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**FRAMINGHAM  
POLICE DEPARTMENT  
ASSESSMENT**

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# MESSAGE TO THE COMMUNITY

December 3, 2018

The City of Framingham has so much to be proud of in its Police Department and the men and women who protect and serve there. Throughout this project, I was continuously impressed by the expression of commitment from members of the Department and overall dedication to the principles of law enforcement.

To the average resident this may seem like a curious observation, but typically when an outside consultant is brought in to evaluate a Police Department it is in response to a horrific public tragedy or community demand for accountability. There is no escape from the crush of media accounts portraying police – either fictionally or in real life – as corrupt, unethical and behaving as if they are above the law. There was no such public catalyst for this report – and essentially the opposite. Observing from a high level, the Department has a good relationship with its residents, there are low levels of violent and property crime and professional, responsible and ethical police work is conducted on a daily basis.

Of course, there are always improvements that can and should be addressed, and this report makes a series of recommendations that should be seriously considered. A major challenge for the City of Framingham is the evolution, growth, and maturity needed to transform from a town management structure to a progressive, executive based form of government. The Police Department has its own challenges but, there is an articulated and demonstrated commitment to improving the quality of life and safety for all residents. The Department will need the support of leadership and residents in the City as it moves toward improvement.

Fortunately, the best time to make changes in an organization that affect culture is when the organization isn't also combatting external issues such as lack of trust from the community or budgeting issues. Also significant is the agreement within the Department that there is a need for positive change.

Leaders in the City, Administration, and employees in the Department have a unique opportunity to promote, support and serve as examples of the professionals they want to be and work with. Residents and city leaders should feel reassured that its police department is filled with people who are dedicated to protect and serve Framingham.





## OBJECTIVE OF THE ASSESSMENT

This report presents a review of the Framingham Police Department commissioned by Mayor Yvonne Spicer. The objective of this review is to identify the strengths of the Police Department, challenges faced in policing the city, and areas that need to be addressed with the objective of creating a healthy and well-functioning organization, ensuring that the citizens of the city receive high-quality police services, crime remains low and members of the city's diverse communities have trusting relationships with the Police and are fully engaged in collaborating with police and other agencies in creating and sustaining a safe and secure community.

This report reflects the input from a wide variety of individuals who were interviewed or joined in discussions about policing in the city. Over the course of this review, 62% of the members of the Department were individually interviewed, as well as numerous people outside the Department who have first-hand knowledge about the organization and its personnel. Members of the Department were promised anonymity to encourage candid conversations.

Meetings were also held with every City Council member, some once and others a number of times. Many residents of the City expressed a strong desire to contribute to the project. However, the review did not include a survey of community sentiment and it was not a part of the scope of work that was funded or authorized. This work focused on collecting information and perspectives on policing from government officials and members of the department. It did not audit policing operations, policies or procedures, or observe field activities as that was outside the scope of the work. The project did not seek to evaluate or contribute to the search or selection of the Police Chief or provide any investigative information about any current lawsuit. Anecdotes were communicated by individuals, but it was not part of the scope of the work to investigate and attempt to verify these statements. The report should not be viewed as a tool for discipline or any adverse action toward any employee and is not intended to provide commentary on any one individual's job performance.

The following report provides a detailed description of the strengths of the Framingham Police Department, a description of the challenges confronted with policing the city and a series of recommendations of areas in which actions can be taken to enhance the effectiveness of policing efforts to meet the objectives of the city government, its elected leaders and members of the department.

To some extent, the observations and concerns raised in the meetings are the same across law enforcement agencies all over the country. Those not familiar with law enforcement personnel or organizations (information from movies, TV or the media doesn't count) should understand that the majority of people that begin a career in policing do so out of a desire to help others and "make a difference." Work in law enforcement is challenging because the nature of the job is to experience individuals in difficult situations often not

at their best. That factor combined with the belief that their efforts are not appreciated frequently leads to a struggle with staying motivated and feeling overworked and underpaid.

Also common is a regular tension between union leadership and a Chief. Union officials have a responsibility to advocate for their members and often feel a strong sense of loyalty and dedication to this obligation. Chiefs have a responsibility to set a standard for behavior and enforce policies and procedures. These positions can create elevated levels of tension among individuals who both want what is in the best interest of the organization and for the members of that organization. Often, as in the case in Framingham, contentious contract negotiations, mistrust, and past injustices affect the working relationship between the Administration and sworn personnel.

Again, nationally in law enforcement many of the issues that sworn personnel struggle with are a byproduct of their personalities. For example, many people drawn to law enforcement have a skeptical, inquisitive nature – great qualities for a police officer. Those qualities at the extreme can result in negative thinking.. Also, many in law enforcement have “Type A” or “Alpha” personalities. Again, a great quality in a police officer when they need to take control of a dangerous situation and make quick decisions in the field. Taken too far it can result in a culture of conflict in a Department. Attending to Officers well-being – both mental and physical – and creating an environment that supports them will help ensure that the good qualities don’t deteriorate into negative chronic consequences.

# FRAMINGHAM, MASSACHUSETTS

Framingham is a vibrant, diverse and growing city approximately 20 miles west of Boston originally incorporated in 1700. The city proper covers 26 square miles, bisected by Routes 90 and 9, with an estimated population of 68,318 as reported in the 2010 census, making it the 14th most populous municipality in Massachusetts at that time. There is general agreement that the 2020 census will reveal a significant increase in residential population, and it should be noted that the census does not take into account changes in business and commercial growth which has exponentially increased over the past 10 years.

In 2010, the demographic makeup according to the census was: 67% White, 14.8% Hispanic or Latino, 8.2% Asian and 6.8% Black.<sup>i</sup> There is general agreement that the overall census numbers and immigrant community in particular have significantly increased since then.

After years of debate and unsuccessful attempts to change the town meeting form of government, residents voted by a narrow margin in April 2017 to become a city. The vote was 5,684 in favor, to 5,579 against the change, a difference of just 105 votes. Residents voted in favor of adopting a charter to transition from a representative town meeting system to a mayor/council government and the municipality transitioned to city status on January 1, 2018. On that date, Yvonne M. Spicer was inaugurated as Framingham's first mayor, becoming the first elected African-American woman mayor in Massachusetts, winning with 58% of the vote.

The vote was the third time Framingham voters were asked to change its form of government. Residents overwhelmingly rejected ballot questions calling for a city form of government in 1978 and 1997.

In Framingham, elections are held in November of odd-numbered years to elect a full-time mayor serving a four-year term, and an 11-member city council comprising nine district members serving two-year terms and two at-large members serving four-year terms. The Mayor replaced the Board of Selectmen as the Chief Executive, and the City Council replaced Representative Town Meeting as the legislative body. The Mayor and at-large-councilors are limited to a maximum of three consecutive terms in office and district councilors are limited to six consecutive terms in office.

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<sup>i</sup> <https://www.census.gov/quickfacts/framinghamcdpmassachusetts>



City leadership is in the process of working out appropriate roles and responsibilities for office holders. This is significant because the ongoing transition – almost a year into the process – has been challenging and may take some time to become normalized.. Some of the issues that the Police Department will confront in the near future will intersect with decision making bodies in the city and its success in working through those issues successfully will, in part, depend on these bodies working together to support the Department in a cooperative and progressive manner.

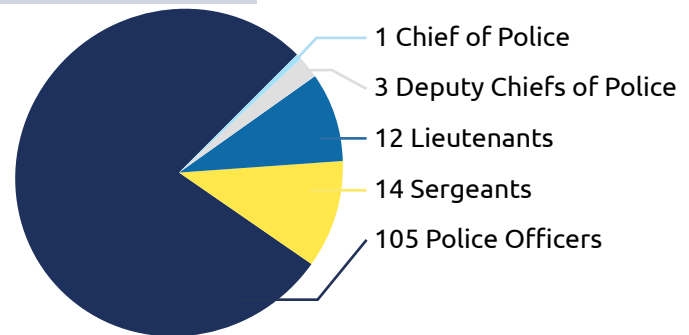
City leaders express a commitment to creating this new form of government with a priority to efficiently and responsibly serving residents.

# FRAMINGHAM POLICE DEPARTMENT

The Framingham Police Department is funded for 171 total employees and has an operating budget in FY 2019 of \$14.6 million dollars. Non-sworn personnel consists of 1 mechanic, 8 dispatchers, 13 civilians and 14 crossing guards. The department is funded for 135 sworn personnel.

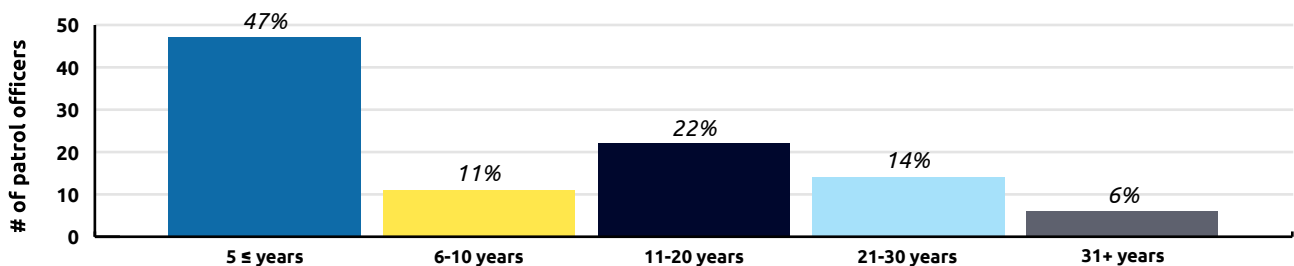
Seven of these sworn personnel, including one Lieutenant, one Sergeant, and five Officers are not available for duty as they are out long-term sick, leave of absence or injured on duty. It is expected that many of these Officers will return for full-time duty, but it should be understood that every Department in law enforcement consistently deals with an amount of sworn personnel not able to function in that role for some amount of time, essentially reducing the number of available personnel.

FIGURE 1. PERSONNEL



Of the 105 Officers, six are in field training, six are in the police academy, three are in the hiring process and have received conditional offers of employment, and one position is vacant. Recently, the Department released and is promoting a video to encourage residents to take the civil service test including encouraging minorities and women to apply. The city has a “residence preference” so individuals with a Framingham address go to the top of the eligible civil service list for hiring. The next civil service list should be available in mid 2019.

FIGURE 2. PATROL OFFICER YEARS OF SERVICE



Approximately 47% of Framingham Patrol Officers have served 5 years or less on the force.

In March 2005, Framingham Police Department became the 14th Department in the Commonwealth to achieve full accreditation by the Massachusetts Police Accreditation Commission (MPAC) and has been recertified 4 times since then, with the most recent evaluation in November 2017<sup>i</sup>. It is worth noting that the Accreditation process is a prestigious and significant achievement. There are two primary aspects of accreditation: 1) developing and publishing policies and procedures covering all aspects of Departmental operations; and 2) ensuring that these policies and procedures are being followed by Department personnel.

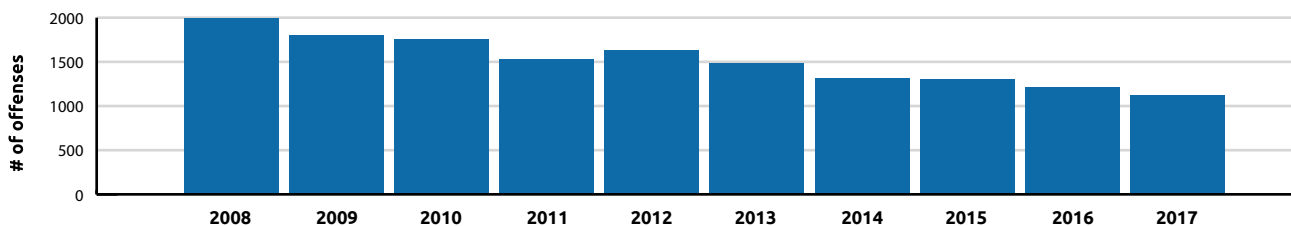
Accreditation seeks to ensure that the Department has policies and procedures covering all aspects of police operations and thus providing documented evidence that the Department follows best law enforcement practices in areas where standards are set statewide.

In May 2018, then Acting Chief Trask issued a strategic plan that outlined core values, strengths, areas for growth and future plans among other key areas. *See Attachment A.* Many of the issues explored in this report are identified in the strategic plan and efforts are underway to achieve the goals in that plan.

The FBI's Uniform Crime Reporting (UCR) system has defined Part I crimes as offenses that are serious. Police Departments across the country report Part I crime statistics to UCR and crime trends nationwide are identified.

Part I crimes are criminal homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson. As a Department is made aware of an offense, such as a reported stolen car, it is included in the statistics even when there is not an arrest made for the offense.

**FIGURE 3. PART 1 OFFENSES PER YEAR**



*In Framingham, there has been a reduction in Part I crimes of 8% from 2016 to 2017 and a 24% reduction since 2013.*

<sup>i</sup> <http://masspoliceaccred.net/about-the-program/>



# STRENGTHS OF THE FRAMINGHAM POLICE DEPARTMENT

The Framingham Police Department has a long history of community responsiveness and professionalism in policing in one of the most diverse policing environments in the Commonwealth. Leadership and Officer awareness to the nature of the Framingham community is reflected in how most Officers address what can be challenging issues for law enforcement. Officers have been able to build relationships of trust with many segments of the community and are working toward strengthening and expanding those relationships. An overall safe community with good policing has been one reason why people are attracted to Framingham as a good place to live, work and raise a family.

A substantial number of Police Officers like working in Framingham. They report enjoying the variety of calls for service, size of the Department and city, working with colleagues and that they can have experience with both urban and suburban policing. Despite internal issues that are deeply concerning for them, Police Officers are working to maintain a positive outlook on how they police and their interactions with the community. This reflects a widespread commitment to the city and law enforcement principles.

## COMMITMENT TO PROFESSIONALISM

Almost universally, Officers report that they have confidence in their peers to be professional on the job, have a commitment to modern principles of policing, have a strong desire to serve the community in an ethical and responsible manner, back each other up while on a call for service, and provide support to each other in the field. In the course of their work, officers engage with many people in the Framingham community and have positive, trusting relationships with them.

Because of the professional commitment and belief in best practices that both the Administration and Officers have to police work, Framingham has not had to confront widespread concerning issues in other cities like overuse of force, inappropriate treatment of minority populations and a lack of trust in the community. The Department is committed to continuing their efforts to strengthen interaction and trust throughout all aspects of the community.

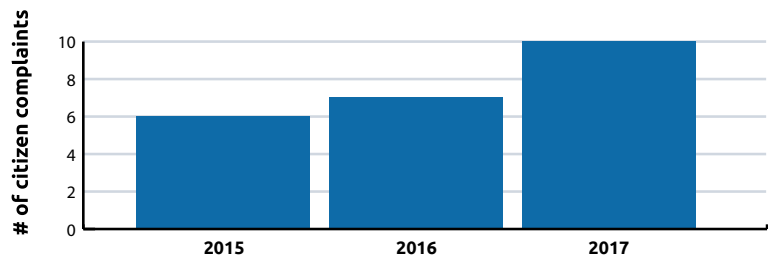
It is noteworthy that despite numerous staff expressing their strong concerns about aspects of the Department and top leadership actions, this viewpoint has not interfered with their commitment to professionalism. To some extent, this is also a reflection of good modeling from some individuals in Leadership positions who encourage staff to always be professional in their actions, regardless of their internal concerns.

*“Our people are our biggest asset.” Framingham Police Sergeant*

## RELATIONSHIP WITH, AND RESPECT FOR THE COMMUNITY

As previously noted, the Department has a long-standing commitment to and culture of service to the community and is working to continue to improve and expand those relationships. It is difficult to measure the relationship a community and a Police Department has within the scope of this project, but there are some indicators to review that are informative. A reflection of the Department's commitment to professionalism, the Department receives a very low level of complaints from the public about the Police.

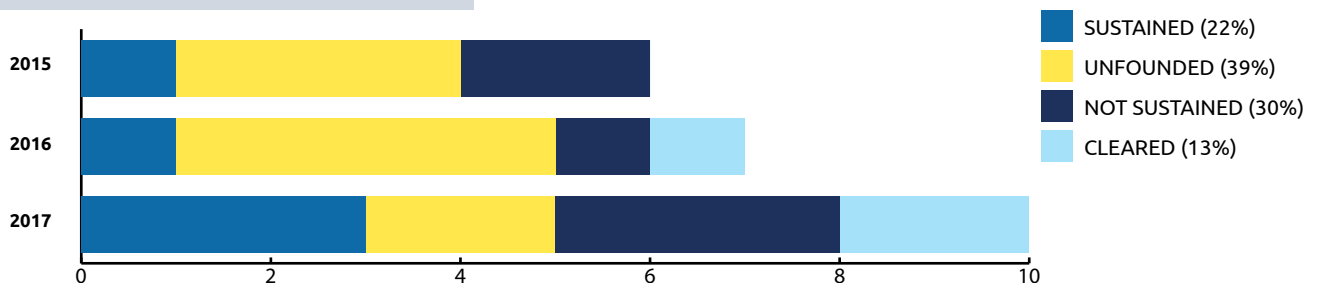
FIGURE 4. CITIZEN COMPLAINTS PER YEAR



After there has been a complaint made against the Department, there is an internal investigation and a finding is made. Possible dispositions are:

- **Sustained:** Sufficient evidence exists to warrant a finding that all or part of the alleged action occurred
- **Not Sustained:** Inadequate or insufficient evidence that the alleged acts occurred. In some of these types of investigations, the complainant does not provide enough information to conduct an investigation or cannot be reached for follow up
- **Unfounded:** Alleged act did not occur
- **Cleared:** Alleged act did occur, but it was legal and appropriate

FIGURE 5. COMPLAINT FINDINGS (2015 - 2017)

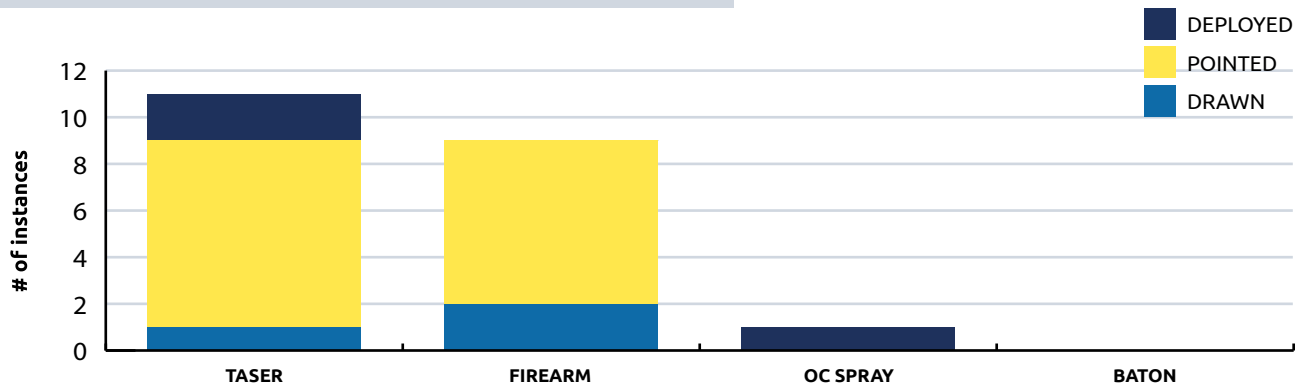


Based on this data, there does not appear to be concern about overuse of force, unlawful search or seizure, biased policing, disrespect for minority populations or disadvantaged populations. Many cities struggle with these issues and it is a tremendous advantage that Framingham does not appear to have these concerns. An indication that there is cause for concern would be significantly higher levels of citizen complaints and the seriousness of complaints.

## TRAINING & PROFESSIONALISM

Use of force data also reflects a high level of training and professionalism. In 2018 to date, only 21 instances have been reported of Officers accessing a weapon, in 19 of these cases the weapon was pointed but not deployed.

FIGURE 4. INSTANCES OF A WEAPON DRAWN, POINTED, OR DEPLOYED



## COMMITMENT TO IMPROVE ADMINISTRATIVE SYSTEMS

The Administration has demonstrated a commitment to identifying and improving administrative systems that are in need of upgrading and improving. Several projects are underway including a new CAD/RMS system (computer-aided dispatch and records management system) and tightening up administrative expectations. Other extensive work is already completed. For example, In September of 2015, a system of inappropriate and unlawful activity was discovered in the Property and Evidence Room. An investigation was conducted and as a result, an Officer resigned and was subsequently indicted and plead guilty. Numerous media accounts detailed corruption and errors. Extensive changes were made in response to the discovery of lax policies, procedures, and practices. In September 2018, an independent audit by Narcotics Audit Solutions, LLC, reported that “...your evidence officers should be commended for the outstanding job they are doing. Your evidence room and storage areas should be a model for other departments to follow.” All those who were responsible for and supported the significant improvements made, deserve recognition and praise for their dedication to best practices and responsible law enforcement. More importantly, the residents of Framingham should be aware that this serious problem has been responsibly addressed.

## **COMMITMENT TO MANAGEMENT TRAINING PROGRAMS**

The Department has been committed to ensuring that senior officers receive quality management training to develop their leadership and managerial skills. This is critical for the overall health and resource management in the Department. The majority of Lieutenants have attended nationally recognized education such as the Senior Management Institute for Police (SMIP), many have attended the FBI Law Enforcement Executive Development (LEEDA) training and this year a Lieutenant attended the Kennedy School of Leadership.

## **STRONG DESIRE TO SEE CHANGE AND IMPROVEMENT**

Many individuals reported wanting to see positive changes in the Department and expressed a desire and willingness to contribute to a change in culture. Most individuals spoke of their fellow Officers with confidence in their ability to do their job lawfully and ethically. There is a consistent reporting of the desire to be part of a positive culture where colleagues are respectful and act professionally toward each other.

# CHALLENGES FOR THE POLICE DEPARTMENT

The Framingham Police Department has a solid foundation to make significant progress in how it responds to current and future challenges. Across the Department, individuals are committed to the mission and their profession. Unfortunately, historical inconsistent decision making and the perception of unfairness and hypocrisy has made many individuals critical of how the organization handles decision making and the treatment of others. This is not a new occurrence and by many accounts has been a growing problem for more than 10 years.

In general, human nature tends to look for instances that reinforce their beliefs. This is one reason why culture is so intrinsic to the health of an organization. Regardless if someone's intent is in the best interest of the mission, organization or individual, others may interpret their behavior or decisions in a way that supports their already formed negatively held beliefs. Everyone – regardless of Rank - will have to make a concerted effort to leave behind negative assumptions and move toward a more cooperative, positive culture if there is a true interest in making a change.

To some extent most of the challenges in the Department are exacerbated by the growth and evolution from a “small town” policing and management style to a true, progressive, forward-thinking city model of policing and management. The City as a whole is undergoing these same “growing pains” and how that evolution is handled both by city leaders and within the Department is going to set the tone for the next generation of leaders.

## CHANGING THE CULTURE

The culture of an organization has just as much of an impact on behavior as policies and procedures. Negative behaviors that are not necessarily violating policies or procedures but are nonetheless creating a toxic environment are tremendously difficult to change. There has to be a daily commitment and an effort to change made by everyone.

While Officers report having confidence that their peers will act professionally in the field, they do not have that same confidence that they will always act appropriately with each other or in personal encounters. Numerous reports of petty, self-serving behavior from all ranks give members of the Department the impression that is part of the accepted culture, despite wanting it to change.

There is a perception that those who put themselves above others and the mission benefit from decision making and perks.

*“The general attitude here is it's me first, not mission first.”*



Staff express an interest in having positive and productive interactions with the Administration but reports that “the 2nd floor” where Administration personnel have their offices are largely physically and operationally removed from the rest of the Department.

## DISTRUST

By many accounts, the feeling of distrust has been a constant throughout the Department through several Administrations. Issues such as not understanding decision making, observing special treatment, rules not applied consistently, and individuals taking advantage of perks or benefits for years has created a belief among many individuals in the Department that things are unfair and unjust. Many Officers and Supervisors report feeling a profound level of distrust in the Administration due to their belief that decision making in assignments is unfair and biased, discipline and policies are arbitrary, unfair and inconsistent, and without communication. Expectations for job performance, expectations, and criteria for specialty assignments and general expectations for behavior are not articulated, not consistent and appear to be based on individuals instead of criteria. Many Officers report having no confidence or understanding of processes for assignments or overall intention of Leadership and that these practices have been ongoing for 10 years or more.

Police Officers, Supervisors and the Administration must all come together and take responsibility for improving the culture of the Department that they operate in. To some extent, each individual is creating the environment in the Department. While it is up to Leadership to set the tone and model desired behavior, it is also the responsibility of individuals to act in a way that they want the culture to be – not as it is.

*“We are all responsible for the environment here.” Framingham Police Officer*

## PROCEDURAL JUSTICE IN THE DEPARTMENT

The concept of procedural justice in law enforcement has been trending in popularity ever since Tom Tyler and Tracey Meares developed the theory of application in the community over 10 years ago. In Departments all over the country and in Framingham, staff have been trained, respects and understands the value of procedural justice with the community.

Concepts of procedural justice are:

- (1) voice (the perception that everyone’s side of the story has been heard and is valued);
- (2) respect (the perception that system treat individuals with dignity and respect);
- (3) neutrality (the perception that the decision-making process is unbiased and trustworthy);
- (4) understanding (comprehension of the process and how decisions are made); and
- (5) helpfulness (the perception that system players are interested in an individual’s personal situation to the extent that the system allows)

While procedural justice concepts relate to how police interact with the community, it is equally important that procedural justice elements are established within the police organization. Procedural justice concepts can greatly impact community trust for police. If those concepts are applied within the police organization related to internal processes, they can dramatically improve internal trust, as well. All the concepts listed above are as applicable to internal police processes as they are to the community.

For example, recently there was a decision made by the Administration that Officers serving in the drug unit are “high risk” and will be rotated out of the unit after 3 years. Nationally, rotation out of specialty units is a common practice, so there may be a legitimate and justifiable reason for this decision. Applying procedural justice concepts to this situation, for example, Officers would be told why the policy is being established and have an opportunity to discuss the issue and ramifications. This may be an opportunity to apply the principles of procedural justice so that the individuals in this unit do not harbor resentment over what they could perceive is a decision made with ill intent.

## **OFFICER WELLNESS**

Officers and Superiors both report feeling not supported by Supervisors or the Administration. Officers express concern about their health and safety, particularly as a result of forced overtime, not feeling valued and the day to day stress of the job. For example, Officers are not relieved of duty when having been at a scene involving a difficult death, injured Officer or particularly tragic incident. Many other police agencies provide officers immediate relief from duty for that shift and ensure they have access to social service assistance in dealing with the impact of what they have witnessed or felt. Inadequate staffing is a significant contributing factor to this issue.

Further, there is no mandatory debriefing or peer support in place for Officers that have been involved or witnessed a difficult incident. There is often a sense of embarrassment or shame for law enforcement professionals seeking support after difficult times, but if the culture in the Department is supportive and encouraging Officers to utilize programs it will lessen the impact of trauma or stress. The Cambridge Police Department has a peer response team that is staffed regionally and deployed immediately after an incident and an after action review is conducted within 24 hours and could be consulted with to see if there are applicable models.

In many Departments, funding is set aside for this purpose so there isn't pressure on the Administration to “find the money” out of the operating budget to support Officers. There shouldn't have to be a choice between Officer wellness and day to day operations.

This issue is by far one of the most challenging facing the department and it needs to be addressed as it affects not only the officers themselves but their peers and families. According to the Final Report of the President's Task Force on 21st Century Policing<sup>i</sup>:

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<sup>i</sup> <http://elearning-courses.net/iacp/html/webinarResources/170926/FinalReport21stCenturyPolicing.pdf>

“...the most important factor to consider when discussing wellness and safety is the culture of law enforcement, which needs to be transformed. Support for wellness and safety should permeate all practices and be expressed through changes in procedure, requirements, attitudes, and behaviors. An agency work environment in which Officers do not feel they are respected, supported, or treated fairly is one of the most common sources of stress. And research indicates that Officers who feel respected by their supervisors are more likely to accept and voluntarily comply with departmental policies. This transformation should also overturn the tradition of silence on psychological problems, encouraging Officers to seek help without concern about negative consequences.”

This statement is wholly applicable to the Framingham Police Department and points out many important issues that speak to the overall culture and need for improvement.

## **CHANGING DEMOGRAPHIC OF THE POLICE WORK**

It is significant that almost half of the Officers in the Department have 5 years or less of experience. These Officers, under 30 years old, have grown up in a world where they have access to information instantaneously and are used to readily being able to participate in the world around them. A law enforcement agency is not traditionally set up to operate within those parameters. It is not surprising that given this experience outside of the work setting, Officers want more communication with decision makers and more understanding about how and why decisions are made.

Younger officers have often had different experiences than older members of the Department. To some extent they want involvement in decision-making, opportunities for growth more quickly and informal interactions with Leadership. These officers are moving to become the new normal in policing across the country and management must learn how to adjust their leadership style accordingly.

Of particular note is the trend toward a demographic of a younger Department which is experienced across the country as an emerging issue in law enforcement. As previously noted, in 2019 almost half of the Officers in Framingham will have 5 years or less of experience and be under the age of 30. This generational difference between Leadership and Officers may be an underlying issue and a reason for unrest with some segment of the Department. Traditional forms of law enforcement communication – the written policy or memo for example – may not be effective in gaining buy-in and support from a younger generation. There is a profound difference in the generational expectation of more frequent, direct and informal forms of communication. Another generational difference is the idea that someone could and should work at the same organization for their entire career and “work their way up.” Younger Officers may not feel as strongly about a more traditional philosophy of work in a chain of command organization and the Administration may have to work to find ways to keep good Officers from wanting to leave.

## OFFICER RETENTION

Most people interviewed agree that an unprecedented number of Officers are either planning to transfer out of Framingham or are already in the process of leaving. While data to either prove or disprove this belief was not provided, it is an instructive observation that sworn members of the Department believe their colleagues don't want to be there.

## PAY

Most individuals pointed to pay as a significant area of concern. There is a common belief that Officers are significantly underpaid for the type of work they are required to perform and also in comparison to other cities/towns. They report the belief that Officers in other cities or towns don't have the high-stress urban type of calls for service and at the same time are paid significantly more for doing less. Officers and Superiors report feeling pressure to work multiple overtime shifts and details to "make ends meet" which negatively impacts their quality of life and physical health.

*"It used to be that details were for paying for special things like a vacation or saving up for a house, but now for guys that have young families and live in Framingham, it's to make ends meet." Framingham Police Officer*

### Pay chart: Base pay for Day shift without any stipends

STEP 1	STEP 2	STEP 3	STEP 4	STEP 5	STEP 6	STEP 7	STEP 8	STEP 9	STEP 10
\$48,529	\$52,250	\$53,854	\$55,451	\$56,863	\$58,280	\$59,450	\$60,639	\$61,852	\$63,088

Base pay is also important, not just for day to day living expenses, but also because it is the "pensionable amount" for retirement purposes. Retirement pay is 80% of the total pensionable amount at their retirement date and does not reflect any details, overtime or additional money earned during their career.

After approximately 5 years on the job, the privileges gained by sheer seniority reduces the incentive to transfer to a different Department. Special attention should be given to retaining Officers with less seniority with attentiveness to their well being and quality of work environment. Some possible incentives for Officers to stay in Framingham: belief that there are professional opportunities within the Department in the future, pay that feels fair, and belief that leadership cares about Officer wellness.

Officers with more seniority should also have incentives to stay in municipal policing and not transfer to the State Police or federal law enforcement where traditionally the pay is significantly higher.

## LACK OF OPPORTUNITIES FOR SPECIALTY ASSIGNMENTS

The SWAT unit, K-9 and street crimes units have all been recently disbanded after issues that occurred in each unit. Currently, adjoining communities or State Police are called for mutual aid when any of these services are required, which reportedly is several times a week in the case of the K-9.

Specialty assignments are traditionally a desirable position to obtain at some point in one's law enforcement career. It provides variety, new training opportunities, and a new challenge. Often it reinvigorates an individual who may need encouragement or motivation.

The lack of opportunities in a Department is discouraging for many Officers and may hinder the ability of the Department to attract new talent.

## TRAINING

Officers report that there are no discernable criteria for decision making about training opportunities. Officers are offering to pay for training themselves and taking time off to get the training they believe they need or want to advance their career. Some training takes a significant amount of time and less Officers available has a negative impact on staffing. With the exception of sending senior leadership regularly to management training, and state and federally mandated yearly in-service training staff does not have a belief or expectation that they will be able to attend out of Department training. Several individuals commented that promotions are made and then training is not provided for new responsibilities. "An Officer on Friday, and a Supervisor on Monday."

As noted earlier, the Department has very low levels of use of force in comparison to other urban police forces. Low levels of use of force like these can in some cases be a result of a reluctance to use force where force should be used. In-service training should ensure that this possibility is addressed. Further, and importantly, the Administration and city leaders should demonstrate support for Officers that use force lawfully and appropriately.

## FTO PROGRAM

Field Training (Field Training Officer) is a 12 week program that new Officers go through right after they are sworn in. It is intended to teach new Officers about the specific policies, procedures, and practices of policing in Framingham. Officers are paired with a Senior Training Officer who is responsible for teaching the new Officer on a one on one basis. Many Officers and Supervisors expressed the concern that the quality of the FTO training is based on "who you get" as a trainer. When Officers compare experiences they report being taught different practices depending on who they are assigned to.

## **STAFFING & MANAGEMENT**

### **STAFFING ISSUES**

Currently, the Department works on a 5 and 3 schedule (5 days on, 3 days off) and has 3 patrol shifts: days 8:00 am – 4:00 pm, evenings 4:00 pm – 12:00 am, midnights 12:00 am – 8:00 am. Only one other Department in Massachusetts works on this shift system, with most other Departments working a 4 and 2 schedule. There is a high likelihood that the 5/3 schedule is a significant contributing factor to staffing problems.

Almost universally, Supervisors and Officers report that the staffing levels in patrol are significantly low, especially during busy times of the day and week. On evenings and midnights, there are either 6 or 7 Officers on patrol in the entire city. Concerns about safety, quality of the response and absence of proactive or community policing are potential negative consequences of inappropriate levels of staffing per shift.

### **FORCES**

Virtually every evening and midnight shift, Officers report that individuals are “forced,” meaning directed to work either a double or often a triple shift due to staffing needs. Junior Officers (less than 3 years) are consistently forced, working 16+ hour shifts several times a week. A possible remedy, short of addressing overall staffing levels is a change to the practice of using strict seniority as the basis for forces. Officers acknowledge that working excessive amounts of overtime is both an Officer safety issue and a risk to the quality of service delivery that Officers want to provide to the community. Officers report this issue has been persistent for years without being addressed.

The profound implication for Officers subjected to the force is that it feels personal and it is a real-life representation of what they perceive to be a lack of regard from Leadership about their wellbeing. “It feels like you’re in survival mode when you’ve been answering calls for 20 hours. It’s not fair to us and it’s not fair to the person who called 911.”

### **LACK OF CRITERIA OR PROCESS FOR SPECIALTY ASSIGNMENTS**

Officers report that historically specialty assignments such as the School Resource Officer or Drug Unit have been made based on unknown criteria and with the appearance of favoritism or reprimand. At times there has been some type of process but Officers do not have confidence it is authentic. Officers are unsure what the criteria are for getting a specialty assignment and over the past 10 - 15 years the selection process was perceived to be based on friendships and personalities instead of qualifications. Further, there is a current division in the Department over what role seniority should play in the selection process.

Chief Trask has already taken steps to communicate with the Department about criteria and process moving forward.

# RECOMMENDATIONS

## **CITY LEADERS SHOULD WORK TOGETHER TO SUPPORT POLICE DEPARTMENT MISSION AND EMPLOYEES**

While Framingham transitions, both operationally and philosophically, from a town to a city, decision makers should put the best interests of the mission of the Department and well being of its employees as their primary objective. City leaders should work to develop a coordinated, cooperative governing structure with definitive roles and responsibilities and the city council should take care not to use Departmental budgeting, policy and personnel decisions as a political tool.

City leaders cannot expect members of the Department to interact with the Administration in a collaborative, solution-oriented manner if they cannot demonstrate that behavior themselves. Leadership starts at the top and best practices should be modeled at all levels of city government.

City leaders should publicly and consistently recognize the positive contributions that members of the Department deliver to the community. Accomplishments such as the recent audit report, promotions, new Officers sworn in, and efforts to protect and serve the community should be celebrated. Leaders should make an effort to serve as a conduit for the community to develop a positive feeling about their Department. Long-term, chronic lack of recognition has the potential to undermine the existing commitment to excellence in policing that the Department currently holds. Even only on the basis of cost-effectiveness and crime rates, this demonstrated professional commitment if recognized and supported will have a major impact on maintaining the quality of life in Framingham.

In the next budget cycle, City leaders should set aside funding specifically earmarked for Officer wellness and support that does not decrease the overall police operating budget. An investment in the personnel will have a significant positive impact.

## **REVISIT PAY STRUCTURE**

Almost universally, pay was a significant issue that Officers believe needs to be addressed in the Department. It is a widely held belief within the Department that an Officer with less than 5 years on the job can transfer to another Department and make significantly more than the base pay of \$48,529 - \$56,863/year, and in often less stressful environments. Reliable comparative pay scales from other Massachusetts cities should be obtained directly from other Departments as a comparison and is a helpful data point for moving forward. Extra attention should be focused on comparison for population, demographics, heavy commercial presence, geography, types of calls for service and loss of benefits such as the Quinn bill.

Currently the Patrol Officers Union has been working with an expired contract since July 2016.

There are those who may point out that while the base pay for Officers may seem low that Officers can (and usually do) earn more by working overtime and details. While this is true, working extensive and prolonged hours of overtime does come at a cost to personal, physical and mental health, relationships with family and friends and overall well being. Further, it should not be understated that policing is a job that involves putting one's personal life at stake every shift and at the same time responsible for upholding the law and maintaining positive community relationships.

The personal cost is often significant for the individual and their families. This stress can lead to a decrease in optimism, motivation, and energy – which also is a cost to the community. City leaders should take this issue seriously and not see Police Officers as simply another bargaining unit in the City.

## **ESTABLISH AN OFFICER ADVISORY BOARD**

In various ways, Officers universally report not feeling valued by the Department or leadership in the City. The Department should form a group of Officers that serve as an informal advisory group to make sure the Chief and the Administration is informed about organizational issues from their perspective.

Membership should be based, in part, from a peer nomination process and spots should be set aside for representation based on years of service (at least 1 with less than 5 years on the job,) women and minorities. Efforts should be made to include individuals who Officers see as leaders in the Department, so there is legitimacy and trust in the role of this group. No official member of the union or Attorney should serve on this group, as they already have a method of direct communication with the Administration.

The intent of the group is to provide information to the Administration as part of decision-making processes and give feedback about organizational management but not as a participant in decision making unless otherwise determined by the Chief. The Administration should use this opportunity as a method of communication with



Officers that do not have regular contact with decision makers. The group should set aside an amount of time for “ask the Administration” or a way to enable Officers to have conversations to understand the philosophy behind decisions and goals moving forward. The Department may want to consider including an outside facilitator to initially organize, set parameters and protocols and guide the meetings.

Officer safety and wellness, including physical, mental health and job satisfaction should be one of the first issues that are addressed through this group. Specific items that are identified, such as forces, should be assigned to a sub-committee to research and make recommendations for consideration. This could be done either in conjunction with a staffing evaluation or as a separate exercise.

As noted previously, Officer wellness is one of the primary focuses of the 21st Century Policing report, “The bulletproof cop does not exist. The Officers who protect us must also be protected. Their wellness and safety are crucial for them, their colleagues, and their agencies as well as the well-being of the communities they serve.”

Wellness should not be defined as what observers define it is, as much as their intentions may be good, but rather what sworn members of the Department determine. Often the “small things” matter, what may seem inconsequential to Leadership may contribute significantly to the improvement of job satisfaction and quality of life for a Patrol Officer. The Administration should strive to be responsive to requests that do not compromise the mission of the Department. For example, recently “no shave November” was instituted after requests from Officers and that was a positive step toward responsiveness. The Advisory Group should have opportunities to respectfully request and discuss “quality of life” issues such as this in addition to more significant issues that relate to safety and health.

Sub-committees should seek issue area expertise support from outside the committee when appropriate. Articulated, instructive and clear feedback about the recommendations should be given back to the Advisory Group from the Administration, creating a respectful and useful cycle of communication.

## **ESTABLISH PROFESSIONAL GOAL SETTING**

Too often there is a belief that performance evaluations in law enforcement are a substitution for punishment, retaliation or personal retribution. Performance evaluations should be used as the basis for education and training, and a way to communicate with employees what that individual's goals for improvement should be in the future, not a tool for discipline either formal or informal.

The formal process of performance evaluations has gotten caught up in labor relations disputes and often does not achieve its intended objectives. If establishing performance evaluations do not have the likelihood of success, a different system that establishes individualized goal setting should be explored.

Efforts should be made to consider what Officers' professional goals are and plans including optional training and mentoring should be considered. The Administration and Supervisors should be clear with staff about expectations for success and efforts should be made to ensure that expectations are the same across shifts or personnel changes. All involved parties should understand what the goals and expectations are, and a process should be put in place to ensure the staff member receives feedback.

## **ESTABLISH AND COMMUNICATE CLEAR PROCESS AND CRITERIA FOR SPECIALTY ASSIGNMENTS**

A clear, concise process should be established and communicated to the Department about job openings for Officers. A standard should be set to establish a minimum amount of time jobs should be posted, a method of communicating criteria and expectations for applicants, the process for applicants, a method of obtaining feedback after the process, and a department-wide announcement of who got the assignment. In particular, an expectation should be set for individuals about the Administration's philosophy of assignments based on seniority, merit and or skill level, and what weights or factor each of these categories will hold. Each process does not have to be the same, but job openings, an explanation of the process and criteria for selection should be announced and posted. The selection process could include the option for a letter of recommendation from a Superior Officer, but not necessarily their immediate Supervisor. The letter should include specific reasons why the candidate should get the job and recognition of strengths they could bring to the position that might not be readily apparent to the appointing authority. It is clear that the Chief has the absolute right to assign Officers, however, it would be helpful to increase the level of trust if staff had a more clear understanding of the philosophy, process, and criteria.

Currently, the perception is that decisions about specialty assignments are not consistent and without a discernible process or criteria. Addressing these beliefs through consistent processes and using good communication practices should work to increase the level of trust throughout the Department.

## COMMUNICATE EXPECTATIONS FOR BEHAVIOR & DISCIPLINE CRITERIA

Most members of law enforcement are frustrated that the traditional system of discipline does not provide fair and consistent feedback in Departments. The process of grievances, the involvement of arbitrators and lawyers, and the baggage of past injustice often produces a profound mistrust in the system. While there is very little that can be done to change the grievance/arbitration system, clarifying expectations for behavior in the Department would be a positive step toward establishing confidence. A change in Administration is an opportunity to clarify expectations for staff members and there are many examples of progressive systems of discipline that could be used as appropriate for Framingham<sup>1</sup>.

The Milwaukee Police Department's Code of Conduct Disciplinary Decision Process, for example, is instructive as it lays out discipline factors for consideration. The factors were widely communicated throughout the Department and, while there is still disagreement with the outcome of some discipline cases, staff understand the factors for consideration:

- **Employee Motivation** - Was the Officer making an effort to accomplish a legitimate police purpose? Did the Officer take into account the public interest in the situation or was motivated by personal interest?
- **Degree of Harm** - What was the degree of the monetary cost? What was the degree of personal injury? What was the impact on public confidence?
- **Employee Experience** - Did the employee have sufficient training, mentoring or field experience to make a good decision? Did the employee act according to the accepted culture of the Department?
- **Intentional and Unintentional Errors** - Was there a momentary lapse in judgment or act of carelessness? Was the decision based on insufficient or incorrect information at the time? Was the error based on what is entirely inconsistent with the responsibilities of a law enforcement professional?
- **Employee's Past Record** - Consequences are determined in part based on prior occurrences to the extent the law, policy, and contract allow

If this method is implemented, the Chief should communicate with the Department what the factors for consideration are in the Framingham Police Department and be consistent in their application. A discipline system should be built around values, not only policies and procedures.

Also important is to demonstrate and establishing an understanding throughout the Department that Officers will be supported by the Administration when actions are criticized by the public or City Officials but nonetheless lawful, appropriate and do not violate policy. In those situations, the Chief should make every effort to educate those who do not understand appropriate law enforcement tactics and publicly support his Officers.

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<sup>1</sup> <https://www.ncjrs.gov/pdffiles1/nij/234052.pdf>

## **ENSURE ADEQUATE STAFFING LEVELS**

Almost universally there is agreement that staffing levels are too low to achieve the mission of the Department, specifically in patrol. Inadequate staffing will have far-reaching consequences including Officer safety, inability to conduct proactive or community policing, and poor service to the community. For example, on the evening shift, which is also the busiest, there is regularly 6 or 7 Officers on patrol in the City. Officers report that the Commanding Officer will often discourage them from making arrests as it will reduce the number of Officers available to answer calls or for back up. Officers also recognize that they take staffing levels in account when making decisions about how to handle a call. An arrest essentially takes an Officer off the road for a significant amount of time and when staffing levels are low to begin with, there may be decisions made not to arrest that is not entirely appropriate. Also as an example, most calls for domestic disturbances require two Officers, which leaves the City significantly short staffed for basic 911 response during the evening shift, not even considering one additional major incident during that time period.

City officials and council members should understand that it is virtually impossible to conduct ongoing proactive or community policing assignments with inadequate staffing levels.

Roles and responsibilities on the shift should be analyzed. For example, clearly define the division of responsibility and revisit the necessity to have two Lieutenants and one Sergeant on each shift. The role of the Desk Sergeant and the responsibilities assigned to that position, along with other Supervisory roles in the Patrol division should be reviewed and revised where appropriate.

A committee should be formed to analyze current staff levels and measure that against articulated needs. Factors for analysis could include:

- 911 call response time,
- call stacking,
- mutual aid - the number of requests for and type,
- fluctuation in amounts of calls for service based on day of week and time of day,
- non-911 patrol generated activity such as walking beats downtown,
- impact of vacation time and "time owed" on forces,
- impact of a 5/3 schedule vs. 4/2,
- need for SWAT and street crimes units, and
- the impact of existing contract language on staffing.

The goal of a staffing level evaluation should also seek to achieve other important goals such as Officer safety, proactive policing and community relationships. Efforts should be made to educate city officials about the importance of accounting for these initiatives when considering budgeting or staffing. City officials should understand that demands made on one area have an impact somewhere else in the organization.

The frequency, causes, impact, and consequences of forces should be investigated as part of this process. Effort should be made to include the opinion of those affected by consistent forces of overtime.

The City should take undocumented populations, traffic, residential and commercial growth into consideration when budgeting for the Police Department. While an up to date census is not currently available, the city does have tools available to make reasonable estimates of growth such as building permits for apartment buildings and commercial expansion.

## **EVALUATE DEPARTMENT ORGANIZATION ROLES & RESPONSIBILITIES**

Factually, the Department is a major city police department – one of only 38 Departments in the state that have at least 75 sworn members on staff. To some extent, the Department, like the City still operates as an informal small town. While it is undergoing an evolution to operate and more importantly see itself philosophically as a city, there is a need for continuous evaluation and improvement.

A complete evaluation of management responsibilities and administrative functions should be conducted within the next 6 months. The evaluation should include a needs assessment of sworn and civilian functions. It is likely that there are unmet needs, as well as functions that could be outsourced, civilianized or consolidated. Further, there should be an evaluation based on job and responsibility conducted to match needs and capacity with jobs. Consideration should be given for administrative support for Leadership, particularly with regard to building out internal communications practices, building trust through informal leadership, improving the amount and type of information communicated to residents and stakeholders and strengthening community relationships.

Review of rank structure should be considered, as it is not an industry standard to have a similar number of Lieutenants and Sergeants in a Department. Further, the goals, directives and objectives for each shift appear to be not consistent across shifts or even from day to day.

All areas for review should be identified and a thorough analysis of both need and capacity should be conducted.

## **RECOGNIZE WHEN STAFF DO SOMETHING IN SUPPORT OF THE DEPARTMENT'S CORE VALUES**

Often in law enforcement, and in other public agencies, the only time employees get attention from those in Leadership is when they make a mistake. There are many opportunities to provide positive recognition for actions that deserve praise – the overhaul and total turnaround of the evidence and property room for example. Public praise is often appropriate, certainly when it is a counter-narrative to balance negative information residents have read in the media. Informal praise that reinforces model behavior is also a strong tool that should be utilized often by Leadership. “Calling out” a particularly good arrest or proactive police work in roll call is something that should be embraced. In addition, the Administration could consider a peer-nominated employee recognition program that has a tangible and visible way of communicating who the recipient is and what was done.

## **IMPROVE COMMUNICATION WITH THE PUBLIC**

Again, the progression from a town operational philosophy to a city managed and operated philosophy applies to communications too. The Mayor recently hired a professional Public Information Officer and with her support, the expectation is that communication with the public about Police Department activities and messaging will improve. The Department should seek guidance about ways to professionalize and improve both their methods of communication and messaging. With over 11,000 Facebook followers, there is a clear interest from the community to be informed and advised. The Department may want to seek advice from sister Policing Agencies about best practices – the Cambridge Police Department and Boston Police Departments are good models. While social media is an important tool, is it one small aspect of communication and should not be the benchmark for good communication. The Department should seek professional guidance if necessary to maximize their effectiveness.

Common in urban policing today, there remain numerous people working or living among us who feel they do not have good relationships with the police, often based on their experiences with other police agencies in places they previously lived or because of their immigration status. In community after community, tensions between police and minority communities have resulted in violence after police have taken aggressive actions as part of an arrest or in response to a neighborhood conflict. With the widespread use of cameras and video on cellular telephones, policing actions today are often highly visible and many communities have expressed concerns about what they see on social media. This tends to further inflame the relationship between minority communities and others against the police. While these issues are not common in Framingham there should be an effort to strengthen stakeholder relationships before there is an issue.

To strengthen the trust that Police have with residents, Department leadership should make every effort to personally connect with the community. The Department of Justice has numerous resources and guidance about Police and particularly Leadership to be

accessible and have one-on-one opportunities for conversation in the community<sup>i</sup>.

“It is important for the police to be visible in their communities and know their residents. Many people do not interact with the police outside of enforcement contexts. This can result in people developing negative associations with the police – for example, if the only contact they have ever had with police consisted of receiving a traffic citation or calling the police to report being the victim of a crime. Finding opportunities to interact with community members in a non-enforcement context helps to reduce bias on the part of community members and police officers. Getting to know community residents helps both groups to break down personal barriers and overcome stereotypes...personal interactions between police officers and community members build mutual trust, which is essential to addressing neighborhood problems and reducing crime.”

To increase trust, not only should Department Leadership have more informal interactions with individuals inside the Department, but they should also increase the amount of time they spend outside the Department and interacting with members of the community.

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i <https://www.justice.gov/crs/file/836486/download>

## **CONSIDER A MECHANISM FOR COMMUNITY INVOLVEMENT AND TO MEASURE COMMUNITY SUPPORT**

Given the number of residents who wanted to contribute to this project and that the City doesn't have data from the community, the City may want to consider expanding its outreach efforts beyond traditional community meetings around neighborhood issues. In many communities' residents do not have a reasonable understanding of policing as most of their information about law enforcement is negative press. The “coffee with a cop” model that the Department already uses for informal conversations in low-stress environments is a positive model and could be expanded to take place in neighborhoods or at events. Other informal methods of outreach should be explored and initiated.

The recently created Police Advisory Committee should be used to strengthen the understanding the Department has for issues that residents are concerned about, and as an opportunity for the Department to create public support.

## **THE CITY SHOULD WORK WITH HUMAN SERVICE PROVIDERS TO DEVELOP A COMPREHENSIVE STRATEGY TO TURN THE DOWNTOWN AREA INTO A WELCOMING & SAFE AREA FOR VISITORS AND RESIDENTS**

Homelessness, vagrancy, and individuals with substance abuse or mental health disorders are issues that cities across the country are wrestling with. The Police Executive Research Forum (PERF) recently issued a report advising law enforcement about tactics and trends when determining plans to reduce issues around homelessness<sup>i</sup>. Too often homelessness, vagrancy, and individuals with substance abuse or mental health disorders congregating in public places become a law enforcement problem because of the perception and/or reality of unsafe public spaces. City leadership should understand that it is not possible to “arrest your way out of” or sufficiently displace these suffering people and therefore it is inappropriate and not practical to turn to the Police to solve it. The city should conduct an inventory of human services agencies and services in the city and “map” locations where individuals seek treatment or support. An analysis should be given to the advantages and disadvantages of clustering services in commercial areas and the consequences of placing benches and planters in areas where there is chronic loitering. In many cities that are confronted by these issues, public and private entities partner to create a city-wide task force that does not focus on enforcement as the primary method of engagement with these individuals. The city of Cambridge has instituted a comprehensive program for addressing homelessness<sup>ii</sup> that could be replicated for a number of issues that includes involvement from the Police Department but does not assign primary responsibility for law enforcement<sup>iii</sup>.

i <https://www.policeforum.org/assets/PoliceResponseToHomelessness.pdf>

ii <https://www.cambridgema.gov/~media/Files/DHSP/Documents/HomelessSol.pdf?la=en>

iii <https://www.cambridgema.gov/cpd/communityresources/homelessoutreachprogram>

## **IMPROVE COMMUNICATIONS WITHIN THE DEPARTMENT**

Overwhelmingly, individuals expressed an interest in wanting more information from the Administration about how and why decisions are made. The Department should do an internal review of all the areas where communication is necessary and appropriate and establish communication protocols for each item. In addition, the Department should work with the Officers Advisory Group to determine in what other areas staff would like more communication, but is not essential to the mission and discuss how to best achieve this goal. Individuals should be mindful that there are parameters for disclosure of personnel issues and other matters that should be respected.



## **INTERNALLY AUDIT AND EVALUATE TRAINING OPPORTUNITIES & PROCESS**

Many Officers report wanting increased access to training opportunities, so they can be more proficient in their daily activities and possibly increase the possibility of access to specialty assignments. According to Officers, there is not a clear process or procedure for Officers to attend training other than the state-mandated in-service training that takes place once a year. Officers report researching training opportunities on their own and requesting time off to attend specialized training outside the Department and in some cases offering to pay themselves. They state it is unclear to them what the process or criteria are for approval. An evaluation of the amount of training has been requested in a particular time frame and the % of those that were granted might be instructive for individuals. The Administration should review the process for training requests and establish internal best practices for approvals.

## **CONTRACT NEGOTIATIONS**

The traditional dynamic of the Chief and City leadership with outside counsel negotiating “against” Officers often contributes to the mistrust that staff have for the Administration. City leadership should consider a nonconventional model for negotiations such as the “Interest Based Strategies” negotiation model created at the Harvard Negotiation Project at Harvard University.<sup>i</sup>

This model urges negotiators to abandon the traditional philosophy of “have to get something for it.” Many public organizations are transitioning to this new form of contract development which focuses on collaborative problem solving instead of entrenched adversarial “us vs. them.”

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<sup>i</sup> <https://www.pon.harvard.edu/daily/business-negotiations/wrestling-with-a-win-win-solution/>

## **PROVIDE SENIOR LEADERS WITH MENTORING AND LEADERSHIP TRAINING OPPORTUNITIES**

Traditionally, Police Departments have been led by Chiefs with an “authoritarian” or “autocratic” style of management, with a strict chain of command structure similar to how military organizations operate. Over time, and particularly at Departments with younger staff, more informal engagement with members of the Department is becoming accepted as a necessary part of ensuring that the culture is positive and in keeping with the values of that Department. Some Chiefs refer to this style as “walking around leadership.”

“It would mean a lot if the Chief asked about our families or how we’re doing...showed an interest in us as people.”

Certainly, the most senior executive in an organization with a \$14 million dollar budget, a mission critical to the health and safety of an entire city and over 100 employees has significant and essential administrative responsibilities. The Chief also has responsibilities that transcend administrative functions and individual personality. An obligation of the Chief is to also develop internal capabilities, provide training and leadership models for the next generation.

Members of the Department express admiration and desire for leaders with attributes such as integrity, consistency, high expectations for themselves and others regardless of rank, a teacher focused on improvement not discipline, and someone who cares about the well being of each member of the Department.

It should be noted, however, that the development of strong leadership must involve more than simply sending officers to management and leadership training. Internal mentoring of upcoming potential leaders must go beyond just attendance at management schools with the Chief Executive leading that mentoring effort.

See “Toward a Profession of Police Leadership”<sup>i</sup>

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i <https://www.ncjrs.gov/pdffiles1/nij/248573.pdf>



## CONCLUSION

Policing in Framingham, even with the issues detailed in this report, is strong and can be made stronger with the implementation of the recommendations set forth. There is a willingness among Officers to be involved in the development of a new paradigm of how the police department operates. The Chief of Police has indicated his willingness to support change and improvement, and to involve Officers in the development of the plan for that to occur.

The Department needs to move toward developing a Plan of Action laying out the recommendations and changes that need to be implemented, with a timetable for accomplishment of those objectives. With serious collaboration between management, Supervisors, and Officers, trust can be established. As the process to develop the Plan of Action moves forward, trust between the parties will increase where all have shared goals: providing excellent policing service to the Framingham community and the overall well being for everyone in the Department.

As a start, the Administration must work hard to show Officers that they care about their well being. For Officers, they must work to be positive and productive members of the Department and contribute to groups that will work on the Plan. Everyone must model positive efforts and attitude toward accomplishing the outcomes.

Framingham is a great community. The residents and city leaders should work to support the Police as they transform into a Department that can be used as a model throughout the country.



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