

FRAMINGHAM POLICE DEPARTMENT

STRATEGIC PLAN FOR

“A LEARNING ORGANIZATION”

MAY 2018

OVERVIEW OF THE FRAMINGHAM POLICE DEPARTMENT AND ITS COMMUNITY

Introduction:

The goals of the Framingham Police Department (FPD) are to promote the public safety, health and general well-being of residents and other members of the community. The Department’s priorities are driven by the findings and recommendations of the President’s Commission on 21st Century Policing (2015). The FPD emphasizes data-driven policing and decision-making, embraces community partnerships, and supports the belief that policing can be effective in making neighborhoods safer and improving quality of life. In developing its annual budget, the FPD undergoes a process of problem analysis to implement the most appropriate remedies to resolve specific issues and concerns. Problem analysis assumes that, “Individuals make choices based on opportunities presented by the immediate physical and social characteristics of an area. By manipulating these factors, people will be less inclined to act in an offensive manner.”ⁱ Thus, to solve a problem, the underlying conditions that create the problem must be addressed. Such conditions range from the individuals involved to the physical environment in which these problems are created. This problem-oriented policing approach increases effectiveness, relies on officer expertise and creativity, and facilitates closer involvement with the community.

Framingham Police Department:

The FPD values teamwork, integrity, excellence and a commitment to service. It strives to uphold the highest standard of performance and ethics, while working to promote a safe community. The FPD actively pursues innovative solutions to law enforcement issues. As a department that is driven by the philosophy of community policing, the FPD routinely partners with other local, state, and federal law enforcement agencies to address crime and public safety issues. The FPD prioritizes opportunities to engage and connect with young people, especially high-risk youth, to help them become contributing members of the community. This includes the Police Athletic League (PAL) Boxing Program, R.A.D. Self-Defense classes, Citizen Police Academies, and Police/Youth Dialogues. These programs, among several others, engage hundreds of Framingham children and adolescents each year and strengthen the relationship between the officers of the Framingham Police Department and members of the community. The Department is also involved in other diverse programs, including highlighted programs that relate to drug and opioid abuse. These include the Advocates for Mental Health and the Jail Diversion Program, as well as youth-related programs like Police Youth Dialogues, School Resource Officers, and the Police Athletic League Programs. Additionally, the Department has

hosted numerous events that promote public safety including gun buyback days and bike safety/helmet distributions.

Demographics:

The City of Framingham is located between Boston and Worcester, Massachusetts (MA), and has a diverse population of almost 70,000 residents, including 14,000 youths under the age of eighteen. The diversity of the City is reflected by the fact that Framingham is home to a significant population of people of Brazilian descent. The Hispanic population of the City is approximately 8500. The African-American population of Framingham is approximately 5900. While Framingham makes up only 26.4 square miles, factors associated with the risks of disease, other negative health and social outcomes, poverty, low educational attainment, criminal activity, and unstable family situations are as prevalent as in some of the state's larger cities. These public safety and public health risks are highly concentrated in the downtown area where many members of the minority communities reside. Although Framingham's median household income is \$66,047, the per capita income for the downtown area is less than a fourth of that amount at only \$12,452. The Massachusetts Department of Children and Families (DCF) has an average of 1,100 open Framingham cases at any given time. All these factors represent a significant challenge for the 135 officers of the Framingham Police Department.

¹ Kenneth J. Peak and Ronald W Glensor, "Community Policing and Problem Solving: Strategies and Practices" (Upper Saddle River, NJ: Prentice Hall, 1996), xvi-xvi.

MISSION STATEMENT:

THE MISSION OF THE FRAMINGHAM POLICE DEPARTMENT IS TO ENHANCE PUBLIC SAFETY AND REDUCE CRIME THROUGH THE DELIVERY OF EXCEPTIONAL POLICE SERVICES. WE SHALL DO THIS BY ENFORCING LAWS FAIRLY AND IMPARTIALLY, WITH HONOR AND INTEGRITY, AND BY ESTABLISHING EFFECTIVE PARTNERSHIPS WITH THE COMMUNITY.

CORE VALUES:

THE CORE VALUES OF THE FRAMINGHAM POLICE DEPARTMENT ARE INTENDED TO GUIDE THE OPERATION OF THE POLICE DEPARTMENT AND THE CONDUCT OF ITS MEMBERS.

- SERVICE TO THE COMMUNITY
- COMMITMENT TO THE LAW AND PUBLIC SAFETY
- SAFEGUARDING THE RIGHTS, DIFFERENCES AND DIGNITY OF ALL PEOPLE
- CONDUCTING OURSELVES WITH HIGH STANDARDS OF BEHAVIOR THROUGH INTEGRITY, PROFESSIONALISM, AND ACCOUNTABILITY

- QUALITY POLICING THROUGH INNOVATION, CONTINUOUS IMPROVEMENT AND THE PURSUIT OF EXCELLENCE
- PROMOTING INSPIRATIONAL LEADERSHIP THROUGHOUT THE ORGANIZATION
- COMMITMENT TO OUR EMPLOYEES BY CREATING A HEALTHY WORK ENVIRONMENT AND PROMOTING MUTUAL RESPECT

ORGANIZATIONAL OVERVIEW – STRENGTHS AND AREAS FOR GROWTH

STRENGTHS:

- 1) EQUIPMENT
- 2) ACTIVE TRAINING PROGRAMS
- 3) QUALITY OF EMPLOYEES
- 4) HEADQUARTERS BUILDING
- 5) ADEQUATE FUNDING
- 6) STRONG PARTNERSHIPS WITH OTHER CITY DEPARTMENTS
- 7) NUMEROUS COMMUNITY PARTNERSHIPS WITH FAITH LEADERS AND HUMAN SERVICE AGENCIES
- 8) GREAT RELATIONSHIPS WITH LOCAL, STATE AND FEDERAL LAW ENFORCEMENT AGENCIES

AREAS FOR GROWTH:

- 1) IMPROVE RELATIONSHIPS WITH SWORN EMPLOYEES' UNIONS
- 2) DEVELOP AN ANNUAL EVALUATION PROCESS FOR EMPLOYEES THAT REFLECTS THE MISSION, VALUES AND GOALS OF THE DEPARTMENT
- 3) DEVELOP CAREER DEVELOPMENT PROGRAM
- 4) DEVELOP ADDITIONAL LEADERSHIP SKILL TRAINING FOR THE SHIFT COMMANDERS AND FIELD SERGEANTS
- 5) NEW EMPLOYEE WELLNESS PROGRAMS
- 6) STRENGTHEN THE EXPECTATIONS OF ACCOUNTABILITY
- 7) STRENGTHEN THE DISCIPLINARY SYSTEM OF THE DEPARTMENT
- 8) CONTINUE TO STRENGTHEN RELATIONSHIPS WITH THE OTHER CITY DEPARTMENTS
- 9) STRENGTHEN RECRUITMENT PROGRAMS AND DIVERSITY INITIATIVES FOR NEW EMPLOYEES
- 10) PLAN FOR THE FUTURE NEEDS OF THE DEPARTMENT HEADQUARTERS

STRATEGIC GOALS THAT SUPPORT STABILITY, TRANSPARENCY, CONTINUITY AND GROWTH IN THE DEPARTMENT AND IN THE CITY OF FRAMINGHAM

1) REDUCE, SOLVE AND PREVENT CRIME

- a) PROACTIVE POLICING
- b) DATA-DRIVEN POLICING

2) IMPROVE QUALITY OF LIFE

- a) ADDRESS ISSUES LIKE VAGRANCY, GRAFFITI AND LITTERING
- b) REDUCE STREET-LEVEL DRUG DEALING
- c) ENFORCE LAWS REGARDING DISORDERLY AND DISRUPTIVE EVENTS
- d) DEVELOP MORE EFFECTIVE TRAFFIC AND PARKING ENFORCEMENT

3) COMMUNITY POLICING AND COMMUNITY ENGAGEMENT

- a) STRENGTHEN COMMUNITY RELATIONSHIPS AND PARTNERSHIPS
- b) EMPHASIZE ENGAGEMENT WITH BUSINESSES AND RESIDENTS
- c) PROBLEM-SOLVING FOR INDIVIDUALS/LOCATIONS THAT GENERATE RECURRENT CALLS FOR SERVICE
- d) REESTABLISH ACTIVE YOUTH PROGRAMS IN PARTNERSHIP WITH COMMUNITY AGENCIES

4) ENCOURAGE DEVELOPMENT OF STRATEGIES AND PREPAREDNESS FOR ACTIVE SHOOTER SITUATIONS

- a) FRAMINGHAM PUBLIC SCHOOLS
- b) BUSINESSES AND OTHER "SOFT-TARGETS"
- c) TRAINING ON REQUEST

FURTHER DEVELOP AND RETAIN A QUALITY WORKFORCE

- 1) ENCOURAGE QUALIFIED FRAMINGHAM RESIDENTS TO CONSIDER CAREERS IN LAW ENFORCEMENT
- 2) DEVELOP A RECRUITMENT CAMPAIGN THAT ENCOURAGES MEMBERS OF MINORITY GROUPS WHO RESIDE IN FRAMINGHAM TO REGISTER FOR THE CIVIL SERVICE EXAM

- 3) REVIEW OF EFFORTS TO RECRUIT LATERAL TRANSFERS, INCLUDING MEMBERS OF MINORITY GROUPS
- 4) ACTIVELY RECRUIT FRAMINGHAM RESIDENTS TO APPLY FOR CIVILIAN POSITIONS WITHIN THE FRAMINGHAM POLICE DEPARTMENT (CRIME ANALYSIS, DISPATCHERS, RECORDS CLERKS), INCLUDING PUBLIC ANNOUNCEMENTS IN COMMUNITY MEETINGS THAT ARE SPONSORED BY THE DEPARTMENT
- 5) USE DEPARTMENT WEBSITE SOCIAL MEDIA TO ENCOURAGE APPLICATIONS FOR POSITIONS WITHIN THE FRAMINGHAM POLICE DEPARTMENT
- 6) ENCOURAGE ALL OFFICERS TO BE RECRUITERS FOR THE FPD
- 7) INSERVICE TRAINING AND EXTERNAL TRAINING FOR PERSONNEL AT ALL LEVELS OF THE CHAIN OF COMMAND
 - a) DEVELOP BUDGET AND PLAN FOR DEPARTMENTAL TRAINING
 - b) ESTABLISH PRIORITIES REGARDING COMMUNITY ENGAGEMENT, OFFICER SAFETY, OFFICER WELLNESS AND TACTICAL PROFICIENCIES
 - c) STRENGTHEN SYSTEM FOR APPROVAL OF REQUESTS FOR EXTERNAL TRAINING
 - d) INCREASED USE OF TACTICAL DEBRIEFINGS AND ROLL CALL TRAINING
- 8) CONTINUE TO EVALUATE APPROPRIATE ROTATION AND CROSS-TRAINING OF PERSONNEL IN SPECIALIST ASSIGNMENTS
- 9) ENCOURAGE DEVELOPMENT OF A PROGRAM FOR CAREER PLANNING
- 10) STRENGTHEN EFFORTS TO INSURE FAIR COMPENSATION FOR ALL EMPLOYEES

IMPROVE MANAGEMENT/UNION RELATIONSHIPS

- 1) ENCOURAGE PROFESSIONAL AND RESPECTFUL DIALOGUE
- 2) PROMOTE RESPECT FOR THE CHAIN OF COMMAND
- 3) DEVELOP A CLEAR UNDERSTANDING OF GOALS AND OBJECTIVES OF ALL CONCERNED

RESOLUTION OF CONTRACT ISSUES (JLMC)

- 1) THE SUPERIOR OFFICERS' UNION CONTRACT WAS ARBITRATED IN MARCH 2018
- 2) THE PATROLMENS' UNION CONTRACT IS BEING ARBITRATED AT THE JLMC.

PROGRAMS TO ENHANCE EMPLOYEE WELLNESS

- 1) DEVELOP A WELLNESS PROGRAM IN COLLABORATION WITH FRAMINGHAM UNION HOSPITAL TO ASSESS PHYSICAL WELL-BEING
- 2) DEVELOP A PROGRAM TO PROMOTE EFFECTIVE MANAGEMENT OF STRESS ISSUES ASSOCIATED WITH LAW ENFORCEMENT CAREERS
- 3) DEVELOP AN EDUCATIONAL PROGRAM ABOUT ALCOHOL AND SUBSTANCE ABUSE
- 4) PROVIDE INFORMATION AND CONSULTATION REGARDING FINANCIAL WELL-BEING

ACCOUNTABILITY AND DISCIPLINE

Introduction:

An updated system of accountability and discipline for the Framingham Police Department should incorporate the findings and recommendations of the President's Commission on 21st Century Policing (2015).

The disciplinary system should incorporate Pillar One (Building Trust and Legitimacy), Pillar Two (Policy and Oversight), Pillar Five (Training and Education) and Pillar Six (Officer Wellness).

Guiding Principles of Accountability and Discipline:

- 1) The system must embrace the concepts of "Procedural Justice" which include a) Fairness; b) Voice; c) Transparency and d) Impartiality.
- 2) The effectiveness of the system starts with the Chief of Police.
- 3) Principle should always override politics and personality.

- 4) Every member of the Department, regardless of rank and position, shall be, "Held to a higher standard."
- 5) A system for reporting to the Department the outcome of disciplinary investigations and the rationale for their adjudications should be implemented. This reporting system shall be designed to respect employee rights to privacy.
- 6) Training and education about the system for members of the Department should occur prior to its implementation. This should include: a) information about specific expectations of employees at all ranks; b) procedures for monitoring and evaluation of employees; and c) principles for consistent adjudication and punishment, including progressive discipline and COP discretion.
- 7) Promoting and maintaining employee trust in the system is the underlying goal for successful operation of the disciplinary system.

EQUIPMENT

- 1) RECENT ACQUISITIONS OF NEW EQUIPMENT
- 2) IMPROVED RADIO SYSTEM INFRASTRUCTURE AND COVERAGE IN THE NORTHWEST PART OF THE CITY HAS BEEN ACCOMPLISHED
- 3) MAINTAIN AN OPEN DIALOGUE WITH OFFICERS ABOUT EQUIPMENT NEEDS

APPENDIX A

DEPARTMENT SUCCESSES

1. **Increased Staffing** – The Department has hired 43 new officers since January 2014 to replace retirees, lateral transfers and disciplinary terminations. Eighteen additional police officers have been deployed into the community through hiring, civilianization, and regionalization. We have been able to hire approximately 10 sworn officers per year. Four positions formerly held by sworn officers have been civilianized and staffed. We have a very active 7 officer regional drug unit which is comprised of Framingham, Natick and Marlborough detectives. This unit has the potential for expansion by partnering with other area police departments.
2. **Accreditation** – The Department has been recently re-accredited for the 5th time. In March 2005, the Department became the fourteenth police department out of the 351 municipalities in Massachusetts to achieve full accreditation by the Massachusetts Police Accreditation Commission. This process is comprised of a systematic and comprehensive “best practices” review of policies and procedures, operations, tactical practices and facilities.
3. **Reduction of Part 1 Crimes** – In collaboration with many internal and external partners, Framingham achieved an 8% reduction in 2017 when compared to 2016 and a 24% reduction over the past 4 years.
4. **Jail Diversion Program** – The Department expanded this extremely successful program from 1.5 FTE to 3 FTE. This expansion provides additional coverage so that a trained clinician is available to respond to individuals in crisis who may be suffering from mental health and/or substance abuse issues, from 8:00 AM to Midnight. After midnight we utilize Psychiatric Emergency Services (PES).
5. **Comprehensive Approach to the Opioid Crisis** – The Department has worked collaboratively with key stakeholders in the City to develop a prevention, early intervention, education, outreach, and enforcement strategy.
6. **Parking Enforcement Expansion** – Having recognized the critical role that parking enforcement plays in economic development, especially in the Downtown area, the Department expanded parking enforcement efforts by hiring and equipping an additional parking enforcement officer. This expansion allows for a more effective response to parking complaints from residents and businesses, as well as targeted enforcement to address handicapped parking violations.

7. **Leadership Training for Ranking Officers** – The Department has provided and facilitated high quality executive and leadership training for lieutenants and sergeants. This has included programs at the Harvard University Kennedy School of Government, Senior Management Institute for Police at Boston University (sponsored by the Police Executive Research Forum), and FBI-Law Enforcement Executive Development Association.
8. **Specialized Protective Equipment for Officers** – The Department has equipped each marked cruiser with ballistic helmets and high-level ballistic vests. The vests include tactical medical supplies.
9. **Grant Funding** – During the past four years the Department has been awarded grant funding in excess of \$1,000,000. These funds have helped to support training, acquisition of equipment, programs and law enforcement initiatives.

FUTURE PLANS

1. **Update the Use of Force Policy and Provide Use of Force Training** – This is absolutely critical to reduce risk and ensure that the Department is following identified “best practices” and contemporary standards regarding the use of force. The Department will utilize the evidence-based UoF Guidelines recently released by the State of Massachusetts. This model Use of Force Policy incorporates all uses of force into one policy and provides for separate UoF policy and UoF investigation and reporting.
2. **Embed and Incorporate Bi-lingual Domestic Violence/Sexual Assault Advocates into the Framingham Police Department** – Using the successful and time-tested Jail Diversion Program Model, the Department has partnered with Voices Against Violence to seek and obtain grant funding so that trained advocates will accompany responders and investigators to incidents involving domestic abuse and sexual assault. The goal of this initiative is to deliver high level service to victims of these serious crimes. We have re-written our Domestic Violence Policy so that it meets or exceeds established statewide guidelines. This process has included consultation with key stakeholders and regional experts. The Department will use the Campbell Risk Assessment Instrument (DA-LE). This approach will include outreach and follow-up to high risk individuals. Utilization of this approach will enable the FPD to be a leader in law enforcement intervention and assessment in domestic violence.
3. **Revise Department Policy on Sexual Assault Investigations** – These revisions will incorporate the best practice guidelines released by the Executive Office of Public Safety and Security.

4. **Immigration Issues** – We recently enacted a comprehensive immigration enforcement policy which clearly outlines our role, as local police officers, in the controversial area of immigration enforcement. The Chief of Police has volunteered to serve as a member of the Nationwide Law Enforcement Immigration Taskforce. One of the Taskforce’s main goals is to prevent federal immigration policy from negatively impacting local police-community relationships. The Department will proactively use the U-Visa Policy to assist with the prosecution of those who victimize immigrants and to demonstrate to members of the immigrant community that the Department is committed to serving and protecting them, regardless of their status. Framingham Coming Together, which the Department co-founded, is hosting a meeting to establish a multi-disciplinary team to be mobilized after arrests and deportations. This team’s primary function will be to assist families affected by immigration enforcement.
5. **Update the Citizen Complaint Handling Procedure** – The Department is reviewing a change in procedure to allow the acceptance of citizen complaints, regardless of how they are submitted. This is intended to increase police legitimacy and community trust. Its implementation is subject to the collective bargaining process.
6. **Purchase and Implement a Fuel Management System for the Department’s Fuel Pump** – This equipment has been installed and we will be implementing this program in the near future. It will allow us to accurately track our gas mileage and fuel usage.
7. **Revise Department Policy on Sexual Assault Investigations** – These revisions will incorporate the best practice guidelines released by the Executive Office of Public Safety and Security.
8. **Employee Advisory Group** – Establish an internal advisory group of FPD employees to work with the COP.
9. **Calea Accreditation** – Consider application for national accreditation of the Department through the Commission on Accreditation for Law Enforcement Agencies.

STEVEN TRASK
RONALD BRANDOLINI
BRIAN SIMONEAU
GERALD SWEET, PH.D.

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