

# The Worcester Police Department Community Policing Initiative

## I. ORGANIZATIONAL STRUCTURE

The strategy for change as outlined in this plan can best be described as re-engineering. Re-engineering involves a review of the entire organizational structure with a focus on the tasks and functions that are being performed. Re-engineering signals a change in organizational direction to accomplish new goals in the new direction. Community policing as a department wide philosophy and the split force model as an implementation strategy is the new direction for the Worcester Police Department.

The foundation for change comes from a need to maximize resources and improve the organization by maintaining the delicate balance of achieving efficiencies but maintaining effectiveness. In addition, the basis for the new direction is citizen support for the community policing model, availability of technology, an understanding of the relationship between crime and quality of life issues, and the need to partner and collaborate with community groups and municipal partners in order to effectively deal with crime and crime related issues.

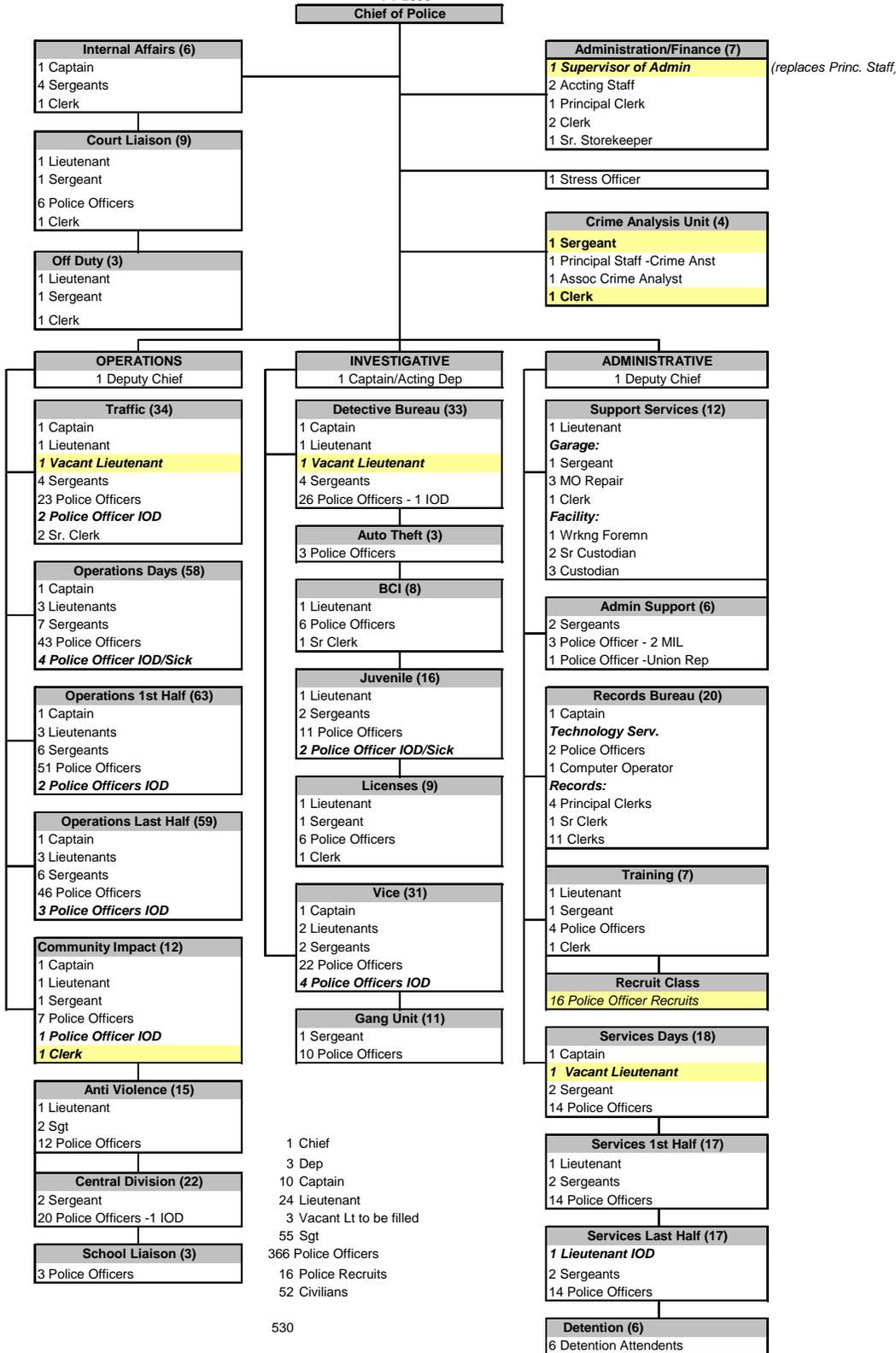
One of my first priorities was to realign units and divisions with a consistency of services and to place all units under the command of a captain. The organizational changes already in place and the changes proposed for fiscal year 2006 are as follows:

- Service Division & Lock Up under a captain reporting to the administrative deputy chief.
- Family and Youth Services under the investigative captain reporting to the investigative deputy chief.
- Off Duty Assignments under the internal affairs captain reporting to the chief of police.
- Created the Community Impact Division under a captain reporting to the deputy chief of operations.
- Realigned Neighborhood Watch Officers, Central Foot Patrol, Anti-Violence Street Crimes Unit, and School Liaison under the Community Impact Division.
- Crime Analysis Unit under supervision of a sergeant reporting to the chief of police in the FY06 budget.
- Re-staffed Traffic Division nights to aggressively target traffic violators and also added a sergeant and a lieutenant in the FY06 budget.
- Re-staffed License Division nights to aggressively attack problem bars.
- Patrol levels maintained in order to meet the demands for police services.
- Vice/Gang Unit staffing increased to address the related issues of guns, gangs, and drugs.

- Technology is embraced as a tool for sharing information, managing performance, and identifying emerging crime trends.
- Development of electronic journal and computer aided tracking of IAD and personnel data are two examples of a number of technological improvements the department has implemented.
- Requested staffing of police officer positions to 382 sworn officers in the FY06 budget.
- Restructured Chief's Office under a Supervisor of Administration reporting to the Chief of Police in the FY06 budget.
- Began rebuilding the Family and Youth Service Division with the addition of personnel and a long-term commitment to fully staff.

The FY06 organizational chart on Page 3 reflects these changes.

**POLICE DEPARTMENT**  
**Table of Organization**  
**FY 2006**



## II. COMMUNITY POLICING MODEL

The community policing model utilized by the Worcester Police Department is based on a department wide philosophy of service. Service to the community is paramount to our mission of providing a safe community. A safe community is achieved through strategies and tactics that are proactive and based upon partnerships between the police, city departments, and the community. This service model is personalized through the assignment of foot beats, motor patrols, and neighborhood impact officers assigned to the same area, or to the same neighborhood watch group on a permanent basis. Through these partnerships and working collaboratively to address the issues of crime, fear of crime, physical and social disorder, and neighborhood decay the quality of community life can be improved. Problem solving, crime analysis, and partnerships are strategies that make crime reduction through crime prevention a reality. The problem solving strategy is tied directly to municipal and community partnerships and the ability to work creatively to solve problems. True community policing communities recognize that the police alone are never the answer to community problems. The police are often looked upon as the response, but often the police resources are limited in dealing with the root cause of these problems.

In order to achieve the goals established through community dialogue, the department will also pursue a policy that the enforcement of laws against minor crimes known as “broken windows” can play a major role in crime prevention. Studies have concluded that the “broken windows” theory is significantly and consistently linked to a decline in crime.

The use of “Compstat” type technology and information (the Worcester Police Department will use “Instat” for the purpose of identifying our crime analysis information system) to identify when and where crime and disorder is occurring. This information will drive tactics that are designed to combat the identified problem or problem location. A practice of divisional collaboration, through what has become known as the “Captains Round Table,” has been established to discuss crime and disorder trends using statistical analysis of crime data. The data is used to identify problem areas and develop collaborative strategies to address these localized issues.

### DEPARTMENTAL GOALS

Presented are fifteen measurable goals that have been identified by both the community and the police department as priorities. Performance measures tied directly to these goals are established to track, monitor, and evaluate the department’s performance in meeting and improving the overall crime and quality of life in our community.

1. Reduce fear in the neighborhoods.
2. Provide better service to the neighborhood watch groups.
3. Prevent crime through proactive prevention strategies.
4. Improve the quality of life by staying focused on prostitution, problem bars, noise, public places, and related issues.
5. Get guns off of the street.
6. Form law enforcement partnerships with State and Federal agencies.

7. Curb youth and gang violence, working in the schools and on the street.
8. Drive drug dealers out of the city.
  - Asset forfeiture
  - Mid-level dealers
  - Street dealers
  - Increase search time for drug purchases
9. Strategies to break the cycle of domestic violence.
  - Use database to track violence
  - Pro-arrest policy
  - Cooperation and Collaboration with social service agencies
  - Continued support of Worcester Intervention Program (W.I.N.) and Developing Alternatives for Women Now (D.A.W.N.)
10. Build and enhance Community Partnerships.
  - Develop strategies for open communications with the community through forum, talks and meetings
  - Increase participation in the neighborhood groups
  - Develop a faith based Clergy Police Partnership
  - Maintain a professional and responsive media policy
11. Reduce auto related crime.
12. Promote diversity in recruitment, hiring, and advancement.
13. Reclaim the roads of the city through enforcement and education.
14. Heighten courtesy, professionalism, respect, and integrity through supervision, training, and oversight.
15. Bring fugitives to justice through warrant enforcement.

To achieve these fifteen broad goals the focus will be on prevention strategies. The community policing philosophy in general and the split force concept in particular, are prevention models. The two concepts of policing maintain the position that the police “can and do matter” when it comes to reducing crime and crime related issues in the community. As a police department the “broken windows” theory coupled with “Instat” information will drive organizational tactics that will direct police personnel to the location, time, and types of incidents that create a climate for disorder and crime.

### SPLIT FORCE MODEL

If community policing is to be effective police officers must have the time to interact with citizens and citizen associations to plan mutual problem solving strategies that address those issues the community identifies as priorities. Similarly, there is a need to have resources dedicated to 911 calls and calls for service. This model of policing is based upon conclusions drawn from studies of the “broken windows” theory and the use of “compstat” type technology. The citizen’s commission of New York City and the Center for Civil Innovation at the Manhattan Institute confirm these conclusions and are excerpted for this report. The main parts of these studies are as follows:

1. Police can have a significant impact on crime levels in neighborhoods and communities. One important way of doing this is by restoring and maintaining order, through “broken windows” policing.

2. A survey showed that citizens broadly support the “broken windows” point of view. On Quality of Life (QOL) enforcement, all four groups measured (Asians, Blacks, Hispanics, Whites) equally approved of the “broken windows” notion of urban decay.
3. Basic shifts in policing strategies, especially the decentralization of problem analysis and problem solving, have had a significant impact. Because crime has been increasingly deemed a local phenomenon that requires localized analysis, considerable organizational pressure now exists to move away from stock and “cookie cutter” responses.
4. There has been a shift away from mere law enforcement to crime prevention. The major police departments in the United States have heeded the admonition of Sir Robert Peel, “the test of police efficiency is the absence of crime and disorder, not the visible evidence of police action dealing with them”.
5. Observations do not support the idea that order-maintenance efforts are simply “stop and frisk” exercises or expressions of mindless “zero tolerance policies.” Research suggests that police discretion, and not unwise use of discretion, is more the rule. Moreover, little evidence supports claims by critics that an increase in order-maintenance leads to an increase in citizen complaints against police.
6. Factors that can have an impact on crime; demographics, drug use patterns, imprisonment rates, prosecutorial and court policies, the economy, probation and parole policies, weapons availability, and so on – can and do have an impact on crime levels. But the strength and direction of their impact is always dependent on the local context and police. By their activities, the police can help shape that strength and direction. All of which argues for establishing a baseline expectation of public order through “broken windows” policing, and for the kind of planning and accountability that is embodied in “compstat” type technology when it is rigorously conducted.

As a police department we will move tactically and strategically to incorporate this knowledge of policing in our pursuit for a safer community. We will attempt to create the learning organization where best practices are sought out and utilized and where new ideas for policing are embraced.

### Community Impact Division

Central to the success of the Community Impact Division is time and information. The Community Impact Division officers are not tied to radio calls, hence, they are free to problem solve and interact with the community. The information available in the neighborhoods coupled with technology driven information is crucial to identifying and solving neighborhood problems. Methodology of Policing includes the following strategies:

- Geographically assigned contact patrols

- Foot & bike patrols through community contact designed to reduce fear and improve quality of life.
- Neighborhood officers supporting neighborhood watch groups.
- School liaison officers working collaboratively with the school administration.
- Street crime, hot spots, crime surges, crime prevention, crime control, apprehension, and suppression are the strategies of this division and particularly the Anti-Violent Street Crimes Unit.
- Problem solving through identification of the root cause of citizen complaints that involve multiple agencies and collaboration such as panhandlers, unshoveled sidewalks, chronic parking issues, and problem bars.

The Community Impact Division will not operate in isolation, but will operate in concert with both the Patrol Division and the Investigative Division. The Community Impact Division will support broader organizational objectives while the focus of the Patrol and Investigative Divisions are on more traditional police functions. Information and coordination of response strategies is a key to tactically addressing community crime and crime related issues. Through weekly meetings, previously dubbed the “Captains Round Table,” coordinated efforts and tactics will be directed toward identified crime or disorder spurts, spikes, or hot spots. “Impact areas” will be created based upon these identifiable trends and the coordinated efforts will be based upon shared information and available resources.

The Community Impact Division is a division charged with delivering direct community policing to the community. A department wide commitment to the community policing philosophy is an important part of institutionalizing this service philosophy. All divisions and not just the Community Impact Division are critical to community policing, the success of the split force concept, and improving the quality of community life.

## Patrol Division

Responsible for the core functions of policing and providing responsive service to the community. These essential functions include:

- E-911
- Geographically assigned
- Responding to calls for service
- Preliminary investigation

Officers are assigned on a geographical basis in order to provide consistent law enforcement service to an area.

## Traffic Division

A patrol function with specialized duties and functions ranging from traffic enforcement to accidents involving motor vehicles or pedestrians where a high probability of a fatality occurs. Traffic officers are trained in all areas of traffic enforcement and specific officers develop advanced skills in accident reconstruction.

- Geographically assigned
- Enforcement and prevention of traffic laws
- Motor vehicle fatality investigation

## Vice & Gang

An Investigative Unit with combined efforts and tactics to deal proactively with the issues of guns, drugs, and gangs. The gang unit utilizes a multi-faceted strategy of suppression, intervention, and prevention to deal with gang and gang related problems. The Vice Unit is oriented toward addressing illegal sales and distribution of controlled substances, as well as prostitution and related crimes. The tactical response is at the street level, open-market, retail sales, and mid-level drug deals through coordinated investigations. The Vice & Gang Units work in partnership with State and Federal Agencies. The units are also involved in the following programs:

- P.A.L. (Police Athletic League)
- Weed & Seed
- Safe neighborhoods Initiative
- Community Policing grant (EOPS)

## Investigations

The Investigative Division is responsible for follow-up investigations for crimes against persons and property. The major line functions of the investigation divisions are the Detective Bureau, Bureau of Criminal Identification, Family and Youth Services Division, and the License Division. The major areas of responsibility are violent crimes including homicide, robbery, burglary, sexual assault, and domestic violence. The investigation divisions utilize crime analysis information and collaborative strategies in order to effectively address major crime problems in the community. Key to the professionalism of the investigative division is their relationship with other criminal justice, law enforcement, and social service agencies.

## Internal Affairs & Training

The Internal Affairs Division and the Training Division are charged with developing, providing, and monitoring standards of practice, performance, and behavior. The Internal Affairs Division through both policy and training recommendations and complaint investigation are important to maintaining professional standards throughout the police department.

The Worcester Police Department has a full time training staff dedicated to providing best practices in policing through recruit, in-service, and roll call training. The training instruction and instructors extend beyond the academy staff to include civilian instructors and a range of topics.

Specialized training is the key to maintaining a high quality Internal Affairs Division and Training Academy. This principle holds true for the many highly skilled and technical specialties in other policing areas. With this in mind there is no limit to the need for training.

## Support Services

The Service Division and Records Bureau play a key role in Community Policing and the citizen's perception of the quality of police service. As two units that directly interact with the public their efforts and performance need to reflect the service model. The infrastructure support including the garage, building maintenance, and technical support are critical to establishing a climate that promotes productivity.

## III. Performance Measures

Working with Worcester Regional Research Bureau most of the department's quantitative and qualitative measures will be reported and published in the annual report "Benchmarking Public Safety". The four areas of measurement methodology described in this section will be tied to the fifteen broad goals that have been identified by both the community and the police department as priorities.

- I. Department Quantitative
  - UCR Statistics
  - Arrest
  - Citizen Complaints
  - Violations of Public Order
  - Patrol – Initiated Incidents
  - Number of Guns seized
  - Number of Warrants served
  
- II. Department Qualitative
  - Levels of Fear
  - Levels of satisfaction
  - Fairness
  - Courteousness
  - Route Officer Neighborhood Relationship
  - Neighborhood Watch Satisfaction
  
- III. Internal Productivity Measures
  - Statistical measuring and evaluation of units to assess performance and productivity will be conducted. Two forums have been established for accountability and performance. The first being the "Captains Round Table" and the second, individual commander meetings. Issues to be discussed are unit measures, previous best practice methods utilized to alleviate specific problems, and spikes in activities related to the individual commanders responsibilities. Much of this information is delineated by statistical analysis. The relationship between department goals and unit performance measures are monitored and discussed during weekly and bi-weekly meetings.

#### IV. Instat / Crime Data / Mapping

- A systematic mechanism that provides the chief and command staff with timely and accurate crime data. The use of a crime data, and crime mapping, are tools that capture timely and accurate information to help identify spikes, surges, and trends in crime. As a management tool crime data is important statistical information for measuring and evaluating department and divisional performance and productivity.

There are a number of components to “Instat”; some parts will only be used for internal management and resource allocation. The full implementation of Instat is a long-term goal of the police department. The four components are as follows:

##### 1. Instat Report

The Instat report is intended as an early warning system that alerts police managers and executives to rapidly changing conditions and allows them to deploy and re-allocate resources in response to those conditions.

##### 2. Crime Mapping

Instat uses crime-mapping technology to determine and geographically depict the time and location crimes are most likely to occur. Relationships between crime, time and place, hot spots, crime clusters are explored. Mapping rapidly explores the potential relationship between seemingly disparate crimes, locations, and conditions. The department is working to develop this capability as an integral part of the Instat System. The ultimate goal is to have mapping capability at the command level as that commanders can quickly identify any crime trends.

##### 3. Command Profile

Statistical analysis of unit performance measures.

##### 4. Instat Meeting, Evaluation, Planning

The true effectiveness of Instat information is its ability to drive deployment and crime reduction tactics at the command level. By making commanders accountable for performance and using centralized Instat technology allows for problem solving to operate in a decentralized manner. The dynamics of this phenomenon owe much to data management and tactical development of personnel. This is a tool that would eventually have practical application when working with other city departments in order to address quality of life issues. The four core principals of the crime reduction and problem eradication are:

- A. Timely and accurate intelligence
- B. Effective tactics
- C. Rapid deployment of personnel and resources
- D. Relentless follow up and assessment to ensure that the problem has been resolved.

The timeline for beginning implementation of “Instat” information was January 2005. The crime analyst and commanders began to gather identified data that was centralized and collated into Instat reports. These reports are used for assessing unit performance and allocating resources. The Instat approach currently utilized is elementary and in many cases manually driven. The use of this technology as a management tool is a high priority for the police administration. As a department we are embracing the use of the technology in order to improve operations, communications, and service delivery.

This report is a general overview of the philosophy, foundation, and direction that the Worcester Police Department is moving toward. It is not meant to be a strategic plan strictly adhered to, but rather a flexible guideline supporting innovation and creativity at the command level. The key components are collaboration, both internally within divisions to address the issues of serious crime and crime related disorder, as well as with the community and City departments to address quality of life and disorder problems. The establishment of goals with measurable performance criteria that are not narrowly defined, but are designed to improve the quality of community life and to track performance. Lastly, the general philosophy of community policing, the theoretical foundation for the split force model, and strategies for quality of life policing are highlighted.

Beyond the plan there are a number of issues that need to be examined as a community and a police department. The changing demographics of the City and the need to hire and promote officers that reflect the diversity of the community. In our continuing effort to improve performance and standards, I would look at the cost and benefit of certification or accreditation. A strategy to maximize the use of the department website should be developed and include most often requested department forms, ability to report certain complaints, and conducting on-line surveys. The role and relationship of communications should be reviewed as an important part of community policing and the citizen’s first contact with the police. An analysis of the appropriate level of staffing to provide neighborhood foot patrols and a mechanism for maintaining a fully staffed police department needs to be developed.

And finally, as community policing becomes institutionalized within the Worcester Police Department and the need for a new police building increases, I would look at the feasibility of decentralization and the precinct model of policing. Again, it is important to think beyond a general plan and be open to new ideas, changes in police practices, and innovations. The broad plan that is respectfully submitted is not a how-to-do plan, but rather a plan designed to be flexible and creative in the implementation of strategies to address the vast array of crime and crime related issues in our community. I look forward to further discussions regarding this report.

*Gary J. Gemme*

Chief of Police