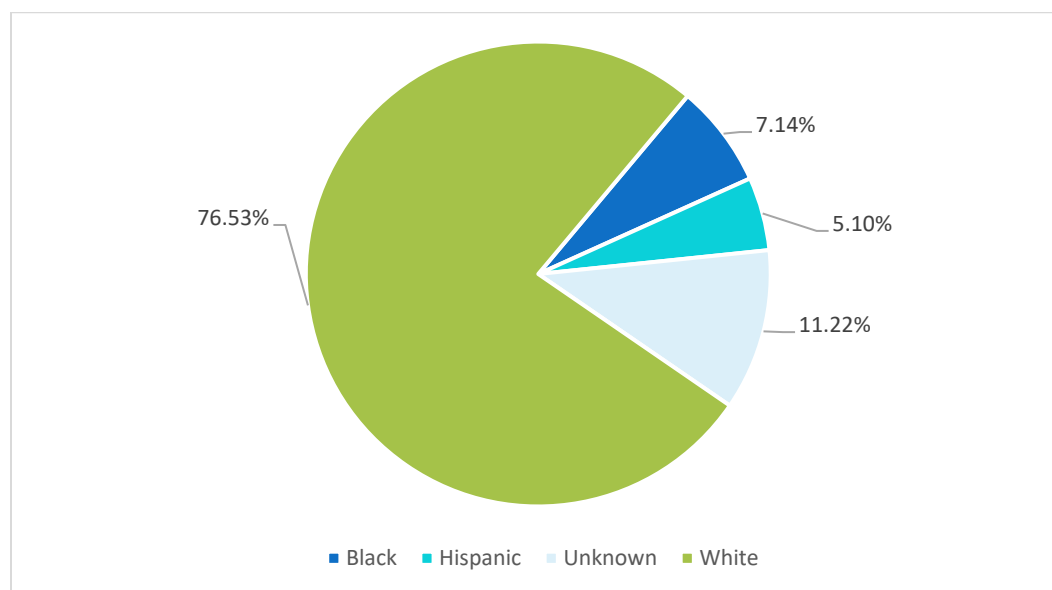


Source: Worcester Police Department.

During 2021, White community members issued the largest share of complaints, followed by complaints made by Black and Hispanic community members. Figure 18 provides information on the racial makeup community members who filed complaints in 2021. The majority of complaints, about 77 percent, were made by White community members, with about 7 percent were made by Black community members and about 5 percent were made by Hispanic community members. About 11 percent of complaints against WPD personnel have an unknown race listed for the individual.

Although it appears that each racial group had filed significantly more complaints in 2021 compared with the previous five years, it should be noted that 2017 had a noticeably large number of racial identities that were unknown. This may be the result of anonymous complaint submissions or incomplete reporting, which could highlight the need for further improvements in data collection.

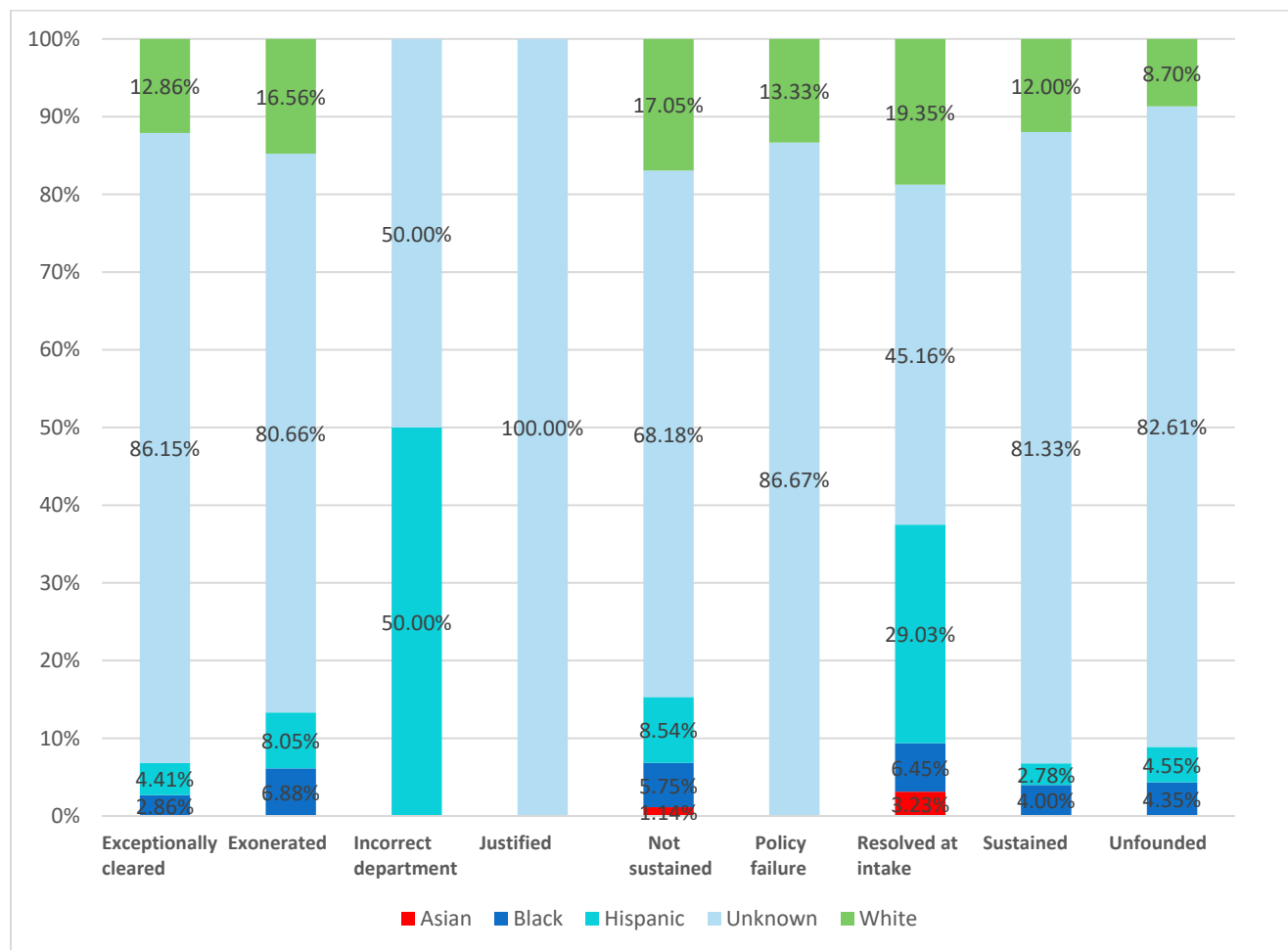
Figure 18. Race distribution of WPD staff complaints by race of community member, 2021



Source: Worcester Police Department.

Figure 19 provides information on the disposition of allegations against WPD staff between 2017–2021. Seventy-five allegations were sustained. Of individuals whose complaints were sustained, 12 percent were White, while 4 percent were Black, 3 percent were Hispanic, and 81 percent were unknown. Thirty-one allegations were resolved at intake. Of individuals whose complaints were resolved at intake, 19 percent of the community members were White, 29 percent were Hispanic, 6 percent were Black, 3 percent were Asian, and about 43 percent were unknown. In WPD’s complaint disposition data, the race of the WPD officer is not captured. Because of this limited demographic data on complaint dispositions, it is challenging to draw definitive conclusions about trends or patterns in complaint resolution.

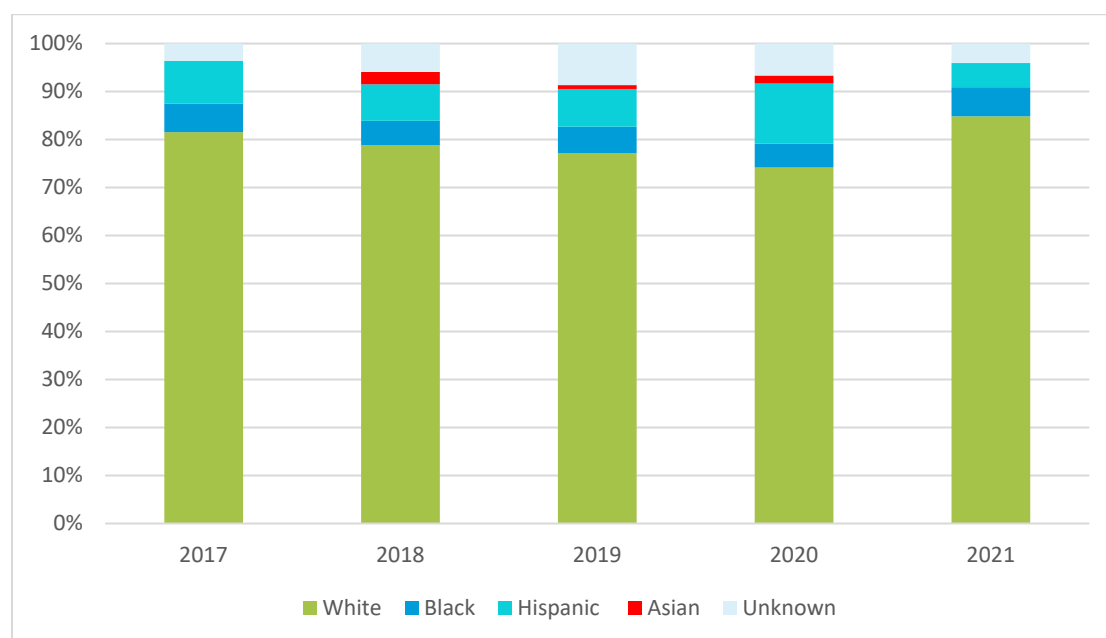
Figure 19. Disposition of WPD Bureau of Professional Standards allegations by race of community member, 2017–2021



Source: Worcester Police Department.

Figure 20 provides information on the distribution of complaints against WPD staff broken down by the race of the officer, between 2017–2021. About 80 percent of complaints were made against White WPD staff members, 5 percent on Black staff, 8 percent Hispanic staff, 1 percent Asian staff, and about 6 percent was unknown. During these years, White staff made up about 83 percent of WPD staff, Black staff made up 5 percent, Hispanic staff made up 11 percent, and Asian staff made up about 0.5 percent. The distribution of complaints appears to not deviate significantly from the department demographics.

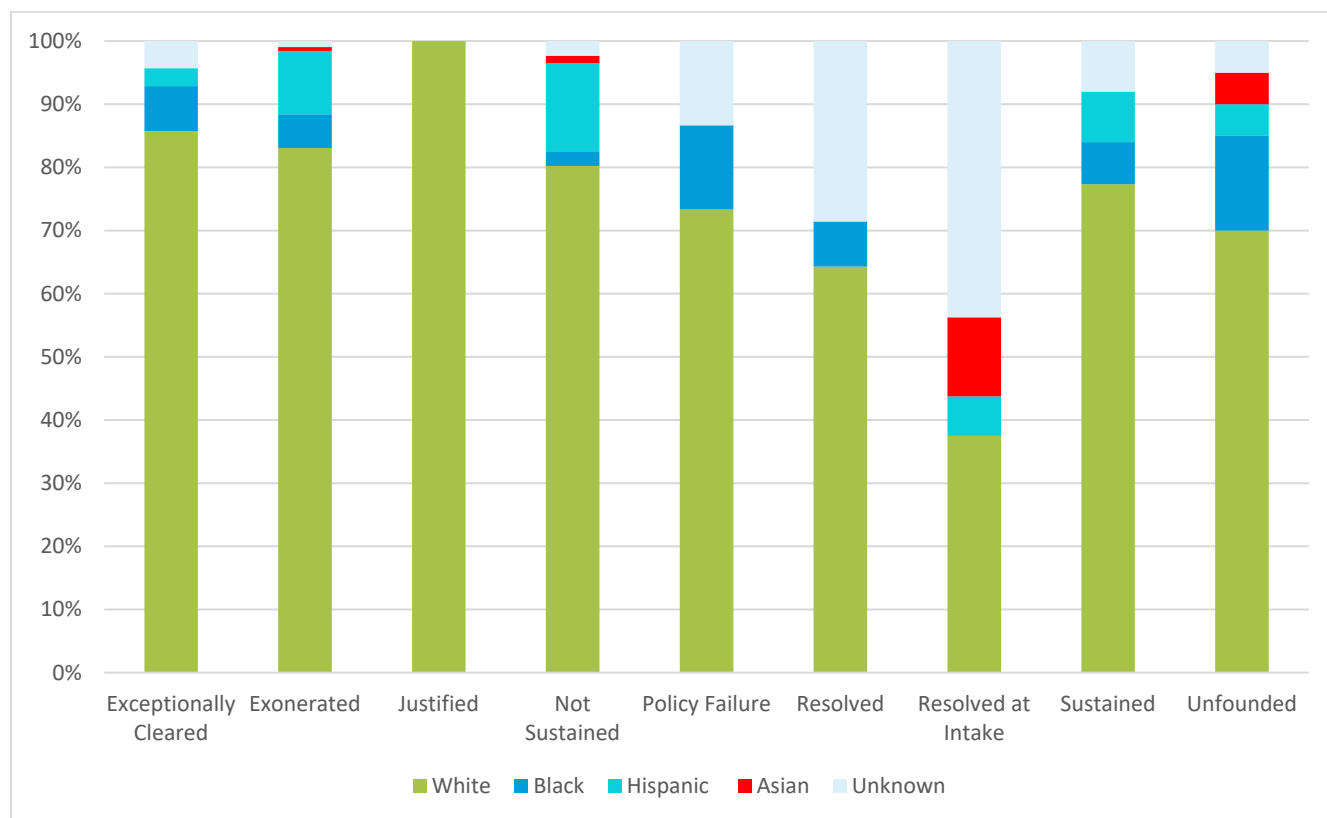
Figure 20. Race distribution of WPD staff complaints by race of WPD officer, 2017–2021



Source: Worcester Police Department.

Figure 21 provides data on the outcomes of allegations against WPD staff categorized by the race of the officers, spanning from 2017 to 2021. The distribution of complaint outcomes appears to align closely with the racial composition of the department during that time period. However, there are instances where the distribution deviates significantly for certain types of complaints. For example, Black WPD members accounted for 15 percent of unfounded complaints despite comprising only 5 percent of the department’s workforce, while Asians represented 5 percent of unfounded complaints but made up just 0.5 percent in terms of departmental representation. The department may consider additional data points that it can collect to further evaluate if there are specific factors that are contributing to the observed discrepancies.

Figure 21. Disposition of WPD Bureau of Professional Standards allegations by race of WPD officer, 2017–2021

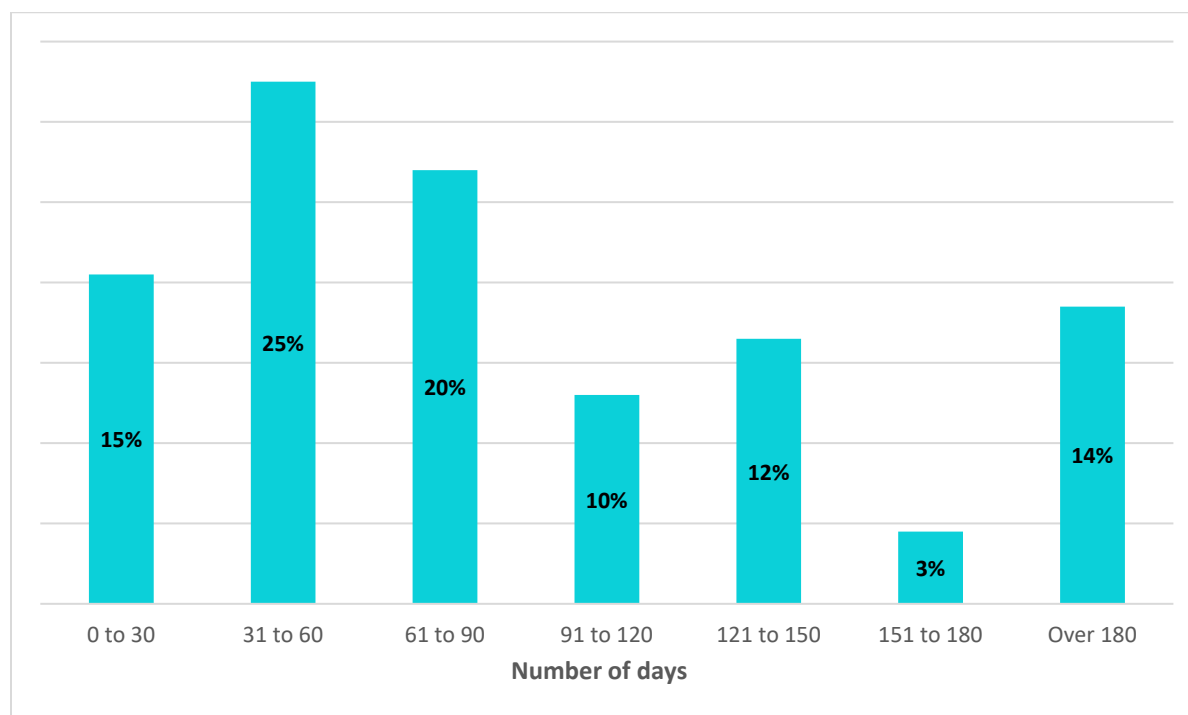


Source: Worcester Police Department.

Figure 22 shows the length of time to close complaint cases, based on disposition data from 2017 to 2021. A quarter of complaints were closed after anywhere between 31 and 60 days. Of these allegations, 48 percent were exonerated, 23 percent were not sustained, and 12 percent were sustained. Fifteen percent of cases were closed within 30 days. Of these allegations, 41 percent were resolved at intake, 27 percent were sustained, and 12 percent were exonerated. Fourteen percent of cases took longer than 180 days to be closed. Of these allegations, 42 percent were exonerated, 16 percent were sustained, and 16 percent were not sustained. The WPD may be able to use this information to improve efficiency and timeliness in addressing complaints.

The Bureau of Professional Standards Investigations policy mandates that investigations be conducted promptly and fairly, with a goal of completing them within 90 days from the time a complaint is received. A majority of WPD's complaints (about 60 percent) are meeting that goal. It is important to note that certain complaints may require more time for resolution. Understanding that the amount of time involved in investigating complaints will vary, the WPD may consider evaluating the circumstances involved in cases that take longer than 90 days to close and determining whether any procedural changes should be made to increase the number of cases meeting the 90-day timeline.

Figure 22. Number of days until complaint closure, 2017–2021



Source: Worcester Police Department.

The racial equity survey also asked an open-ended question to gain feedback from staff on WPD policies, procedures, and operations. In response to a question about staff suggestions or recommendations for improving the WPD, some survey respondents indicated that there is not full confidence that internal affairs investigations are done impartially, and they believe that those in higher positions may not be subjected to the same scrutiny as those lower in rank. Respondents to this open-ended question repeatedly raised issues of favoritism, alleging that certain WPD members are shielded from accountability or even promoted despite doubts about their performance or integrity.

Findings and Recommendations

The CNA audit team analyzed and reviewed data and information collected from listening sessions, interviews, surveys, policies and documents, and administrative data from the WPD. Our analysis directly informed the findings and recommendations presented in this chapter, in each area of the assessment:

- Diversity, equity, and inclusion (DEI)
- Recruitment, hiring, and promotions
- Policies and procedures
- Community-oriented policing engagement and practices
- Use of force
- Complaint and professional standards (internal and external)

Diversity, equity, and inclusion

Finding 1: The WPD currently does not have a published strategy to guide its DEI efforts.

The audit team's review of the WPD's procedural documents revealed that the department does not have a strategic plan focused on improving DEI. While the WPD does have a recruitment plan that focuses on diversifying the department, the agency does not possess a clear plan that focuses on specific DEI efforts for the organization. Currently, the organization operates without a comprehensive roadmap that provides clear directives to both its leadership and line staff on effectively fostering DEI across different levels of the organization.

The WPD should collaborate with the City of Worcester and community members to develop a robust DEI plan focused on advancing diversity in the department's ranks. This plan should include specific objectives and goals, strategies to reach those goals, and metrics to measure progress. By doing so, the WPD would create realistic goals for improving its DEI efforts.

Recommendation 1.1: The WPD, in collaboration with the City of Worcester and community members, should develop a robust and specific DEI plan.

Finding 2: The WPD has created a Policy Review Committee to integrate officer feedback, but there remains opportunity to better integrate feedback from officers in the field.

During the time of this audit, the department did not have a systematic approach to gain and incorporate feedback directly from officers in the field. The absence of a structured feedback-collection process can impede the organization's efforts to promote internal inclusivity. Research has

shown that soliciting input directly from front-line personnel can yield tremendous benefits to an organization.¹⁰

Within the last few months, the WPD has created the Worcester Police Policy Review Committee in collaboration with the Human Rights Commission, which includes department personnel who provide feedback on department policies and procedures. This committee also includes two equity officers who are responsible for assessing potential impacts of department policy on underserved and marginalized groups. This initiative represents a positive advancement in engaging WPD employees in the development of department policies and procedures.

While this committee serves as a valuable tool for incorporating the viewpoints of WPD personnel into policy development, it would be beneficial for the department to consider additional strategies that would facilitate increased officer involvement in that process. Under the current policy review committee structure, WPD members may not have the opportunity to share their perspectives if they are not able to engage directly with committee members. The department should consider additional strategies, such as administering anonymous surveys or focus groups that encourage officers to regularly share their ideas, concerns, and suggestions related to department policy, operations, DEI, or racial equity. Making sure that these surveys and focus groups are centered on the most relevant topics would allow the department to obtain the most valuable feedback. Having outside facilitation for these sessions could help create an environment of trust and ensure that officers feel comfortable sharing their perspectives without fear of retribution.

Recommendation 2.1: The WPD should consider adopting new feedback systems that enable more officers to contribute their insights regarding department policies, procedures, and practices related to DEI.

Finding 3: The WPD's ongoing engagement with Worcester's Human Rights Commission (HRC) offers opportunities to better address DEI issues.

Based on interviews with external stakeholders and WPD staff, opportunities exist for the WPD to improve its working relationship with the City's HRC. The HRC (a public body established by City ordinance) works to promote the City's human rights policy. It has also expressed interest in the WPD's approach to racial equity and DEI. Interviews with external stakeholders reveal that communication and collaboration between the HRC and the WPD could be stronger. There is a perception that better communication and collaboration could promote constructive conversations about improving police accountability.

To enhance collaboration between HRC and WPD, specific actions could include establishing a clear schedule for leadership meetings, enhancing meeting preparation by outlining agendas and objectives, and defining a framework for setting and working toward long-term goals. Establishing a

¹⁰ Elad N. Sherf, Subra Tangirala, and Vijaya Venkataramani, "Research: Why Managers Ignore Employees' Ideas," Harvard Business Review, Apr. 8, 2019, <https://hbr.org/2019/04/research-why-managers-ignore-employees-ideas>.

productive and trusting partnership between the WPD and the HRC is crucial for building strong relationships with community stakeholders and other entities.

The department should proactively engage in regular and meaningful dialogues with the HRC, beyond annual meetings. Such communication would allow the WPD and the HRC to discuss ongoing concerns, share progress, and identify areas for collaboration. The HRC and the WPD should both strive to engage more collaboratively, being responsive to data requests, concerns, and goals for the annual meetings. In addition, they should enhance the focus on actionable outcomes that promote human rights and DEI in the community.

Since the time of this audit, WPD has initiated a new partnership with the HRC through its policy review committee. The audit team suggests that the department assess the results of this finding and further enhance its cooperation with the HRC.

Recommendation 3.1: The WPD leadership should prioritize enhancing collaboration and communication with the HRC.

Finding 4: Community members expressed concerns that the WPD has not sufficiently acknowledged how institutional policing practices that have impacted communities of color may be negatively affecting community trust in law enforcement.

During interviews with community members and external stakeholders, the audit team asked individuals about their perceptions around racial bias and inequity within the WPD. The audit team repeatedly heard from external stakeholders a shared concern about past comments made by the WPD leadership concerning whether institutional racism was or was not present within the WPD. Many community members and external stakeholders were concerned that WPD leadership were not acknowledging how institutional policing practices have negatively impacted communities of color. These concerns may be negatively affecting marginalized communities' trust in WPD's commitment to provide equitable service.

The WPD should consider publicly recognizing the results of this audit's data analysis that identify disparities and acknowledge historical incidents involving police practices that have negatively impacted communities of color. This could help nurture positive community relationships by giving community members an opportunity to observe the department actively acknowledging their most pressing concerns and viewpoints.

Recommendation 4.1: The WPD should publicly recognize the findings of this audit's data analysis that identify disparities, and it should take steps to acknowledge past incidents involving communities of color.

Recruitment, hiring, and promotions

Finding 5: The WPD's workforce has limited diversity and does not have a robust or specific plan to hire for diversity within the department.

The level of diversity in the WPD's workforce has remained limited since 2015, with a noticeable overrepresentation of White staff members and an underrepresentation of minority staff members (see Figure 2). The WPD's workforce has seen only minor increases in diversity over the years, with Hispanic representation increasing by 3 percent and Black representation increasing by 0.2 percent from 2015 to 2022. Interviews with external stakeholders and community members revealed strongly held views that the WPD has not implemented a robust diversity recruitment effort. The sentiments expressed through interviews align with those from document analysis findings, which reveal that the WPD's current recruitment plan is not robust or specific regarding efforts to address diversity in hiring.

It should be noted that many departments across the country are struggling to recruit staff, and the WPD is engaged in many of the traditional law enforcement recruitment efforts. Such efforts include publishing flyers, attending job fairs, and establishing a cadet program. Although traditional recruitment efforts have been successful in reaching new recruits, the WPD has continued to struggle to recruit a diverse workforce.

The existing recruitment plan outlines the department's commitment to fostering diversity in its workforce, presents a recruitment action plan, and identifies different channels for recruitment, including social media, job boards, and partnerships with local colleges. This plan lacks specific strategies for using these channels to carry out hiring objectives. In addition, the plan does not include specific short- or long-term goals for achieving successful recruitment. The WPD and the City of Worcester should amend the recruitment plan to include specific strategies for recruiting underrepresented individuals. In this plan, the WPD should also focus on maintaining and expanding some of their existing efforts. For example, the WPD could maintain the current cadet program and develop a new internship program for students, while focusing on gaining participation from underrepresented communities.

In revising its recruitment plan, the WPD may want to engage with a small working group that includes representatives from other city departments, local colleges, and community organizations. The group could focus on helping the WPD expand recruitment efforts, identify new avenues to recruiting a more diverse workforce, and set clear goals for the upcoming year. The WPD might also consider hiring an organization that has specialized expertise in recruitment efforts. Such an organization could develop a campaign aimed at expanding targeted recruiting efforts throughout the city.

Recommendation 5.1: The WPD should amend its recruitment plan to strategically increase diversity.

Finding 6: The WPD's current recruitment policy does not reflect the department's intention to create a diverse workforce.

The WPD's current recruitment and selection policy outlines the department's approach to selecting sworn personnel. It emphasizes complying with state laws, securing selection records, and conducting thorough investigations. However, the policy does not mention specific approaches or procedures aimed at recruiting a more diverse workforce. In addition, the policy lacks a clear statement affirming the department's commitment to attracting a workforce that reflects the demographics of the city. It is recommended that the policy include an explicit statement expressing

the WPD's desire to attract a diverse workforce representative of the community. The policy could also incorporate recommendations for implementing new procedures to identify diverse recruits. These procedures could include conducting outreach efforts that engage civic leaders, faith-based organizations, local colleges, and schools.

Recommendation 6.1: The WPD should amend its recruitment policy to articulate its commitment to actively diversifying its workforce through targeted outreach efforts.

Finding 7: The City's promotion process has historically advanced individuals at WPD who do not reflect diversity.

Based on our review of historical and current command staff data, the City's promotion process has primarily advanced WPD members who are White and male. The department also currently lacks diversity in its command staff. It is worth noting that the existing Massachusetts Civil Service process has posed some challenges for the department's ability to promote a more diverse group of staff and that the City and the department have an opportunity to explore changes to that process (see Finding 8). The City and the WPD have publicly expressed their commitment to enhancing diversity, and the department has taken steps to do so by establishing dedicated positions aimed at addressing this objective (e.g., the diversity officer position). However, a comprehensive examination of the data indicates a lack of consistent progress in boosting diversity in the WPD's promotion process (see Figure 4). This suggests that new strategic initiatives may be warranted to effectively advance diversity at leadership levels. The WPD should consider amending the promotion process by identifying early potential leaders, including members of underrepresented groups, and providing mentorship to these individuals to help them meet promotional requirements. This would open opportunities for supporting better candidates as they advance in their careers. To fill leadership positions, the WPD could also consider recruiting candidates of diverse backgrounds from other departments who meet or exceed the WPD criteria for leadership.

Recommendation 7.1: The City, in consultation with WPD's stakeholders, should amend its promotion process to identify diverse leaders, offer more mentorship opportunities, and explore candidates from other departments.

Finding 8: Both WPD staff and community members raised concerns that the WPD's current promotion process may be lacking.

The City of Worcester currently uses Massachusetts Civil Service Human Resources Division promotional testing to place candidates on a promotion list. This process has been controversial because some believe that it is disadvantageous to communities of color. White officers have historically performed better on the written multiple-choice tests, and they have been promoted at higher rates based on the resulting score-ranked lists. This has led to few minority promotions in communities, including the WPD.

Interviews with both WPD staff and community stakeholders, and a review of WPD operations, indicate deficiencies in the promotional processes. These deficiencies appear to be linked, to some extent, to outdated state civil service rules, which greatly rely on memory testing to make promotion decisions. The WPD's leadership, rank-and-file officers, and community stakeholders generally agree on the need to give other factors more consideration. Many believe that as a result of the current imbalance, many well-qualified and highly experienced candidates may be passed over for promotions. Many WPD members view the civil service's rigid hiring and promotion requirements as a barrier to progress.

Many other organizations across Massachusetts and the county have transitioned away from civil service in promotions for executive leadership. Examples include the Boston and Cambridge police. The City of Worcester and the WPD should work with state officials to initiate a review of civil service procedures that affect the WPD's hiring, internal evaluations, and promotions, and the department should consider removal from the civil service system.

Recommendation 8.1: The City, in consultation with WPD stakeholders, should consider removal from the Massachusetts civil service system, enabling the department to tailor its hiring and promotion policies more effectively in order to advance equity and diversity.

Recommendation 8.2: The City, in consultation with WPD stakeholders, should consider revising promotions criteria to give additional weight to experience and other valued characteristics.

Policies and procedures

Finding 9: The audit team was unable to complete several analyses on racial disparities for use of force, traffic stops, and pedestrian stops or field contacts because of a lack of adequate data containing racial demographics.

The audit team's analysis was hindered by the absence of comprehensive data on racial demographics, preventing a thorough examination of potential racial disparities. The WPD's current reports on use of force, traffic stops, pedestrian stops, and field contacts do not collect detailed information that reveals a person's race, gender, or age during a stop or interaction. Police departments can use this data to identify communities or populations that have disproportionate interactions with the police and to improve their training, engagement, or practices. To achieve these benefits, the WPD should enhance its practices for collecting and sharing data. This would entail the systematic collection, analysis, and annual reporting of data related to stops, searches, and seizures categorized by ethnicity, race, gender, and location.

Furthermore, these data should be publicly accessible through the WPD website, with the responsibility of overseeing the release of annual reports falling under the purview of the DEI liaison. This move toward greater transparency and accountability holds the potential to shed light on potential disparities that cannot currently be examined and that could inform more equitable policing strategies.

Recommendation 9.1: The WPD should enhance its ability to gather data that identifies racial or ethnic disparities in such areas as use of force, traffic stops, pedestrian stops, and field contacts.

Recommendation 9.2: The WPD should make these data publicly accessible.

Finding 10: Individuals from Black and Hispanic communities face a higher rate of arrests compared to their White counterparts.

Our data analysis revealed disparities, where individuals from Black and Hispanic communities are disproportionately arrested in comparison to their White counterparts. Our analysis demonstrated that Hispanic individuals were almost 2 times more likely to be arrested, and Black individuals were more than 2 times more likely to be arrested compared to their White counterparts. It is important to note that there are a number of different factors that can contribute to the higher arrest rates in a particular population such as calls for service to a specific area. The collection and evaluation of additional data points can allow the City and the WPD to better understand some of these contributing factors.

Situations where officers have limited discretion, such as warranted arrests or cases involving assault and battery on a family member, show the same patterns of disparity as incidents where officers can exercise higher levels of discretion, like trespassing or disturbing the peace. This indicates that the racial disparities in arrests cannot be attributed solely to the level of officer discretion. It underscores the need for a deeper understanding of the underlying factors that contribute to these persistent disparities in order to address them effectively.

Recognizing the critical importance of addressing the disparities identified within the department, it is imperative that the department prioritize comprehensive and proactive strategies that will rectify these inequities. First, the WPD will need to enhance its data collection and analysis efforts to gain a better understanding of the factors contributing to higher arrest rates for Black and Hispanic community members. Prioritizing comprehensive data collection and ongoing monitoring will be crucial for conducting a comprehensive review. It is worth noting that disparities in arrests often coincide with concentrated police activity in certain geographic areas. Therefore, presenting a geographical breakdown of arrest data alongside census data would help provide insights into these patterns.

Furthermore, it is important that the department commits to regular evaluations of data, considering various arrest categories such as mandatory, felony, service call-related, and proactive (discretionary) arrests. This ongoing assessment will help identify potential biases and guide the implementation of necessary reforms.

Using this information from the regular evaluations, the department can develop a detailed plan for implementing reforms and making changes to its policing practices that promote fairness and equity. For example, to mitigate over-policing in areas with higher Black and Hispanic populations, the department may consider reallocating proactive units to ensure a more equitable distribution of

resources. This shift would likely result in arrest and citation data reflecting a fairer distribution of police activities. To promote transparency and accountability, the department should publish annual reports that provide a comprehensive analysis of any identified disparities and its efforts to rectify these disparities. This commitment to openness can build trust and ensure that the department's actions in addressing these inequities are subject to oversight.

Recommendation 10.1: Create a robust data collection system to inform the development of a plan aimed at addressing disparities in arrests within Black and Hispanic communities.

Finding 11: The WPD's data highlight a disproportionate level of arrests among youth of color.

The data shows that youth of color are arrested out of proportion with their representation in the city's population.—Based on youth population data¹¹ obtained from the 2017–18 to 2021–22 Worcester Public School District enrollment data,¹² Black students made up about 16.6 percent of the district and Hispanics made up 43.3 percent. In the arrest data, Black youth accounted for about 28 percent of juvenile arrests, and Hispanic youth represented about 48 percent of such arrests.

This data highlights the need for effective diversion strategies and alternatives to arrest and detention. The WPD has established a juvenile arrests policy, and it is also part of the City of Worcester's Worcester Youth Violence Prevention Initiative, a collective approach to address youth violence. The WPD is represented in the program's governing board, alongside other professionals from the judicial, legal, and medical fields. This initiative provides an opportunity for the department to collaboratively enhance its youth diversion approaches.

The WPD's current policy on juvenile arrest discusses booking procedures, state requirements, and protective custody issues. The policy does not outline a procedure to prioritize the diversion of youth from the criminal justice system.

The WPD should make changes to department policy and procedure to prioritize diverting more youth from the criminal justice system where possible. It should also prioritize finding alternative means to hold youth accountable and recognize the developmental stages in youth and the need for age-appropriate interactions. Research suggests that diversion programs have the capacity to improve the circumstances by which youth of color are disproportionately criminalized compared with their White counterparts.¹³ The emerging best practice in many other police departments is to avoid creating criminal histories where possible and to avoid formal involvement in the criminal justice system for youth involved in minor and nonviolent offenses.

The department should continue to work with the Worcester Youth Violence Prevention Initiative and with other key stakeholders to help outline how officers could engage in arrest-diversion

¹¹ Youth population data is not available in the Census data. The school district population serves as the best presentation of the youth population at the time of this report.

¹² "School and District Profiles."

¹³ Traci Schlesinger, "Decriminalizing Racialized Youth through Juvenile Diversion," *The Future of Children* 28, no. 1 (2018), pp. 59–82, <https://www.jstor.org/stable/26641547>.

approaches for youth. The WPD should consider additional ways to divert youth while also promoting accountability, and its policy should reflect these measures. The department could incorporate a statement in its juvenile arrests policy that encourages the exercise of discretion and diversion when determining criminal proceedings for young offenders. This approach aligns with best practices, which emphasize the importance of alternatives to detention for juveniles.

Recommendation 11.1: The department should collaborate with local stakeholders to establish new arrest-diversion strategies for youth.

Recommendation 11.2: The WPD should amend its policy to reflect the adoption of effective diversion strategies and alternatives to arrest.

Finding 12: The WPD's policy on juvenile arrests is 19 years old and lacks important language regarding the protection of juvenile privacy.

The WPD's juvenile arrests policy is 19 years old and is missing crucial language related to the protection of juvenile privacy. Although Massachusetts has enacted state laws addressing privacy for juveniles, it is still essential for the WPD to incorporate privacy provisions in its own policy. These provisions should align with state law requirements and, where necessary, offer additional language addressing significant issues related to juvenile privacy. The current juvenile arrests policy does not specify protections to minimize the release information to the general public regarding juvenile arrests. These protections are frequently found in the policies of other major city departments.

Understanding that youth of color are disproportionately involved in arrests, it is important that the department's policies strongly promote the protection and support that foster a fair and equitable approach to justice. The WPD should establish a system for consistently reviewing and revising this policy with WPD officers. Efforts should also be made to enhance public and stakeholder understanding of the policy's parameters regarding privacy requirements for juvenile arrests.

Recommendation 12.1: The WPD should review this policy and discuss potential revisions that would address privacy concerns associated with juvenile arrests.

Finding 13: The WPD could enhance inclusivity by establishing digital platforms through which the community could engage in policy review and offer feedback.

Websites are a police department's primary communication and outreach vehicle and can serve as a valuable tool for promoting openness and involving the community in the policy-making process. The WPD's website offers over 140 of its policies, and they are easily downloadable and accessible. Although making this information available promotes transparency, the audit team observed that the department does not offer a way for local residents to provide feedback on the policies that they are able to access online.

The department has recently launched an initiative that would allow community members to receive emails regarding new WPD policies and allow community members to provide feedback on those

policies. This is a commendable initiative by the department that allows for greater community involvement in shaping WPD policies. The department should also consider implementing a method that allows community members to review policy and provide feedback directly on the City's frequently visited website. This would enable residents to easily share their thoughts and opinions, making it more accessible for information-seeking community members.

The City of Worcester could develop a mechanism that allows the WPD to post drafts of policies online, allowing community members to submit comments and feedback on policies covering such issues as use of force, community interactions, and body-worn cameras. Transparency plays a pivotal role in enhancing departmental performance, and research has underscored the value of enhancing citizens' digital experiences as a means to bolster trust.¹⁴ It is imperative to not only disseminate information, but also prioritize its online accessibility, user-friendliness, and engagement for the benefit of the public.

By implementing such a system, the WPD could further enhance the involvement of the community in shaping its policies while also demonstrating a commitment to openness and inclusivity. The ability of residents to offer constructive feedback to police online would ensure that policy decisions are well-informed and better reflect the needs of both law enforcement agencies and those they serve.

Recommendation 13.1: The WPD should consider expanding its efforts to share policies with the public by posting draft policies on its website for public comment.

Finding 14: There are varying opinions among WPD officers regarding the value of crisis intervention team 40-hour training; however, expanding the program to include all officers has the potential to enhance community interactions.

Amid growing national concern about mental and behavioral health issues, law enforcement agencies have increasingly prioritized crisis intervention team (CIT) training. Research suggests that CIT training has been shown to be effective in enhancing law enforcement officers' understanding of mental illness, giving them a more positive attitude toward individuals with mental health conditions and improving their confidence when responding to mental health crises.¹⁵ Enhancing crisis intervention has the potential to improve police interactions in the community, including interactions with marginalized communities.

According to the audit survey results, opinions on the value of CIT training are divided among the WPD officers, with half of the respondents indicating its value and the other half considering the training as average. Despite this division, providing the 40-hour CIT training for its entire staff would

¹⁴ John O'Leary, Angela Welle, and Sushumna Agarwal, "Improving Trust in State and Local Government," Deloitte Insights, Sept. 22, 2021, <https://www2.deloitte.com/us/en/insights/industry/public-sector/trust-in-state-local-government.html>.

¹⁵ Amanda Brown Cross, Edward P. Mulvey, Carol A. Schubert, Patricia A. Griffin, Sarah Filone, Katy Winckworth-Prejsnar, David DeMatteo, and Kirk Heilbrun, "An Agenda for Advancing Research on Crisis Intervention Teams for Mental Health Emergencies," *Psychiatric Services* 65, no. 4 (2014), pp. 530–536, doi: 10.1176/appi.ps.201200566.

be a significant stride forward for the WPD. The WPD has already established a CIT that works to respond to active incidents, and it has maintained the 40-hour CIT training levels at the recommended threshold of 20 percent of officers.¹⁶ In addition, in the Worcester community, there is a desire that comprehensive CIT training be extended to all WPD officers.

To respond to this desire and better align with best practices, the WPD should strive to provide all of its officers with the 40-hour crisis intervention training. The department should create a detailed plan to ensure the priority status of this initiative to achieve universal training of all officers as soon as possible. Recognizing the potential effects on residents, the WPD should also actively explore avenues to integrate community feedback into its training curriculum. For example, the department could host workshops that facilitate meaningful dialogues with community stakeholders. The aim is to ensure that mental and behavioral health considerations remain at the forefront of the WPD's evolving training curriculum.

Recommendation 14.1: The WPD should create a plan expand CIT training to all of its officers.

Recommendation 14.2: The WPD should integrate community feedback into the expansion of its crisis intervention training curriculum.

Finding 15: WPD has opportunities to improve delivery of trainings that enable officers to address community needs appropriately.

The audit team received feedback from both WPD staff and external stakeholders concerning the need for enhancements in WPD training delivery. Interviews with key figures in the WPD revealed a collective desire for a more hands-on and scenario-based training approach. When providing training on important topics like trauma-informed policing, the duty to intervene, de-escalation, and use of force, it is crucial to use effective delivery methods that enable officers to address community needs appropriately. Scholars have suggested that using such techniques as interactive scenario-based training gives officers practical learning opportunities for improving de-escalation tactics and other communication strategies.¹⁷

Implicit bias training and de-escalation training were rated as having average value by a majority of survey participants (52 percent and 53 percent, respectively). These trainings cover crucial subjects related to racial equity, suggesting that there is room for improvement in this area for WPD officers. To enhance the value of these trainings, it is recommended that the WPD collaborate with its staff and identify specific components that could be enhanced or modified. Some areas for improvement may include identifying the training courses in which scenario-based exercises could be expanded, such as cultural competency, de-escalation, and problem-oriented policing. Other areas of

¹⁶ Laura Usher, Amy Watson, Ron Bruno, Suzanne Andriukaitis, Don Kamin, Carol Speed, and Sabrina Taylor, *Crisis Intervention Team (CIT) Programs: A Best Practice Guide to Transforming Community Responses to Mental Health Crises*, CIT International, 2019.

¹⁷ Jennifer A. A. Lavoie, Natalie Alvarez, and Yasmine Kandil, "Developing Community Co-Designed Scenario-Based Training for Police Mental Health Crisis Response: A Relational Policing Approach to De-Escalation," *Journal of Police and Criminal Psychology* 37, no. 3 (2022), pp. 587–601.

improvement may include creating a more interactive and realistic environment that provides an opportunity for officers to improve critical thinking and communication skills. Currently, the Massachusetts Police Training Council mandates a baseline of 40 hours of in-service training; however, the WPD has the potential to exceed this standard, tailoring its training regimen to address specific community needs.

To address these concerns, it is recommended that the WPD explore the expansion of in-person training opportunities, particularly through increased use of scenario-based exercises. To foster greater community-police collaboration, the WPD should also look for ways to engage a diverse group of community members in scenario-based trainings when possible.

Recommendation 15.1: The WPD should collaborate with staff to enhance and expand scenario-based exercises.

Recommendation 15.2: The WPD should involve a diverse range of community members in the scenario-based training sessions.

Finding 16: Opportunities exist for the WPD to continue to improve the department's field-training officer (FTO) program.

During the time of this audit review, the WPD lacked a structured framework for implementing its field-training program. WPD's field-training program could be characterized as ad hoc in nature, lacking a cohesive and strategic approach to professional development and skill enhancement. The absence of a formalized structure and clear guidelines could lead to variability in the training process, potentially hindering the development of officers and the adoption of best practices in areas that can impact fair and impartial policing.

The WPD has recently begun to establish a formal FTO program. The department is in the process of acquiring technology that will assist in the tracking and monitoring of the program. To ensure ongoing improvement, the department should establish a formal policy to govern the FTO program. The policy should outline key aspects such as program objectives, eligibility, training procedures, and accountability measures to ensure standardization.

As the WPD looks for ways to enhance their FTO program, it should follow nationally recognized problem-solving and self-evaluation approaches¹⁸ to elevate professionalism. This includes ensuring that its field-training program includes rigorously defined criteria for selecting, training, and evaluating FTOs, and a clear method to incorporate feedback that will continue to improve the program. As the department expands this program, it should ensure that its policy clarifies a selection method of FTOs that includes diverse perspectives and experiences in order to promote cultural competency and inclusivity.

¹⁸ Kristin Ward, Susan Chibnall, and Robyn Harris, *Measuring Excellence: Planning and Managing Evaluations of Law Enforcement Initiatives*, US Department of Justice, Office of Community Oriented Policing Services, 2007, <https://portal.cops.usdoj.gov/resourcecenter/RIC/Publications/cops-p129-pub.pdf>.

Recommendation 16.1: The WPD should continue to revamp its field-training program using nationally recognized self-evaluation approaches and formalize the program in WPD policy.

Finding 17: WPD officers have concerns about the officer wellness program and feel that it needs improvement to align with best practice.

The WPD has not published a clear plan or guidance that outlines its officer wellness program. Interviews with staff revealed that many staff members are not fully satisfied with the wellness support that is available to them, and they would like to see this improved, with various options available to access mental health assistance. In recent years, the WPD has taken steps to elevate training centered on officer wellness, such as offering training on suicide prevention. However, there remains a need for further actions to comprehensively address safety apprehensions in the officer ranks.

According to the audit survey findings, a significant majority (65 percent) of officers reported experiencing a traumatic event “very often” in the past year. This represents one of the highest frequencies observed among all incidents included in the survey. These results underscore a need for effective programming to support officer well-being and ensure that their mental health is prioritized. There is a growing awareness of the impact of ongoing trauma experienced by officers on the streets,¹⁹ leading to potential behavioral challenges that can affect their performance and well-being over time. There is a lack of extensive research on the extent to which officer wellness programs help reduce racial disparities in policing practices. However, some studies have indicated that an officer’s bias may be influenced by both physical and mental fatigue, leading to potentially negative outcomes.²⁰

The WPD should look to expand the wellness support available to its officers. The department should consult with rank-and-file leaders to review its officer support services and identify key areas of improvement. For example, the department might increase access to mental health resources or establish a peer support program. The WPD should use the information from officers to establish a comprehensive wellness program that goes beyond annual training. This program should address and support various aspects of mental, emotional, and physical well-being in order to provide support to officers throughout their careers. The WPD might consider reviewing the BJA

¹⁹ Tina B. Craddock and Grace A. Telesco, “Police Stress and Deleterious Outcomes: Efforts Towards Improving Police Mental Health,” *Journal of Police and Criminal Psychology* 37, no. 1 (2021), pp. 173–182; Megan Edgelow, Agnieszka Fecica, Caroline Kohlen, and Kirandeep Tandal, “Mental Health of Public Safety Personnel: Developing a Model of Operational, Organizational, and Personal Factors in Public Safety Organizations,” *Frontiers in Public Health* 11 (2023).

²⁰ Thomas L. Datro, “Chronic Sleep Deprivation in Our Nation’s Law Enforcement: A Public Safety Crisis,” (Doctoral dissertation, University of Southern California, 2021).

VALOR Officer Safety and Wellness Initiative for additional resources for improving its wellness program.²¹

Recommendation 17.1: The WPD should conduct a comprehensive review of its officer wellness support and develop a plan to expand the availability of support services for its rank and file.

Community-oriented policing engagement and practices

Finding 18: The WPD does not have a clear plan to guide its community policing strategy.

The audit team learned from interviews that the department does not have a formalized or consistent community policing strategy. The Neighborhood Response Team (NRT) serves as one of the department's primary means of community policing. This unit participates in community meetings, collaborates with local groups, and develops solutions to address problems in the community. It has focused primarily on addressing such issues as homelessness, illicit sex work, illegal dumping, and other quality-of-life issues. Although this unit helps the WPD respond to citizens' concerns, several WPD staff members have described this unit as siloed and lacking a formal plan or strategy to guide its work in community policing.

Without a clearly defined strategy, it is difficult for the NRT and the WPD to assess their efforts to expand upon their existing partnerships and engagement, helping them to be better engaged in the community. The NRT should collaborate with other members of the WPD, such as the DEI officers, to create a comprehensive plan that addresses areas requiring improvement and that provides guidance for expanding community engagement initiatives. The audit interviews indicated several potential improvements, including enhanced training, increased collaboration within the WPD, diversified recruitment efforts, expanded partnerships, and strengthened community outreach initiatives. The WPD should collaborate with its staff to gain a comprehensive understanding of the areas that need enhancement and develop a plan for making these changes. The NRT with WPD leadership should review this plan annually to assess its effectiveness and make necessary adjustments.

Recommendation 18.1: The NRT, in collaboration with other WPD members, should develop a formal plan for improving community engagement for the department.

Finding 19: Although the WPD is actively engaged in numerous youth-engagement efforts and partnerships, it lacks a formal plan to guide those engagements.

21 Bureau of Justice Assistance, "Overview," VALOR Officer Safety and Wellness Initiative, US Department of Justice, <https://bja.ojp.gov/program/valor/overview>.

The WPD is involved in several initiatives aimed at involving and engaging youth, such as summer camps, basketball events, boys' and girls' clubs, and toy drives. The WPD has also collaborated with local community groups to engage in dialogue with at-risk youth. Despite these positive measures, the department currently lacks a formalized plan that comprehensively outlines its partnerships, its specific engagement objectives, and a strategy for expanding community partnerships. This absence of a structured plan makes it difficult for the WPD to effectively evaluate the effectiveness of ongoing engagement efforts. Establishing such a plan is important, not only for assessing the efficacy of current initiatives, but also for developing a strategic framework to enhance and broaden community engagements.

As reflected in Figure 7, Hispanic and Black youth experience higher arrest rates than their peers. Given the disparities observed among the younger demographic and in light of research emphasizing the importance of directing youth services toward those most at-risk,²² it is important for the WPD to have a plan to enhance at-risk youth engagement. One way to do this would be to meet with existing partners to discuss gaps in existing programs and develop an approach to better engage at-risk youth, especially youth of color. The WPD should create a plan to engage with new partners who could help to continue the positive work the department is already doing with youth, strengthen the department's outreach to youth, and enhance its delivery of services.

Recommendation 19.1: To strengthen its engagement with at-risk youth, the WPD should develop a plan to strategically expand initiatives and partnerships that are aimed at achieving this goal.

Finding 20: The roles of the diversity and LGBTQ officers could be expanded.

WPD's diversity officers and LGBTQ (i.e., lesbian, gay, bisexual, transgender, queer or questioning) officers, who serve as liaisons between the WPD and these communities, have made commendable efforts to tackle diversity-related concerns, but the current scope of their duties and responsibilities is limited. During interviews and review of department operations, the audit team learned that as part of their current role, these officers will identify new recruitment opportunities, engage with community programs, and attend community events. The diversity officer is primarily responsible for spearheading recruitment initiatives within the department with the goal of enhancing diversity among WPD staff.

Although the current officers have been making significant contributions, improving DEI in the department will require a collaborative effort that exceeds the capacity of a few dedicated individuals. These roles of the diversity and LGBTQ officers could be elevated, allowing these individuals to lead change in the department and develop new strategies that involve all WPD staff. The diversity and LGBTQ officers should be empowered to develop a plan to establish an

²² Thomas E. Hanlon, Betsy D. Simon, Kevin E. O'Grady, Steven B. Carswell, and Jason M. Callaman, "The Effectiveness of an After-School Program Targeting Urban African American Youth," *Education and Urban Society* 42, no. 1 (2009), pp. 96–118.

environment of collective responsibility in which every officer is equipped to engage in activities that promote a diverse and inclusive department.

Recommendation 20.1: The WPD should elevate the roles of diversity and LGBTQ officers to develop a plan to lead comprehensive diversity and inclusion initiatives across the department.

Finding 21: The role of community engagement could be expanded to all sworn WPD officers.

Many of the WPD's community engagement efforts appear to be siloed and centralized to a particular unit or group of officers who consistently participate in engagement efforts. For example, in audit interviews, the diversity officer was often identified as an individual primarily engaged in community interactions. In addition, survey results show that 41 percent of respondents have rarely or never spoken to a community group or attended a community event. Thus, the WPD should focus on expanding officers' involvement in community engagement and events.

Recommendation 21.1: The WPD should expand the involvement in community engagement activities and events to all officers.

Finding 22: The WPD has an active social media presence and has the opportunity to leverage its platform to promote their diversity efforts in its community engagements.

The WPD appears to be most active with its Facebook and X (formally known as Twitter) social media platforms, where they post almost daily. On these platforms, the department primarily shares updates on local incidents and highlights past or upcoming community engagements. The WPD should continue to use social media in these ways, because the postings show residents that the department is active in the community.

The WPD should also consider developing a detailed social media plan for all of its platforms. This plan should outline a strategy for creating social media content that highlights the WPD's efforts to promote diversity and inclusion in the department. This content could feature more officers and staff from diverse backgrounds in more prominent roles, and it could showcase new partnerships that the department is engaging in to promote an inclusive community.

Recommendation 22.1: The WPD should build upon its existing social media presence while also incorporating content that highlights its commitment to creating an inclusive department and community.

Finding 23: Worcester community members have concerns about some WPD members' social media use, and the WPD's social media policy provides insufficient guidance for officers.

During the audit listening sessions, community members repeatedly voiced apprehensions regarding social media posts by members of the WPD. These concerns revolved around content that community members have found to be offensive and fostering division. This content has been posted on a WPD

member's Facebook page or on private Facebook groups managed by WPD members. The impact of these posts has resonated widely, highlighting the need for the WPD to address such instances and uphold a standard of communication that aligns with inclusivity and respect.

Over the years, many police departments have reported issues with members' private use of social media, including the use of inappropriate and derogatory language. Although these postings are not on the official department website, they reflect poorly not only on that member, but also on the department in general. Some departments now monitor these sites to identify inappropriate postings that may damage their reputations.

The WPD's social media policy includes guidance for off-duty use of social media, instructing officers not to post content that reflects bias or hatred. However, the policy does not describe disciplinary consequences for violating this policy. Failing to enforce disciplinary measures can contribute to a lack of adherence to established policies and undermine the importance of the department's guidance. Furthermore, the WPD's social media policy does not encourage officers to refrain from participating in racially divisive and controversial content. In addition, it fails to clarify how engaging in such content could affect their success in carrying out their responsibilities as perceived by the public.

Lastly, the WPD's current policy generally limits the department's inquiry into an officer's private social media accounts unless there is a relevant ongoing investigation. A change in policy could allow the department to view or monitor individual social media accounts without the explicit permission or notification of the officer as part of a formal investigation.

The WPD should incorporate guidelines in its social media policy that address staff conduct in social media groups and encourage awareness of racially controversial and divisive content. The department should consider providing training for officers on the consequences of engaging in social media content that portrays them and the department unfavorably and the negative effects on levels of trust and legitimacy for the department. The department should review the policy and consider amendments that respect officers' rights as stated in the constitution and also address community concerns. Because the current policy is unclear about off-duty use of social media, the WPD may consider the following language as an example:

"WPD officers should expect that any information that they create, download, or exchange on a public online forum may be accessed by the department. This information may be made available to the department without advance notice as part of a formal investigation."

Recommendation 23.1: The WPD should consider amending its social media policy and providing additional training, within the confines outlined in the constitution, to offer guidance for department review of off-duty use of social media.

Finding 24: Community members continue to express concerns about the WPD's attitudes about, and treatment of, citizens during daily interactions.

Interviews with local stakeholders suggest that community members have growing concerns about attitudes displayed by the WPD during interactions with the public. Community members and local stakeholders described experiences in which officers have been discourteous, unhelpful, or aggressive. The audit team frequently heard these concerns from community members of color. However, it is noteworthy that over half of the audit survey respondents reported not observing any instances of disrespectful or inappropriate behavior by a WPD officer in the past 12 months. In addition, over 40 percent of the survey respondents agreed that the WPD has a positive relationship with the community. These opposing views highlight a potential disconnect between the community and the police department and the need to foster stronger relationships.

The allegations of inappropriate conduct also call attention to the pressing need for enhanced accountability and supervision in the department. Although this audit is not able to conclude that some officers engage in discourteous or inappropriate behavior with the community, the department should consider ways in which it can be responsive to the concerns voiced by community members.

One step forward for the WPD would be to consider expanding the curriculum for fair and impartial and community-oriented policing training for all officers. Although impartial policing and community policing are already integrated into the WPD's in-service refresher training, there is an opportunity to place greater emphasis on community-policing principles, and in particular on collaborative problem-solving and fostering stronger community partnerships.

In addition, the WPD should take proactive measures aimed at improving officer supervision and training. The department should focus on building supervisors' skills and knowledge so that they can better address any performance deficiencies in officers. The WPD should implement supervision strategies that focus on enhancing supervisors' ability to identify and address inappropriate behavior or misconduct. This could involve targeted training for supervisors on how to effectively act on information regarding at-risk behavior, and on how to identify additional training needs for members under their direct command.

Recommendation 24.1: The WPD should expand its fair and impartial and community-oriented policing training curriculum for all officers in collaboration with the community.

Recommendation 24.2: The WPD should explore innovative approaches to improving supervision activities and training programs that effectively identify inappropriate behaviors and areas for enhancement.

Finding 25: There are no active formal mechanisms to regularly gather community input on WPD policing strategies, priorities, operations, and current practices.

Based on interviews with community members and WPD personnel, it appears that there is currently no official framework or established mechanism through which the WPD can gather input from community members regarding its operations and procedures. Although the department currently provides opportunities for such input through its monthly meetings, establishing a formal feedback system would offer a more structured and systematic approach for soliciting feedback and

integrating diverse perspectives from the community. Both external and internal stakeholders have expressed that the WPD would benefit from a citizens advisory council (CAC). Such a council could provide a crucial channel for community voices to have a place in shaping public safety strategies. In addition, such a council could allow community members to share their perspectives regarding the impact of new policies, activities, and recruitment efforts, and the implementation of new technologies. The council could also foster a greater sense of ownership and shared responsibility for public safety. As such, advisory council members could serve as partners of the WPD, helping to support the department in areas where it faces its most difficult challenges.

To cultivate more targeted solutions for localized challenges, the WPD should consider introducing a CAC at the commander level. This localized strategy could be designed to address community-specific issues with precision, establishing a direct line of communication between community stakeholders and law enforcement leadership. The anticipated result is a strengthened link between law enforcement and the community, fostering an atmosphere conducive to mutual understanding and cooperation.

A key aspect of establishing the CAC lies in the thoughtful selection of its members and subgroups. Transparency and representation are paramount in this process, which would require a collaborative and comprehensive selection process. To ensure impartiality, the selection process should be entrusted to a third party, such as the city manager's office. The process should also be inclusive, inviting diverse perspectives that encompass marginalized and immigrant communities. This approach would protect the integrity of the CAC and enhance its credibility as a genuinely representative body.

Furthermore, recognizing the need for productive dialogue, the City should consider enlisting external facilitators trained in conflict resolution and community engagement. These skilled professionals could prompt constructive conversations, creating an equitable and conducive environment centered on shared goals.

Recommendation 25.1: The City and the WPD should establish a CAC at the commander level to address specific local issues in the community.

Recommendation 25.2: The WPD should ensure that the selection process is transparent and completed by an outside party.

Findings 26: Despite WPD's efforts to conduct outreach and engagement, the community members continue to express WPD is not meeting expectations in garnering community input regarding the development and implementation of the body-worn camera program.

The WPD has faced criticism for not effectively engaging with community members in the development and execution of its BWC program. It is important to mention that the WPD notes holding nine different community meetings over several months regarding the deployment of BWCs in coordination with the Human Rights Commission. Although the WPD did issue public announcements regarding the program and convened multiple community meetings, some members

of the community express a sense of having missed the opportunity to actively participate in the discussions concerning the implementation of BWCs.

Many experts recommend a comprehensive community review of law enforcement agencies' BWC programs as best practice, specifically including community forums and focus groups representing community stakeholders.²³ Implementing such a community review process would help the WPD ensure that diverse perspectives are incorporated into its policy and program development. The WPD should conduct a review of its BWC program and actively seek input from community members, including those from diverse and marginalized communities.

Furthermore, the WPD should consider implementing a systematic approach for conducting mandatory annual evaluations of the BWC program. These assessments should focus on such factors as activation compliance levels, policy adherence, and training needs. The WPD should also consider evaluating any technical challenges of the BWC program. These regular systematic reviews could help promote accountability and help the BWC program remain effective and transparent over time.²⁴

Recommendation 26.1: The WPD should continue efforts toward conducting a thorough community review of its BWC policy and program that includes community stakeholders. It should also establish a structured framework for conducting mandatory annual assessments of the BWC program.

Finding 27: The WPD has the opportunity to restructure their community meetings to be more collaborative.

As mentioned previously, the department is active in the community, holding regular community meetings throughout the city. The audit team's review of WPD operations revealed that the department's community meetings could be more collaborative. There is an opportunity for the WPD to shift its focus toward fostering dialogue that addresses topics relevant and valuable to the community. For example, sharing information on department efforts to increase diversity or address identified inequalities could encourage more productive dialogue.

The WPD should amend its approach to community meetings to create more collaborative engagement. For example, during its next community meeting, the WPD should seek input from the community on additional data points that residents would like to see on a regular basis. The department should also seek input on how the police and community can foster more collaborative

²³ Bureau of Justice Assistance, "Implementation: Body-Worn Camera Toolkit," US Department of Justice, <https://bja.ojp.gov/program/bwc/topics/implementation>.

²⁴ Kami N. Chavis, "Body-Worn Cameras: Exploring the Unintentional Consequences of Technological Advances and Ensuring a Role for Community Consultation," *Wake Forest Law Review* 51 (2016), pp. 985–1020.

relationships. It is also important for the department to ensure that citizens with limited English proficiency (LEP) have a way to be included in this collaboration.

In addition to providing updates on its diversity efforts, the WPD could also consider implementing a localized approach by organizing “micro meetings” in different neighborhoods. These meetings could be conducted on street corners, in local parks, or at community centers. This initiative would create an opportunity for direct engagement and collaboration with residents, allowing the police department to connect with them more effectively. It could also ensure equitable access for community members and allow them to participate in meetings more regularly. Furthermore, micro meetings could enhance the opportunity for inclusivity.

Recommendation 27.1: The WPD should create new opportunities to involve communities collaboratively through its community meetings.

Finding 28: The WPD has a challenge overcoming language barriers with local immigrant groups.

Worcester residents have observed an increase in the city’s immigrant community, and in this community’s diversity. During the audit’s listening sessions, some participants expressed concerns around WPD officers’ lack of understanding of this community. One example involved a situation in which an officer used force on an individual with LEP who had difficulty understanding the officer’s commands. Many believe that this type of situation emphasizes the potential consequences of a lack of cultural sensitivity and understanding in law enforcement interactions. Over a third of survey respondents (36 percent) agreed or strongly agreed that the WPD should improve its relationships with individuals with LEP. In addition, officers’ key method of translation is using an application that they downloaded to their phones. Officers are not confident that this method consistently provides the most accurate translations, making them concerned about their ability to properly understand and serve LEP individuals.

To respond to these concerns, the WPD should undertake a dedicated effort to enhance and broaden its language translation services. The department should first focus on working with officers and department leadership to identify specific challenges with existing translation methods. Subsequently, it should explore potential solutions, such as adopting handheld language translators or acquiring vendor-provided services for real-time translation. By proactively addressing this issue, the WPD could bridge any linguistic barriers that may exist in interactions with LEP individuals, ensuring effective communication.

In addition, the department also has the opportunity to improve its cultural sensitivity training. WPD officers receive cultural sensitivity training during both academy and in-service sessions. To effectively address community concerns, the material and duration of this training should be consistently reassessed and modified to reflect current issues and best practices. The WPD should also collaborate with the City of Worcester Diversity and Inclusion Office to identify necessary changes that will enhance the effectiveness of this training.

Recommendation 28.1: The WPD should commit to improving language translation services to enhance communication with all immigrant groups residing in Worcester.

Recommendation 28.2: The WPD should collaborate with the City's Diversity and Inclusion office to review and revise the existing cultural sensitivity training to reflect current issues.

Use of force

Finding 29: The WPD collects relatively little information about use-of-force incidents and does not collect data on the race of involved community members. This hinders useful analysis of these data and does not allow for developing an understanding of any disparities in use-of-force incidents.

As discussed in Finding 9, the WPD only documents a limited number of variables about use-of-force incidents. These variables are limited to the incident number, the date and time of the incident, its location, the involved officer, the type of force used, whether an injury occurred, the involved officer's supervisor, and the date the supervisor was notified of the incident. Other than information about any injuries, no information is documented regarding the community member(s) involved in the use-of-force incident. Although these details may be captured in use-of-force narratives, they are not readily analyzable because they are not translated to data fields. In addition, the WPD does not document additional details that many other police departments capture, such as any injuries to officers, the severity of injury, and the reason for the use of force. The WPD would benefit from consulting with other police departments that have robust use-of-force databases to gather information about best practices for data collection. Given the importance of analyzing use-of-force data to understand the potential presence of bias in policing practices, we specifically call out the enhancement of WPD's use-of-force database as a separate finding under this section.

Recommendation 29.1: The WPD should update its use-of-force database to add additional fields, capturing demographic data about the involved community member (age, sex, and race), a unique identifier (e.g., name) for each involved community member, and additional details about the incident (as described above).

Finding 30: The WPD does not have a procedure to systematically assess use-of-force incidents, examine any racial or geographical disparities in these incidents, and develop strategies to rectify these disparities.

Implementing effective strategies for data reporting is crucial in addressing potential racial or geographical disparities in use of force in the WPD. The WPD lacks a procedure to assess use-of-force incidents, identify disparities, and develop strategies for rectification. Without this process, it is difficult to understand disparities that exist and determine how to address them through training or policy. Therefore, the WPD should prioritize implementing this report's recommendations around collecting use-of-force data. In light of research uncovering racial and geographical disparities in use-

of force-incidents,²⁵ it is crucial that the WPD undertake a comprehensive assessment of its use-of-force reporting protocols and processes.

As an initial step, the department should expand its data collection mechanisms to capture data on existing racial disparities. The department should then establish a formal process that includes an annual evaluation of use-of-force data and publication of the findings in a report. The WPD's leadership should consider using the report's findings to revise policy, training, and other procedures that may be affecting racial disparities in use of force.

Recommendation 30.1: The WPD should enhance its data-reporting processes to identify potential disparities and follow up with any necessary policy or training needs.

Finding 31: The WPD publishes its use-of-force data on the City of Worcester's website; however, it does not disclose any information regarding racial or ethnic demographics.

The WPD exhibits a positive practice by posting use-of-force reports online; however, there is room for improvement. The City of Worcester and the WPD should start providing additional data in their monthly reports on use of force to improve transparency (see Recommendation 29.1). The WPD should consider posting these new data points, including the data on racial demographics. Such transparency and data sharing are vital steps toward fostering accountability, strengthening community relations, and addressing the concerns surrounding use of force.

Recommendation 31.1: The WPD should report racial demographic information online.

Complaints and professional standards

Finding 32: Both WPD staff and community stakeholders perceived bias and favoritism in how complaints and disciplinary actions are handled.

Members of the WPD, as well as some external stakeholders, have expressed concerns about the unequal application of disciplinary measures after a complaint is made about an officer's behavior. Specifically, they contend that favoritism and personal connections with higher-ranking personnel may affect the determination of consequences. For example, two officers involved in a comparable prohibited activity might face varying degrees of disciplinary action. The WPD's Bureau of Professional Standards (BOPS) currently investigates all complaints and makes disciplinary recommendations to department leadership.

To ensure the legitimacy of administrative investigations and law enforcement accountability, it is essential for the department to recognize and address any negative impact of bias or even its perception. Law enforcement agencies nationwide have been creating oversight bodies to review various aspects of police operations, including disciplinary measures, to promote equity, transparency, and accountability in communities. These impartial and independent entities are

²⁵ Chavis, "Body-Worn Cameras."

tasked with analyzing complaints and determining whether they warrant escalated scrutiny or disciplinary actions. Oversight bodies should be composed of diverse members who possess a deep understanding of policing, social justice, and DEI principles. Members could include community representatives, legal experts, mental health professionals, and other stakeholders.

The WPD should engage in conversations with the City of Worcester to consider establishing a civilian oversight agency to build trust and transparency around complaints and discipline in the department. Such an entity would enhance the fairness and credibility of the complaint-resolution process, introduce another layer of objectivity, and provide valuable external perspectives in formulating disciplinary actions and policies that promote equity.

Recommendation 32.1: The WPD should engage in formal conversations with the City of Worcester to discuss the establishment of a civilian oversight body.

Finding 33: The WPD's current BOPS database does not collect fields that would allow for more detailed analyses of the complaint process.

The WPD currently collects important data that can be used to understand the number and types of complaints filed each year, as well as their disposition. However, a number of data points appear to be missing, which inhibits the department's ability to conduct valuable analysis that would identify racial disparities. The WPD should expand on the data that it collects to include the complaint narrative, the severity of the allegation, and any specific corrective action taken with the involved officer. Tracking these data would not only enhance transparency, but also allow the BOPS to better document its efforts in reports. Enhanced reporting will help the WPD address concerns, identify trends, demonstrate consistency, and improve trust in its processes.

Recommendation 33.1: The BOPS should expand on the data that it collects related to racial disparities, enabling it to conduct more extensive analyses.

Finding 34: The WPD's complaint process does not require community members to be involved in the review of BWC footage.

Feedback from community members indicates distrust with the WPD's complaint procedures. It is important to note that the WPD does have a process of reviewing BWC footage following all use-of-force complaints, and supervisors also conduct random audits of BWC footage. While the WPD has a process for reviewing BWC footage and allowing members to make requests to view BWC footage, there may be room to make this process more transparent and efficient. The WPD has recently introduced BWCs into their department and has begun to consider the potential benefits of implementing BWCs in other areas of their operations. The WPD should consider how BWCs could enhance the transparency of the complaint process by providing an objective record of interactions between officers and the public. When both the witness or complainant and the police have access to these recordings, it can facilitate a more accurate assessment of incidents and contribute to a fair and thorough investigation of complaints. Introducing a policy that outlines a process for reviewing BWC

footage with complainants could promote transparency, accountability, and equitable handling of complaints.

Recommendation 34.1: To enhance transparency, the WPD should incorporate the review of BWC footage into its formal policy and process for reviewing and resolving complaints.

Conclusion

By actively engaging in the racial equity audit and displaying a focused commitment to refining its operational procedures, the WPD has underscored its commitment to advancing constructive reforms and strengthening the community's confidence through enhanced trust-building measures. The WPD's involvement in this work reflects its readiness to work toward becoming a more inclusive, equitable, and effective organization that nurtures trust and embraces the diversity of the communities it serves.


The WPD should also be acknowledged for existing efforts and practices that have had positive impacts and that are in line with best practice. As one example, the department has established several positions to focus on enhancing DEI and engaging with communities. In addition, WPD members receive comprehensive training in areas aimed at promoting a fair and equitable environment. The recommendations in this audit are focused on building upon much of the comprehensive training that WPD members are currently receiving to further enhance the needs and skills of staff.

One of the key findings of the audit highlights the need for a comprehensive strategy to address racial equity and representation concerns in the police department. The audit's findings emphasize the importance of proactive measures by the WPD, including prioritizing recruitment planning and revisiting promotion processes to ensure a more equitable racial distribution of staff and leadership positions in the department.

The report also brings attention to racial discrepancies, specifically the disproportionate number of arrests involving Black and Hispanic individuals compared with their White counterparts. Recognizing that multiple factors might influence these disparities, this audit recommends changes that aim to enhance the WPD's engagement and cooperation with marginalized communities in ways that can help address underlying issues related to existing disparities.

The audit revealed a noticeable gap in perspectives between WPD officers and members of the Worcester community. Community members expressed concerns about the behavior of officers, the lack of transparency in police procedures, and perceived racial bias by WPD members. In contrast, a majority of respondents to the survey of WPD staff stated that officers do not demonstrate differential treatment toward community members based on their race or other identity characteristics. Although disparities in arrest data were discovered, it is important to note that disparities significantly decreased in citation data. This may be an area in which officers are exhibiting more equitable behavior in their interactions in the community. However, the audit also identified inadequate data collection by the WPD in key areas, such as use of force, making it difficult to comprehensively evaluate patterns of racial bias and inequity across the department.

The recommendations presented in this audit will help the department adopt new protocols and enhance its operational procedures, with the overarching goal of ensuring a sustained commitment



to advancing racial equity. Strategic implementation of these recommendations could help the WPD foster a more just and equitable environment in both the department and the community it serves.

Appendix A: Strategic Blueprint

This blueprint can be used as a tool to plan and guide the implementation of recommendations from this report. Priority 1 entails addressing issues that require immediate attention and allocation of resources. Once these priority items are well underway or completed, the City should focus on planning for and addressing Priority 2 action items. Finally, as a part of ongoing strategic planning efforts, Priority 3 action items are key to the WPD's long-term vision and should be implemented after Priority 1 and 2 actions are established.

Section	Recommendation	Actions	Priority
1. Diversity, equity, and inclusion	1.1 The WPD, in collaboration with the City of Worcester and community members, should develop a robust and specific DEI plan.	1.1.1 Engage in discussions with community members and relevant stakeholders to identify critical areas of concern.	1
		1.1.2 Utilize the findings from this report in conjunction with community feedback to establish clear objectives, goals, and metrics aimed at promoting diversity, equity, and inclusion.	
		1.1.3 Develop potential strategies for improvement.	
	2.1 The WPD should consider adopting new feedback systems that enables more officers to contribute their insights regarding department policies, procedures, and practices related to DEI.	2.1.1 Implement a set of protocols to enable officers to contribute their opinions and provide feedback on WPD policies and practices related to DEI. <ul style="list-style-type: none"> These protocols could incorporate internal climate surveys, which can be customized based on existing practices in other departments. These procedures may also involve the organization of focus groups with external guidance. 	1
		2.1.2 Collect and report findings from the input and feedback obtained through these different approaches.	
		2.1.3 Develop a plan to incorporate the input and feedback from officers into WPD processes.	
	3.1 The WPD leadership should prioritize enhancing collaboration and	3.1.1 Establish a communication plan with the leadership of the Human Rights Commission to address questions and concerns.	2

Section	Recommendation	Actions	Priority
2. Recruitment, hiring, and promotions	communication with the HRC.	3.1.2 Actively respond to concerns previously noted by the Human Rights Commission concerning DEI issues within WPD.	1
		3.1.3 Each year, the WPD reviews their engagement activities to ensure they comply with all reporting requests established by the Human Rights Commission.	
	4.1 The WPD should publicly recognize the findings of this audit's data analysis that identify disparities, and it should take steps to acknowledge past incidents involving communities of color.	4.1.1 Prepare a public presentation for community meetings. <ul style="list-style-type: none"> Have these presentations address the audit findings and the WPD's approach to enhancing racial equity. Incorporate relevant local and state history into the presentation to provide specific context. 	
		4.1.2 Deliver presentations using both virtual and in-person platforms at community meetings.	2
	5.1 The WPD should amend its recruitment plan to strategically increase diversity.	5.1.1 Establish a working group consisting of representatives from city departments, colleges, and community organizations to work together to discuss innovative recruitment initiatives.	
		5.1.2 Engage in a collaborative effort with the city to develop a revised and detailed recruitment plan that focuses innovative approaches to attract individuals from underrepresented groups.	
		5.1.3 Develop detailed, targeted outreach strategies tailored to specific communities in order to effectively engage individuals from underrepresented groups during the recruitment process.	
		5.1.4 Conduct annual evaluations of the impacts of the DEI-focused recruitment initiatives, ensuring that they are continuously improved. <ul style="list-style-type: none"> Conduct evaluations in partnership with the working 	

Section	Recommendation	Actions	Priority
		group, making necessary adjustments as required.	
	6.1 The WPD should amend its recruitment policy to articulate its commitment to actively diversifying its workforce through targeted outreach efforts.	6.1.1 Review the recruitment policies of other departments relative to enhancing diversity to identify best practices and potential strategies to implement within WPD. 6.1.2 Engage in active collaboration with members of WPD to gather insights on the priorities and needs related to diverse recruitment and hiring. 6.1.3 Revise the existing recruitment policy to highlight diversity and inclusivity as essential components of the hiring practices.	1
	7.1 The City, in consultation with WPD stakeholders, should amend its promotion process to identify diverse leaders, offer more mentorship opportunities, and explore candidates from other departments.	7.1.1 Hold discussions with the WPD and city leadership regarding the possibility of recruiting candidates from other law enforcement departments with diverse backgrounds who meet or exceed the WPD's leadership criteria. 7.1.2 Develop and implement a mentorship program to identify and guide potential leaders from underrepresented groups. 7.1.3 Make revisions to department policy that reflect newly established programs and processes.	2
	8.1 The City, in consultation with WPD stakeholders, should consider removal from the Massachusetts civil service system, enabling the department to tailor its hiring and promotion policies more effectively in order to advance equity and diversity.	8.1.1 Engage in collaboration with community members and other key stakeholders to consider removal from Civil Service. 8.1.2 Develop an internal and external group lead by the mayor's office to review options and make recommendations to Mayor and City Council regarding the removal from the Massachusetts Civil Service System. 8.1.3 Seek model practices within Massachusetts and adopt new hiring and promotion policies. 8.1.4 Engage with affected collective bargaining units (as required).	3
	8.2 The City, in consultation with WPD	8.2.1 Review the promotion policies of other departments to identify best	3

Section	Recommendation	Actions	Priority
3. Policies and procedures	stakeholders, should consider revising promotions criteria to give additional weight to experience and other valued characteristics.	practices and potential strategies to implement within WPD.	
		8.2.2 Conduct a comprehensive review of the current promotion criteria to identify areas where experience and other valued characteristics can be integrated effectively.	
		8.2.3 Collaborate with department leadership and relevant outside stakeholders to develop a revised promotion policy that places increased emphasis on experience and other essential attributes.	
		8.2.4 Engage in consultation with external experts or consultants who specialize in law enforcement promotions to ensure the revised criteria align with best practices.	
	9.1 The WPD should enhance its ability to gather data that identifies racial or ethnic disparities in such areas as use of force, traffic stops, pedestrian stops, and field contacts.	9.1.1 Implement a comprehensive data collection system that includes demographic information for all officer interactions related to stops, searches, and seizures.	2
		9.1.2 Establish an annual reporting process to analyze and categorize this data based on ethnicity, race, gender, and location.	
		9.1.3 Assign personnel that will be responsible for publishing completed annual reports on the WPD website.	
		9.1.4 Utilize the insights gained from data analysis to enhance training programs and improve policing practices.	
	9.2 The WPD should make these data publicly accessible.	9.2.1 Develop a user-friendly section on the WPD website where new data points can be accessed by the public.	3
		9.2.2 Ensure regular updates in making the data readily available on the WPD website.	
	10.1 Create a robust data collection system to inform the development of a plan aimed at addressing disparities in arrests within	10.1.1 Evaluate the existing protocols for data collection and incorporate new identifiers to capture race and ethnicity.	3
		10.1.2 Implement a robust data collection and monitoring system to identify disparities in arrests.	

Section	Recommendation	Actions	Priority
	Black and Hispanic communities.	10.1.3 Establish a plan to address any identified disparities and regularly review the plan with the community.	
		10.1.4 Publish annual reports which include an analysis of any disparities identified.	
	11.1 The department should collaborate with local stakeholders to establish new arrest-diversion strategies for youth.	11.1.1 Collaborate with stakeholders from the Worcester Youth Violence Prevention Initiative as well as other key stakeholders in social services, education, and mental health to discuss innovative arrest diversion approaches for the department.	2
		11.1.3 Develop and implement new approaches that prioritize diversion strategies and alternatives to arrest for youth.	
		11.1.4 Regularly assess the effectiveness of diversion strategies and non-arrest alternatives in reducing disparities in youth arrests	
	11.2 The WPD should amend its policy to reflect the adoption of effective diversion strategies and alternatives to arrest.	11.2.1 Make revisions to department policy that reflect newly established programs and processes.	2
	12.1 The WPD should review the juvenile arrest policy and discuss potential revisions that would address privacy concerns associated with juvenile arrests.	12.1.1 Review the juvenile arrest policies of other departments to identify best practices and potential strategies to implement within WPD.	2
		12.1.2 Seek input from other justice and community stakeholders to gather their perspectives on proposed changes to policy.	
		12.1.3 Discuss potential revisions in the current policy in accordance with best practices for juvenile arrest after conducting a thorough review of existing policies.	
	13.1 The WPD should consider expanding its efforts to share policies with the public by posting draft policies on its website for public comment.	13.1.1 Establish a user-friendly online platform for the WPD to post public draft policies.	2
		13.1.2 Create a clear and accessible process for community members to submit comments and feedback on these draft policies.	

Section	Recommendation	Actions	Priority
		13.1.3 Promote the online platform for department policy review, encouraging community participation and feedback.	
		13.1.4 Regularly review and incorporate valuable community input into policy revisions.	
	14.1 The WPD should create a plan expand CIT training to all of its officers.	14.1.1 Designate a staff member to oversee the training expansion of all sworn personnel.	3
		14.1.2 Establish a plan to deliver mandatory CIT training sessions for all officers in the WPD.	
		14.1.3 Establish a formal tracking process to ensure all officers receive CIT training.	
	14.2 The WPD should integrate community feedback into the expansion of its crisis intervention training curriculum.	14.2.1 Establish an ongoing evaluation and feedback system to consistently enhance CIT training.	2
	15.1 The WPD should collaborate with staff to enhance and expand scenario-based exercises.	15.1.1 Collaborate with law enforcement training experts and staff to identify ways to improve in-person training by incorporating realistic scenario-based exercises.	2
		15.1.2 Establish partnerships with local organizations and community spaces to create diverse training environments that simulate real-world situations.	
		15.1.3 Establish a system of ongoing evaluation and feedback from both trainers and trainees to enhance training.	
	15.2 The WPD should involve a diverse range of community members in the scenario-based training sessions.	15.2.1 Conduct outreach to engage individuals from diverse backgrounds to participate in scenario-based training sessions.	3
		15.2.2 Regularly evaluate the efficacy of the scenario-based training program, incorporating feedback and outcomes to better meet community expectations.	
	16.1 The WPD should continue to revamp and upgrade its field-training program using nationally	16.1.1 Review current field-training program to ensure it includes a comprehensive selection criterion for Field Training Officers (FTOs) that considers experience, communication	1

Section	Recommendation	Actions	Priority
4. Community-oriented policing engagement	recognized self-evaluation approaches.	skills, and commitment to the department's values and diversity.	
		16.1.2 Hold regular feedback sessions between FTOs and trainees to inform program improvement.	
		16.1.3 Regularly review and update the field-training program.	
	17.1 The WPD should conduct a comprehensive review of its officer wellness support and develop a plan to expand the availability of support services for its rank and file.	17.1.1 Review the wellness programs offered by other departments to identify best practices and potential strategies to implement within WPD.	2
		17.1.2 Collaborate with rank-and-file leaders to develop a plan to improve officer wellness support and services.	
		17.1.3 Implement a comprehensive wellness program that encompasses the holistic aspects of mental, emotional, and physical health.	
		17.1.4 Deliver training sessions to officers focusing on areas such as mental health, self-care techniques, and stress management strategies.	
		17.1.5 Conduct regular evaluations of wellness initiatives to ensure their effectiveness and make any needed modifications.	
	18.1 The NRT, in collaboration with other WPD members, should develop a formal plan for improving community engagement for the department.	18.1.1 Create a cohesive team of WPD members, including DEI officers, to develop an effective community policing strategy.	1
		18.1.2 Develop clear objectives, measurable goals, and outcome indicators to build a comprehensive action plan.	
		18.1.3 Establish a comprehensive plan that promotes integration and collaboration among various department units and officers.	
		18.1.4 Regularly review the implemented strategy to evaluate its impact and make any necessary improvements.	
	19.1 To strengthen its engagement with at-risk youth, the WPD should	19.1.1 Collaborate with existing community partners to assess gaps in current youth engagement programs.	1

Section	Recommendation	Actions	Priority
	develop a plan to strategically expand initiatives and partnerships that are aimed at achieving this goal.	<p>19.1.2 Develop a structured plan that clearly outlines specific objectives and strategies for expanding and enhancing community partnerships.</p> <p>19.1.3 Identify and forge new partnerships within the community to bolster outreach efforts, leveraging the expertise and resources of these organizations to further enhance the delivery of youth services and support.</p>	
	20.1 The WPD should elevate the roles of diversity and LGBTQ officers to develop a plan to lead comprehensive diversity and inclusion initiatives across the department.	<p>20.1.1 Expand the roles of diversity and LGBTQ officers to include the development of comprehensive strategies that involve all WPD staff members.</p> <p>20.1.2 Develop a plan aimed at fostering a culture of collective responsibility for diversity and inclusion among all officers.</p> <p>20.1.3 Establish regular feedback mechanisms or forums where staff can share ideas and concerns related to diversity and inclusivity with diversity and LGBTQ officers.</p>	1
	21.1 The WPD should expand the involvement in community engagement activities and events to all officers.	<p>21.1.1 Assign a WPD officer to lead the development of a comprehensive strategy that promotes greater participation within the police department in community engagement.</p> <p>21.1.2 Implement approaches that encourage all officers to actively engage and take part in initiatives aimed at fostering stronger connections with the Worcester community.</p> <p>21.1.3 Establish a method of tracking engagement activities of officers.</p>	1
	22.1 The WPD should build upon its existing social media presence while also incorporating content that highlights its commitment to creating an inclusive department and community.	<p>22.1.1 Explore the possibility of seeking outside assistance or consulting with experts to review and enhance social media strategies used by other departments known for promoting inclusivity.</p> <p>22.1.2 Develop a plan to prioritize social media content that highlights the department's commitment to creating an inclusive environment within both the department and the community it serves.</p>	3

Section	Recommendation	Actions	Priority
	23.1 The WPD should consider amending its social media policy and providing additional training, within the confines outlined in the constitution, to offer guidance for department review of off-duty use of social media.	23.1.1 Evaluate the existing social media policy to identify any deficiencies in its guidance and notifications regarding off-duty usage. 23.1.2 Rectify any gaps in the policy that pertain to notifying and investigating instances of inappropriate off-duty usage. 23.1.3 Engage in a conversation with staff members to address any lingering concerns related to the proposed policy changes.	1
	24.1 The WPD should expand its fair and impartial and community-oriented policing training curriculum for all officers in collaboration with the community.	24.1.1 Enhance and update the existing curriculum to incorporate more comprehensive training on fair and impartial policing practices. 24.1.2 Deliver this revised curriculum to recruits, ensuring that they receive annual refresher training during their in-service period.	1
	24.2 The WPD should explore innovative approaches to improving supervision activities and training programs that effectively identify inappropriate behaviors and areas for enhancement.	24.2.1 Work with supervisors to establish new systems where they can promptly respond to at-risk behavior, identify necessary additional training, and meet the needs of the officers under their supervision. 24.2.2 Develop transparent reporting mechanisms that track actions taken in response to allegations of officer misconduct. 24.2.3 Implement a consistent review process for body-worn camera footage in order to quickly address any instances of misconduct or identify areas that require improvement.	3
	25.1 The City and the WPD should establish a CAC at the commander level to address specific local issues in the community.	25.1.1 Establish operating procedures of the CAC. <ul style="list-style-type: none"> • Include oversight and reporting mechanisms for the CAC. 25.1.2 Develop clear procedures for the appointment of members. <ul style="list-style-type: none"> • This should be completed in partnership with an outside agency. 	1
	25.2 The WPD should ensure that the selection	25.2.1 Implement clear procedures for the appointment of members.	1

Section	Recommendation	Actions	Priority
	process is transparent and completed by an outside party.	<ul style="list-style-type: none"> This should be completed in partnership with an outside agency. 	
		25.2.2 Identify and engage independent members to serve on CAC.	
		25.2.3 Appoint qualified individuals to serve as members and in leadership positions.	
	26.1 The WPD should continue efforts toward conducting a thorough community review of its BWC policy and program that includes community stakeholders. It should also establish a structured framework for conducting mandatory annual assessments of the BWC program.	26.1.1 Set up community forums and focus groups to gather feedback and address concerns regarding the body-worn camera program.	1
		26.1.2 Collaborate with key stakeholders to implement necessary adjustments to the BWC program.	
		26.1.3 Establish a structured system for conducting yearly evaluations of the BWC program.	
		26.1.4 Consistently evaluate and resolve technical challenges related to the BWC program.	
	27.1 The WPD should create new opportunities to involve communities collaboratively through its community meetings.	27.1.1 Ensure that CACs and other community meetings incorporate opportunities for gathering feedback from the community regarding WPD operations.	2
		27.1.2 Engage in dialogue with the community to gather their perspectives on collaborative approaches between law enforcement and local residents.	
		27.1.3 Disseminate information regarding outcomes of community meetings, including summaries of the feedback received from participants.	
		27.1.4 Explore methods such as posting website updates to share summarized versions of the feedback collected during these meetings.	
	28.1 The WPD should commit to improving language translation services to enhance communication with all immigrant groups residing in Worcester.	28.1.1 Conduct a thorough needs assessment to identify gaps in the current translation services and explore various options available to address those gaps.	2
		28.1.2 Initiate the process of establishing a comprehensive translation	

Section	Recommendation	Actions	Priority
5. Use of force	28.2 The WPD should include cultural sensitivity training as part of its initial and in-service training.	solution such as acquiring a contract that addresses the identified needs.	1
		28.2.1 Conduct a comprehensive review of best practices in cultural sensitivity training used by other departments and organizations.	
		28.2.2 Utilize the findings from the review to develop cultural sensitivity training curricula for all staff members.	
		28.2.3 Actively seek input from community members and WPD staff to gather valuable feedback on the value of the training curriculum.	
		28.2.4 Implement regular cultural sensitivity training as part of the organization's annualized training cycle, ensuring that all employees receive this important instruction.	
	29.1 The WPD should update its use-of-force database to add additional fields, capturing demographic data about the involved community member (age, sex, and race), a unique identifier (e.g., name) for each involved community member, and additional details about the incident (as described above).	29.1.1 Identify key data fields related to use-of-force incidents to add to use of force data collection (e.g. community member demographics, officer demographics, justifications, incident description).	1
		29.1.2 Establish standardized reporting procedures requiring officers to include all new data points in their reports.	
		29.1.3 Conduct training sessions aimed at promoting accurate use-of-force documentation.	
	30.1 The WPD should enhance its data-reporting processes to identify potential disparities and follow up with any necessary policy or training needs.	30.1.1 Establish a formal annual evaluation process of use-of-force data and publish the findings in a report.	3
		30.1.2 Utilize the report findings to guide revisions in department policy, training, and procedures related to addressing racial disparities in use of force.	
	31.1 The WPD should report racial demographic information online.	31.1.1 Begin to actively collect new data sets related to use of force.	2
		31.1.2 Develop a process to regularly post the use-of-force data to the city website.	

Section	Recommendation	Actions	Priority
6. Complaint and professional standards	32.1 The WPD should engage in formal conversations with the City of Worcester to discuss the establishment of a civilian oversight body.	32.1.1 Establish a working group to investigate potential models of Civilian Police Oversight Functions. <ul style="list-style-type: none"> A working group consisting of representatives from the City Manager's Office, Human Rights Commission, City Council, and WPD. 	1
		32.1.2 Work with the City of Worcester to organize public meetings to gather input from residents on various options for Civil Oversight.	
		32.1.3 Work with City of Worcester leadership to establish a plan for the Civilian Police Oversight entity.	
	33.1 The BOPS should expand on the data that it collects related to racial disparities, enabling it to conduct more extensive analyses.	33.1.1 Conduct a review of existing data collection fields to identify missing and incomplete data points. <ul style="list-style-type: none"> This could include the race of officer, complaint summary, severity level, and response. 	2
		33.1.2 Establish a clear process for collecting, analyzing, and reporting on the new data points.	
	34.1 To enhance transparency, the WPD should incorporate the review of BWC footage into its formal policy and process for reviewing and resolving complaints.	34.1.1 Establish protocols for the systematic use of BWC footage in the complaint investigation and resolution process.	2
		34.1.2 Regularly assess and refine the effectiveness of BWC integration into the complaint investigation and resolution process.	

Appendix B: Demographics of Survey Participants

In the surveys that WPD staff completed, 30 individuals left the question about their race blank or selected that they preferred not to answer it, and 44 individuals answered the question with one of the categories shown in Figure C1. Among the latter respondents, 47.73 percent identified themselves as White; 18.18 percent identified as Hispanic, Latino, or of Spanish origin; 15.91 percent identified as Black or African; 11.36 percent identified as biracial or multiracial; 4.55 percent identified as a race or ethnicity that was not listed in the survey; and 2.27 percent identified as Native American or Alaska Native.

Figure C1. Race of WPD survey respondents

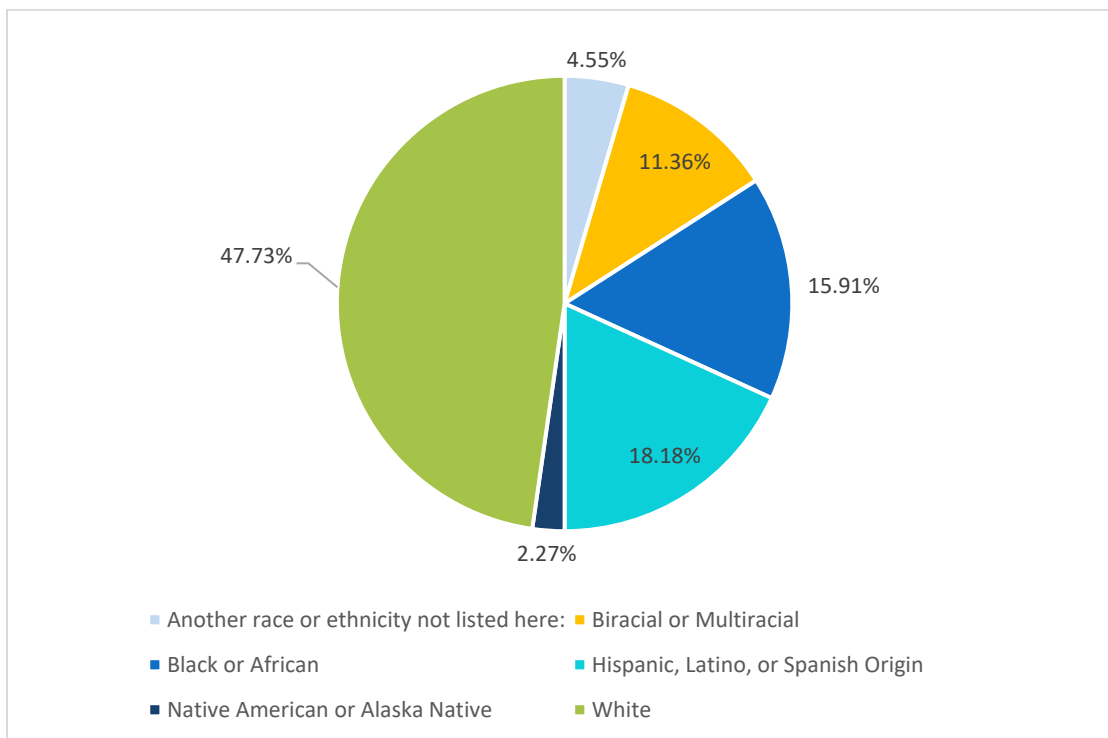


Figure C2 shows the gender makeup of survey participants who specified their gender when asked about it on the survey. (They accounted for 52 of the 74 completed surveys.) Of these individuals, 90.38 percent identified as male and 9.62 percent identified as female, a distribution that correlates with the overall gender makeup of the department. Among other respondents, 18.92 percent preferred not to answer this question, and 10.81 percent left this question blank.

Figure C2. Gender of WPD survey respondents

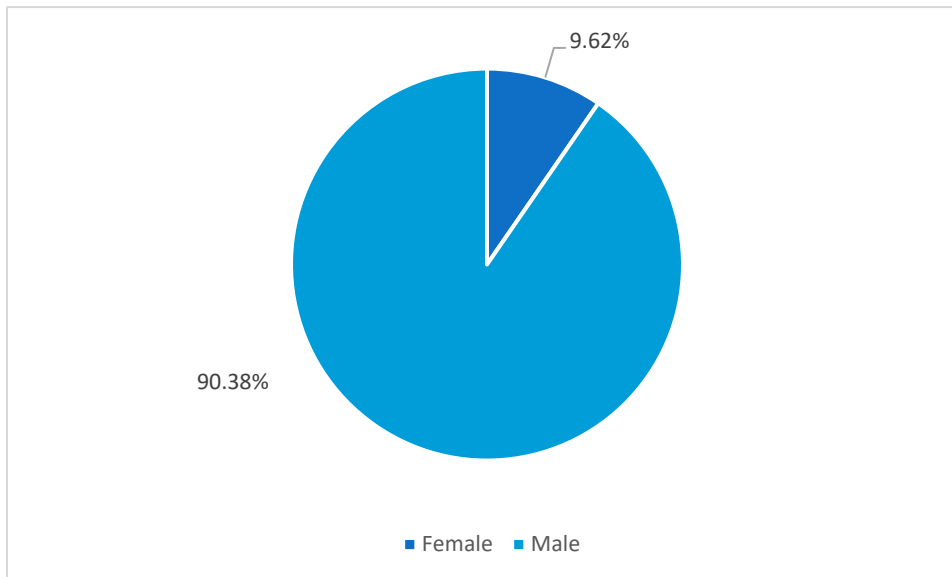


Figure C3 shows the current position of WPD staff who responded to the survey. All respondents answered the question about their position, with 95.95 percent of them identifying themselves as sworn members of the WPD, and 4.05 percent identifying themselves as civilians or nonsworn members.

Figure C3. Sworn status of WPD survey respondents

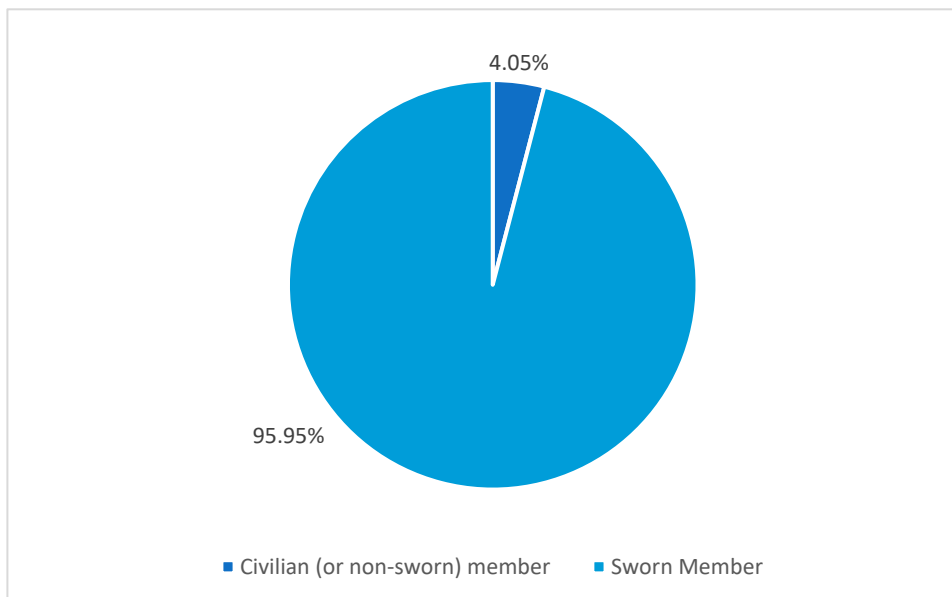


Figure C4 shows the positions of survey participants who responded to the question about their role. (Of the 74 respondents who completed the survey, 9 left this question blank.) Of the survey respondents who answered this question, 53.85 percent serve as patrol officers, 20 percent serve as sworn supervisors, 9.23 percent are detectives, and 7.69 percent are investigators. Of the civilian respondents, 3.08 percent are civilian staff in nonmanager or supervisor roles, 1.54 percent are civilian supervisors, and 4.62 percent chose “Other” but did not use the fill-in option to list their position.

Figure C4. Position of WPD survey respondents

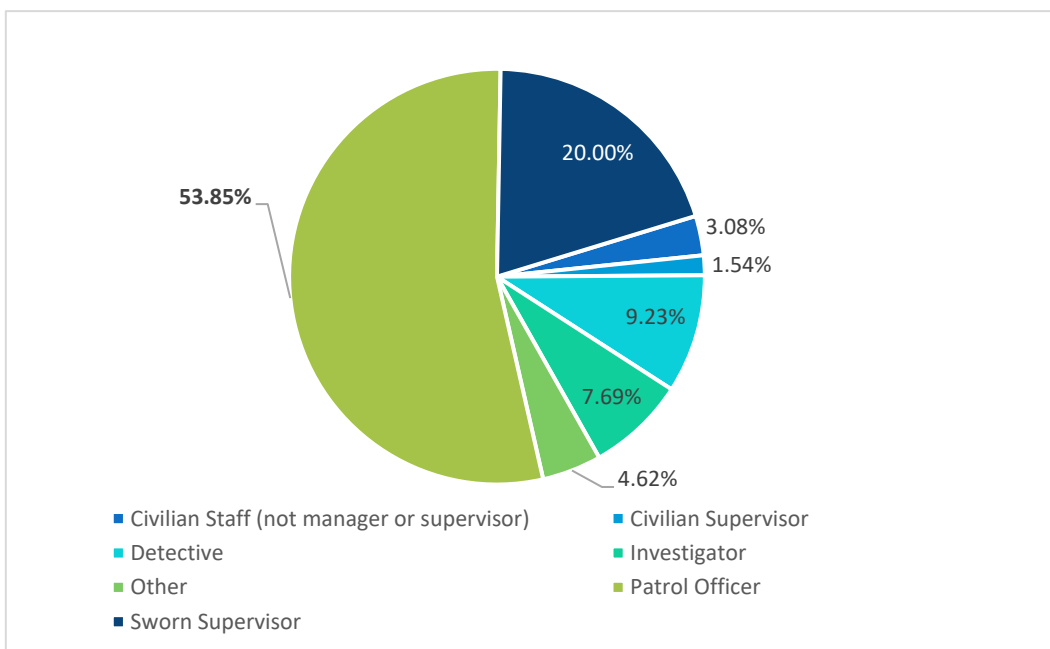


Figure C5 shows the age categories of survey participants who responded to the question about their age. (Of the 74 respondents who completed the survey, 11 left this question blank.) Of the survey respondents who answered the question, 36.51 percent are aged 35 to 44, 33.33 percent are aged 45 to 54, 15.87 percent are aged 25 to 34, and 14.29 percent are aged 55 to 64.

Figure C5. Age ranges of WPD survey respondents

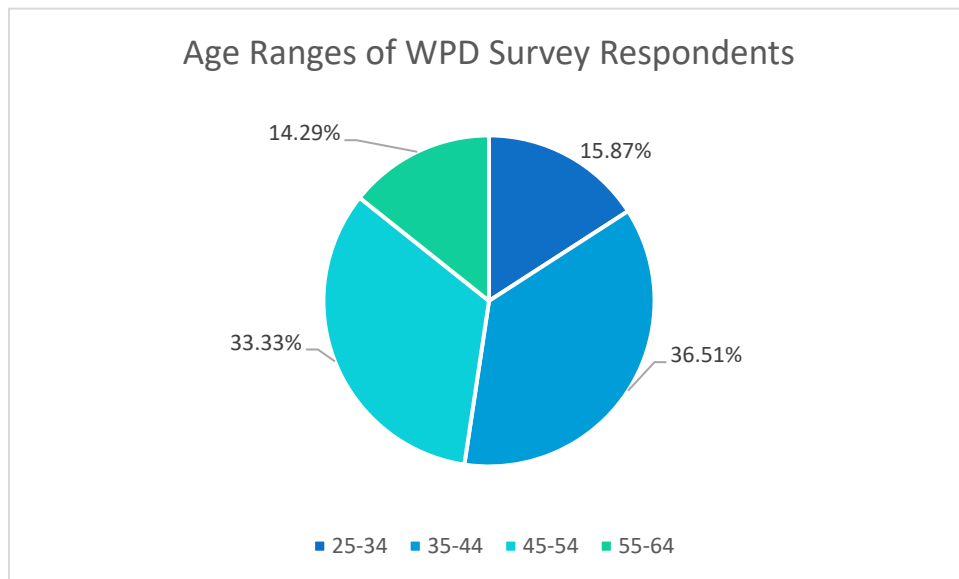


Figure C6 shows the number of years served by survey participants who responded to the question about the length of their service with the WPD. (These respondents accounted for 61 out of 74 of the total; 8.11 percent of respondents left this question blank, and 9.46 respondents selected that they preferred not to answer.) Of the survey respondents who answered this question, 42.62 percent have worked at the WPD for over 20 years, 31.15 percent have worked there for 10 to 20 years, 21.31 percent have worked there for 5 to 10 years, and 4.92 percent have worked there for less than five years.

Figure C6. Years served by WPD survey respondents

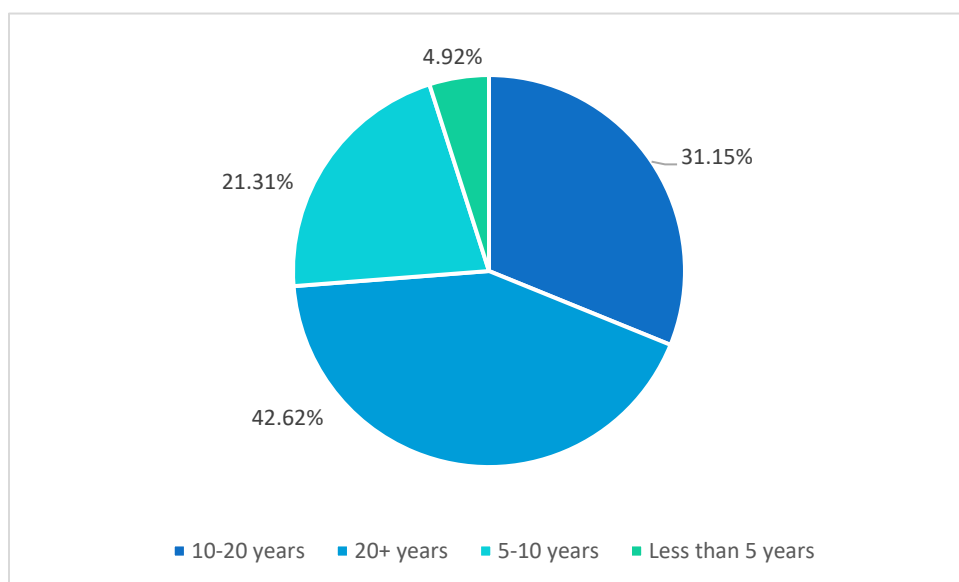
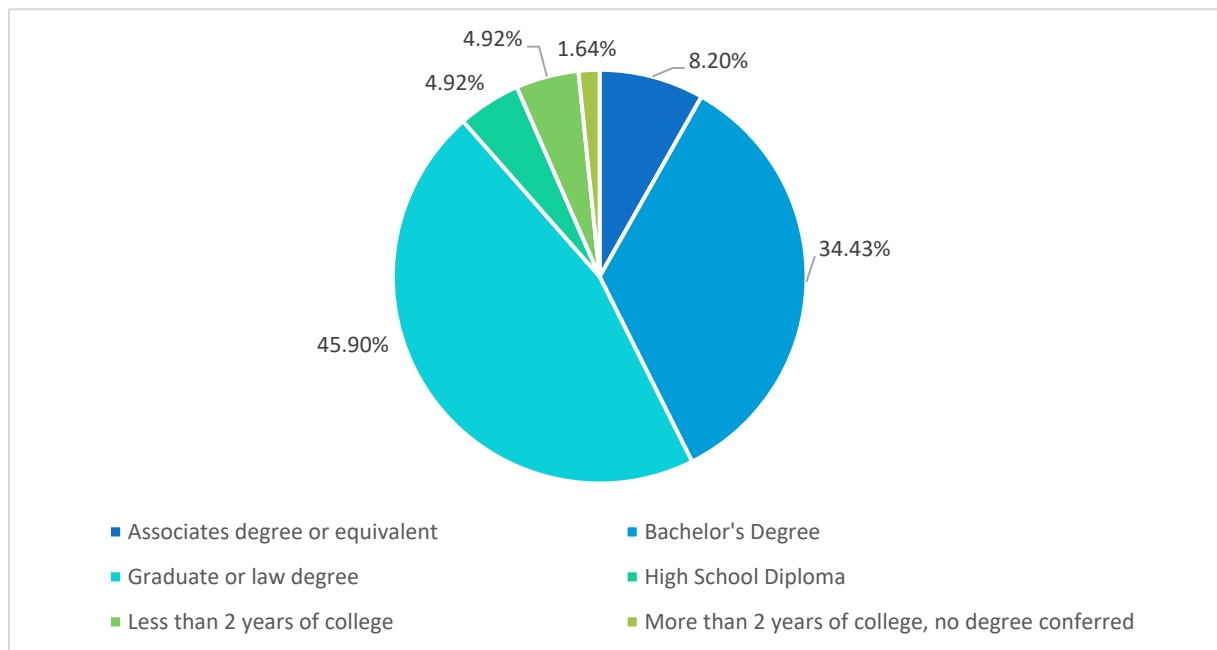


Figure C7 shows the education levels of survey participants who responded to the question about their educational background. (Five respondents left this question blank, and 10.81 percent preferred not to answer.) Of the survey respondents who answered this question, 45.9 percent have a graduate degree or a law degree, 34.43 percent have a bachelor's degree, 8.2 percent have an associate degree or its equivalent, and 1.64 percent have more than two years of college but no degree; 4.92 percent have less than two years of college, and 4.92 have a high school diploma.

Figure C7. Education level of WPD survey respondents



Appendix C: Copy of WPD Audit Survey

Introduction

As you may know, the Worcester Police Department (WPD) has partnered with CNA's Institute for Public Research, a not-for-profit federally funded research and analysis center, to understand racial equity at WPD. To get started, CNA is surveying all employees to understand racial equity in WPD practice and culture. Your participation in the survey is very important for our findings and should take only 15 minutes.

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read

each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Sworn/Civilian Status

What is your current position with the WPD?

- ☐ Sworn Member
- ☐ Civilian (or non-sworn) member

Professional Growth Landing Page

Professional Growth:

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

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survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Professional Growth Questions

Please describe how strongly you agree or disagree with the following statements:

	Strongly Agree	Agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
If an employee works hard, they can advance in their career at the WPD.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Promotions in the WPD are based on job-related qualifications	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The process for promotion, as it currently stands, is fair and impartial	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The WPD promotion process benefits individuals who are favored by city officials or command staff.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

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	Strongly Agree	Agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
Opportunities for career success or advancement can be negatively affected by a person's race or ethnicity.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Opportunities for career success or advancement can be negatively affected by a person's gender identity.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Opportunities for career success or advancement can be negatively affected by a person's sexual orientation.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WPD and its leadership provide me with valuable opportunities to grow professionally.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I would recommend WPD as a workplace to others.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Equity Landing Page

Equity:

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Equity

Please describe how strongly you agree or disagree with the following statements:

	Strongly agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Strongly disagree
I feel I am treated fairly by WPD leadership and employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employees from historically underrepresented racial or ethnic groups receive fewer career opportunities than other employees.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employees from historically underrepresented racial or ethnic groups receive unfair treatment in hiring and promotion decisions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that WPD pays employees equitably regardless of race, ethnicity, or gender.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

D&I Landing Page

Diversity and Inclusion:

The survey is completely voluntary, anonymous, and

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confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Diversity and Inclusion Text box

The following questions are related to diversity and inclusion.

The descriptions below explain how we define these terms.

Inclusion means that diverse people, practices, and communities (intellectual, social, cultural, geographical) are actively welcomed. Inclusive efforts include affirming and respecting cultures, seeking to know more about people through intentional engagement, and

empathetically understanding others.

Diversity– broadly refers to the characteristics that make individuals unique. It describes various combinations of group or social differences (e.g., race or ethnicity, class, gender identity, sexual orientation, country of origin, ability, and cultural, political, religious, and other affiliations) and human differences (e.g., personality, learning style, and life experiences).

Diversity And Inclusion Questions

Please describe how strongly you agree or disagree with the following statements on diversity and inclusion:

	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree
The WPD has made significant efforts to diversify its workforce.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The WPD has created a culture of inclusivity and diversity among its staff and ranks.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree
As it stands, the WPD's staff is reflective of the community it serves.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WPD should do more to create a racially diverse and inclusive workforce.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Various forms of institutional racism are present in WPD.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Training Landing Page

Training:

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the

survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Training Text

Training:

We would like to learn whether WPD provides particular trainings. Using the response options below, please indicate the amount (in hours) of training you have received and whether you believe the training was valuable. These trainings may be part of your academy or in-service training, or they may be generally available to you.

Training Questions

Please answer the below questions to the best of your knowledge regarding the training you have received from WPD:

Please answer to the best of your knowledge how many hours of training you have received AND if you thought the training was valuable.

	4 or More hours of training	Less than 4 hours of training	None	Unsure	This training was not valuable	This training was average	The training was valuable
Implicit Bias	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Crisis Intervention Training(CIT)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training to interact with members of the community with mental health issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Overdose identification and intervention	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ethics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Workplace Harassment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Body-Worn Camera Policies and Procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community Policing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Problem-Oriented policing or Problem- solving	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	4 or More hours of training	Less than 4 hours of training	None	Unsure	This training was not valuable	This training was average	The training was valuable
Cultural Competency in interactions with community members with diverse values beliefs and feelings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
De-Escalation strategies (distinct from use of force)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use of Force - Firearm	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use of Force- Tasers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please describe how strongly you agree or disagree with the following statements on training:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	N/A
WPD has an adequate field training program for entry-level officers to train with senior officers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	N/A
<p>All of the training we receive is adequate in terms of subject matter and content.</p> <div style="border: 1px solid black; height: 30px; width: 200px;"></div>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<p>All of the training we receive is adequate in terms of length and amount of time spent learning about the topic and concepts.</p> <div style="border: 1px solid black; height: 30px; width: 200px;"></div>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<p>Our instructors are effective and knowledgeable about the subject matter.</p>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Community Relations Landing Page

Community Relations:

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Community Relations Questions

In the past 12 months while you were on duty how frequently have you:

	Very Often	Often	Sometimes	Rarely	Never	N/A
Been thanked by a community member for your line of work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Been verbally abused by a member of the community	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Been assaulted or injured by a member of the community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Often	Often	Sometimes	Rarely	Never	N/A
Experienced or witnessed a traumatic event.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Spoken to a citizens' group or a school or appeared at a community event.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Patrolled on foot continuously for 30 minutes or more.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Observed a WPD officer engage in disrespectful or inappropriate behavior involving a community member.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please describe how strongly you agree or disagree with the following statements

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
WPD has a positive relationship with the community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WPD has built a positive relationship with its growing immigrant population.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
WPD officers treat all community members with respect regardless of their race, ethnicity, or background.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WPD should improve communication with community members with limited English proficiency.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WPD provides the community with many opportunities to engage and communicate with command officers to express their concerns and issues.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The WPD would benefit from adopting a community advisory group (a community group that formally provides input to the department on policy and practice).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please indicate how you would rate the relations between the WPD and the following groups in the community:

	Very Good	Good	Fair	Poor	Very Poor	N/A
African Americans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Asians or Pacific Islanders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Hispanics or Latinos	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Native Americans or American Indians	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Whites	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
People under 25 years	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
People experiencing housing insecurity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
People with disabilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
People living with mental health conditions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
People in the LGBTQ+ community	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Religious Minorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Non-English speaking community members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Immigrants or refugees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Professional Standards Landing Page

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Professional Standards:

The survey is completely voluntary, anonymous, and confidential. The research team will not share data with your supervisors, colleagues, or any member of the police agency or city. No personally identifiable information will be collected nor attached to any of your answers.

The survey is completely voluntary, and you may choose not to take part at all, you may stop at any time during the survey, or you may skip any questions you don't want to answer. There are no right or wrong answers. Please read each item carefully and select the response that most closely matches your true thoughts, feelings, or attitudes.

Professional Standards Questions

Please describe how strongly you agree or disagree with the following statements:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly disagree
I feel comfortable reporting negative racial or cultural comments made by coworkers.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel comfortable reporting negative racial or cultural comments made by a supervisor.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The WPD's policies regarding impartiality and equity are easy to follow and understand.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel comfortable and confident sharing my thoughts or concerns with WPD leadership with the expectation that I will be heard.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The process for investigating and resolving workplace racism or inequity claims is effective.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have experienced or witnessed a WPD officer engaging in disrespectful or inappropriate behavior towards another WPD employee.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly disagree
WPD has a transparent process for disciplinary action.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The WPD disciplinary action process benefits individuals who are favored by city officials or command staff.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel comfortable and confident in reporting incidents of racism or cultural insensitivity to supervisors knowing it will result in a fair and impartial investigation.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel comfortable and confident reporting an incident when a fellow colleague demonstrated racially or culturally insensitive behavior or language.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel comfortable and confident reporting an incident when a supervisor or command officer demonstrated racially or culturally insensitive behavior or language.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly disagree
All WPD employees are held accountable after demonstrating inappropriate or offensive behavior.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Do you have any suggestions or recommendations for improving the WPD?

Demographics Text

Demographics:

Please note that the following items are **OPTIONAL**.

Collecting this information will help us understand the perspectives of diverse employees, and we will look at the information only in the aggregate (meaning we won't look at individual responses). If you wish to skip any of these items, you may.

Demographics Questions

What role or function best describes your work with the WPD?

- ☐ Patrol Officer
- ☐ Detective
- ☐ Investigator
- ☐ Civilian Staff (not manager or supervisor)
- ☐ Sworn Supervisor
- ☐ Civilian Supervisor
- ☐ Volunteer
- ☐ Other

What is your age?

- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65

What is your gender?

- ☐ Male
- ☐ Female
- ☐ Non-binary / third gender
- ☐ Prefer not to say
- ☐ Prefer to self-describe

What racial or ethnic group do you most identify with?

- ☐ Native American or Alaska Native
- ☐ Asian
- ☐ Black or African
- ☐ Hispanic, Latino, or Spanish Origin
- ☐ Middle Eastern or North African
- ☐ Native Hawaiian or other Pacific Islander
- ☐ White
- ☐ Biracial or Multiracial
- ☐ Prefer not to answer
- ☐ Another race or ethnicity not listed here:

How many years have you been a member of WPD?

- ☐ Less than 5 years
- ☐ 5-10 years
- ☐ 10-20 years
- ☐ 20+ years
- ☐ Prefer not to answer

What is your highest level of education?

- ☐ High School Diploma
- ☐ Less than 2 years of college
- ☐ Associates degree or equivalent
- ☐ More than 2 years of college, no degree conferred
- ☐ Bachelor's Degree
- ☐ Graduate or law degree
- ☐ Prefer not to answer

Please identify what languages you are fluent in. Check all that apply

- ☐ English
- ☐ Spanish
- ☐ Portugese
- ☐ Chinese
- ☐ Vietnamese
- ☐ French

- ☐ Arabic
- ☐ Korean
- ☐ Hindi
- ☐ Russian
- ☐ Other

Please identify what languages you are fluent in. Check all that apply

- ☐ English
- ☐ Spanish
- ☐ Portugese
- ☐ Chinese
- ☐ Vietnamese
- ☐ French
- ☐ Arabic
- ☐ Korean
- ☐ Hindi
- ☐ Russian
- ☐ Other

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3003 Washington Blvd., Arlington Virginia 22201

Eric D. Batista
City Manager



Attachment for Item #8.39 C

March 19, 2024

TO THE WORCESTER CITY COUNCIL:

I respectfully request the City Council's review, deliberation, and authorization to file this petition to exempt the positions of Chief of Police and Deputy Police Chief from Civil Service. Since taking office, I have been committed to enacting meaningful and measurable change to city departments. Exempting these positions from Civil Service would be part of that change.

In the current system, promotions in the department can only be made from a pipeline of candidates who have passed Civil Service examinations. This limits the pool of candidates I can choose from and does not necessarily allow me to select candidates who will best meet the needs of the department. Exempting the positions from Civil Service will expand the pool of available candidates and allow me to select candidates based on their experience and leadership abilities.

With the February 2021 Executive Order to Assess and Address Institutional and Structural Racism, the city made a commitment to review institutional norms, systems, policies, and practices. In keeping with that, the City engaged the services of CNA - an independent, nonprofit research and analysis organization - to conduct a racial equity audit of the Worcester Police Department.

CNA found that the existing civil service process "has posed some challenges for the department's ability to promote a more diverse group of staff." The organization noted that the Civil Service process has been controversial because it is based on a written multiple-choice test that White officers historically perform better on than officers from communities of color. That results in those White officers being placed higher on the resulting score-based lists.

Worcester would not be the first municipality to take a step away from Civil Service. At least 36 police departments and eight fire departments in the Commonwealth have moved away from Civil Service.

While Worcester is not fully stepping away from Civil Service, I believe exempting the Chief and Deputy Chief positions will help the police department best serve the City by allowing me to select those who are best suited for the roles.

Respectfully submitted,



Eric D. Batista
City Manager

**AN ACT EXEMPTING THE OFFICE OF CHIEF OF POLICE
AND THE POSITION OF
DEPUTY CHIEF OF POLICE IN THE CITY OF WORCESTER
FROM THE CIVIL SERVICE LAW.**

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. Notwithstanding any general or special law to the contrary, the Office of Chief of Police and the position of Deputy Chief of Police of the City of Worcester shall not be subject to Chapter 31 of the General Laws, and such Chiefs and Deputy Chiefs of Police shall not have Civil Service status, subject to Sections 2 and 3.

SECTION 2. If the City Manager appoints a Chief from within the Police Department, that employee will be granted a leave of absence by the City Manager from their Civil Service rank and position during the time they serve as Police Chief. If they are no longer Police Chief, they may return to their prior Civil Service rank and position, provided they have not reached the maximum age for retirement under Chapter 32 of the General Laws for police officers.

SECTION 3. If the City Manager appoints a Deputy Chief of Police from within the Police Department, that employee will be granted a leave of absence by the City Manager from their Civil Service rank and position during the time they serve as Deputy Chief of Police. If they are no longer Deputy Chief of Police, they may return to their prior Civil Service rank and position, provided they have not reached the maximum age for retirement under Chapter 32 of the General Laws for police officers.

SECTION 4. Nothing in this act shall impair the Civil Service status of any tenured employee holding a position governed by the Civil Service laws on the effective date of this act.

SECTION 5. This act shall take effect upon its passage.

City of Worcester

Be It Ordered That the City Manager be and he is hereby authorized to file a petition with the General Court which would exempt the positions of Chief of Police and Deputy Chief of Police in the City of Worcester from the Civil Service law.

Be It Further Ordered That the City Manager be and only he is hereby authorized to approve all amendments to the bill as filed except that the General Court may make clerical corrections or editorial changes in the form of the bill without the approval of the City Manager.