

REPORT
POLICE DEPARTMENT OVERVIEW
CARVER, MA
JANUARY 2018

Prepared by:
Municipal Resources, Inc.
120 Daniel Webster Highway
Meredith, NH 03253
603-279-0352
866-501-0352 Toll Free
603-279-2548 Fax
all@mrigov.com
www.mrigov.com



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REPORT



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REPORT

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INTRODUCTION

The Town of Carver, Massachusetts, retained the services of Municipal Resources, Inc. (MRI) of Meredith, New Hampshire, to develop a high-level overview of the Carver Police Department in preparation of developing information and recommendations needed to establish a framework of goals and expectations for the future of the department. Police Chief Marc Duphily and Town Administrator Michael Milanoski are seeking to have a “roadmap” prepared for the agency that would involve a systematic review of three primary areas:

- Review of the Existing Police Facility & Future Needs
- Review the Police Organizational Structure & Staffing
- Review Oversight and Policy systems

These categories will contribute to the coordination and alignment of agency resources, activities, mission, and vision statements of the organization which are all designed to enhance delivery of law enforcement services to the Carver community.

This report is designed to provide a roadmap for moving the organization forward and is not designed to delve deeply into existing practices, other than to offer examples where MRI believes enhancement is required or possible. While the report is not intended to provide the step by step process that will be engaged to implement these changes, an outside view with recommendations should serve the agency well in formulating the strategic plan.

MRI would like to thank the staff of the Carver Police Department for their insight and professional commitment towards the enhancement of services provided to the residents and visitors of Carver, and give thanks to Police Chief Marc Dughily and Town Administrator Michael Milanoski for this opportunity.

MRI approached this process as an opportunity to provide focus upon implementation points that will assist the chief to format, develop, and implement a strategic plan focused upon improving organizational effectiveness. In gathering insight, MRI used several methods including observation, personnel interviews, internal survey, and review of agency directives, as well as an abbreviated community SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis.

I. POLICE FACILITY

The existing police headquarters is a failed police facility that immediately appears fortress like and uninviting to the general public and those employees who are expected to provide professional policing services from it. The desire to remedy the existing conditions has been discussed by the community over the years with a very competent Public Safety Facilities Study accomplished by Reinhardt Associates in 2010, providing significant guidance to Carver. In the aftermath of this study, the Town of Carver determined to move forward with a stand-alone fire complex and not construct a public safety facility. This leaves the police department in a building that is not in compliance with the Americans with Disabilities Act and which failed in a number of functional areas. For instance, several offices, including the police chief's, do not have heat or air conditioning. MRI noted that the computer and server area is unsecured and not air-conditioned, placing the extremely expensive IT equipment in significant jeopardy of failure, tampering, or both. In one instance, it was noted that a rack of computer servers had been recently installed and placed in an open access, unsecured storage area. In numerous locations, MRI observed old hard drives removed from discarded police computers that were gathering dust in a cardboard box on the floor. Another area of deficiency was the entrance to the police lobby, which is dingy and confusing for the first-time visitor. Worse, it was noted that the entire radio system is in jeopardy of tampering as the rear of the radio console serves as the barrier between the public and the supposedly secure dispatch center.



The ease of which a liquid could purposefully or be accidentally spilled into the air grates of the console is obvious. The only thing that secures the radio console from deliberate tampering are a number of screws that would expose the entire inner electrical components of the radio system providing emergency police dispatch services.

During a tour of the facility, MRI noted officer's personal file cabinets in the officers' report writing area. Virtually every hallway contained file cabinets with debris such as discarded fax machines, computer parts, servers, and boxes of supplies against the wall. Each office, regardless of its purpose, contained multiple desks, cabinets, and various discarded equipment, and often times "found property" that should be secured. In one office, a number of rusting long guns were noted with boxes and other debris evident throughout the aged facility. Outdated and/or simply discarded equipment, such as "Dictaphone Tapes", were visibly stored in cardboard boxes in storage. The dispatch area was unsecured, allowing free flowing access by employees. One dispatcher noted that there were no controls for heat or air conditioning units, or any method for a fresh air exchange. The lighting is either on or off, rather than allowing for a dimming of the lights which would be extremely beneficial in this 24/7 facility. All the consoles and chairs did not consider any ergonomic options for the dispatchers, who occasionally stood up to stretch, leaving the module unattended.



The Carver facility has a number of jail cells for juveniles, women, and men. Each year they are inspected, as required, by the State of Massachusetts, and each year they are deemed to have deficiencies. While the State inspection does not close the facility, the exposure to the Town of Carver housing prisoners in a "failed facility" poses a great liability risk to the community.

It is difficult to report anything positive about the existing police facility. The need for a new, well-designed facility, that can serve the Carver community for years to come, is obvious to even the casual observer. The tour taken by MRI consultants of the existing facility detected numerous issues that will not be addressed without the investment of significant renovation funds, which, in the opinion of MRI, would be poorly invested in the existing facility.

As noted, many of the deficiencies articulated prominently in the 2010 report still exist or have worsened over the past seven years. There are still no public rest rooms or telephones in the substandard lobby area. Many of the offices in the facility have inadequate heating and ventilation, other than the windows that are loose or rattling whenever there is any wind of substance. Storage for any of the equipment associated with a police agency was non-existent. It was also noted by MRI that the sally port, designed for safe prisoner handling and officer safety considerations, is unusable due to the vast number of items stored in the bay. Also noted was the inability for officers to use the firearms' lockers upon entry to the booking room, because those lockers are located on the sally port side of the booking room. Since the sally port can no longer be used for the transfer of prisoners into the building, those prisoners are now walked down the hallway, past offices that contain civilians and the communications/dispatch area. This poses a significant threat to the officers and others that may be present in the building. Although there was an armory to hold weapons and ammunition, it is of insufficient size. Office supplies and property retention were either non-existent or wholly inadequate for the agency. Locker rooms for both men and woman are inadequate due to the small area, diminutive lockers, and no hot water available for washing hands, let alone a shower. Additionally, the facility lacks sufficient electrical outlets, as extension cords were noted in numerous locations so that portable radios, flashlights, or other required items could be charged.

While it has already been noted that the holding facilities have not passed inspection by Massachusetts's officials in a number of years, there are a host of non-inspected items that should be addressed, including the fact that police officers and prisoners must use the same telephone. Unfortunately, a number of prisoners utilizing the Carver facilities may have hepatitis and/or other communicable illnesses. There is no eye wash area, no hot water to decontaminate both prisoners and officers, and possibly most significant, there is only one egress from the cell block area in the event of a fire or other emergency.

CONSIDERATIONS FOR A NEW POLICE FACILITY

While MRI was not retained to conduct an analysis of the building to the extent of the 2010 Reinhardt Associates report, it is evident that there are dire needs for a new facility as the existing structure has failed and possess significant liability exposure to the Town of Carver. However, MRI does have a number of tangible recommendations that should be considered as the design of the building is contemplated, such as the Mission and Values statement. As the community determines what they desire in a police facility, with what ultimately meshes with what can be afforded, it is important to consider that the Carver Police Department's "Mission" should be the driver of building design and not conversely allowing the building's physical layout to erroneously define the agency. For instance, there should be a balance between secure internal space and publicly accessible space, with the Mission in mind. If the Carver Police Department desires to increase engagement and collaboration with the community,

within a community policing framework, the building must be designed to make visitors feel welcome. A fortress-like facility design, while ensuring officer safety, will be contradictory to community policing initiatives and the Mission Statement.

MRI suggests that the lobby area, where the vast majority of the public will establish their immediate opinion of the Carver Police, should be as bright and welcoming as possible with toilet/s and a small interview/conversation room where private conversations with an officer may occur. A comfortable waiting area will contribute positively to the impression desired by the agency. A meeting/training room should be located in immediate proximity to the lobby enabling regional training to be hosted thereby reducing training costs.

Taking this opportunity to reiterate that MRI is not an architectural firm, there are recommendations pertaining to the spatial needs of a new police facility:

Training/Meeting Room- The size of this room may well be determined by the availability of other public meeting spaces in the Town, but for the purposes of police training the room should be large enough to accommodate at least 20 people.

Moveable tables that allow for room flexibility

Audio/television equipment to support training

Administration

Chief's Office

2nd in Command office

Office for civilian administrative assistant

Reception/work area

Secure area/room for personnel and other file cabinets

Toilet

Investigations

Area of sufficient size to allow at a minimum three (3) workstations

Conference room

Interview room designed for audio/video recording and observation

Soft interview room which may evolve to a detective supervisor office

Gun lockers

Adjacent to back door for covert/nonpublic entry and exit

Storage/file room (surveillance equipment, confidential files, Intelligence files)

Patrol

Room for at minimum three (3) workstations: consider installing countertop around room with individual file cabinets for each officer. Common printer; room would suffice as a briefing area.

Sufficient electrical outlets for portable radios, flashlights and other electrical recharging

Adjacent room for gun lockers containing patrol rifles

Supply closet for summons, forms, paper, printer ink, etc.
Separate supervisor's office with two desks
Toilet nearby

Dispatch

Should be a self-contained area
Two ergonomic communication workstations
Toilet with telephone installed
Breakroom with refrigerator, microwave, coffee maker and supporting kitchen cabinets
Space for personnel lockers

Records

Accessible by public during business hours/adjacent to lobby
File room with 2 workstations that could accommodate a combination of part-time and full-time staffing.
Copy machine/fax/scanner
Supply closet to support entire police organization's needs

Detention Area

Booking area with AFIS capable fingerprinting
Video observation/recording 24/7
Breathalyzer/alcohol testing equipment
Male holding area (3)
Female holding area (2); separated by sight and sound from male offenders
Soft Juvenile holding area; separated by sight and sound from adult offenders
Eye wash station
Sally Port for two (2) vehicles (consider size that could be accessed by ambulance)
Gun lockers at all entrances to the area
Interview room
Storage closet
Personal lockers for incarcerated person's belongings

Locker Rooms

Male locker room to hold 20 lockers
Bathroom with shower, toilet, and sink
Tactical locker/storage area
Female locker room to hold 10 lockers
Bathroom with shower, toilet, and sink

Evidence/Property

Proximity card secured room containing additional and separate secured lockers for money, jewels, narcotics. Room must have separate ventilation for fumes from stored marijuana awaiting court or destruction.

Pass through locker system for temporary containment, with refrigerator
Room for evidence processing, packaging, and photographing. If a fuming chamber is to be used, there must be direct outside ventilation.

Other Facility Considerations

Proximity card access for entry into facility and at critical locations, such as evidence
Ample data, electrical, and telephone ports throughout facility
Wi-Fi throughout facility with guest access using appropriate password
Armory for storage and cleaning of weapons with handgun clearing barrel and adequate ventilation
Secure storage for bicycles and other large items
Video surveillance of key areas of exterior and interior locations
Ample parking for police vehicles, employees, and visitors
IT room for server/telephones/proximity control computer/video system/radio system/electrical system
Janitorial room
Common breakroom with stove, microwave, and refrigerator
Trash storage area
Employee mailboxes
ATM machine for lobby
Surplus uniform and equipment storage room
Room/area for animal control supplies
Fenced vehicle storage
Electrical generator for entire complex, secured by fencing

MRI believes these recommendations are appropriate for Carver, which will likely see some growth over the usable life of the building.

A new facility is clearly a positive attribute for the community. Also, since hiring and retaining skilled staff is a priority, to work from such an updated facility will ultimately create a positive work environment and eliminate any mixed messages regarding the level of community support for police.

The Town of Carver has had significant success with funding and building new facilities that are under budget and durable for long-term use by the town. Following the previous successes, the Town Administrator is authorized to create building committees to oversee the design and implementation of all town buildings. As such he has moved forward with utilizing the same

four core members with incorporating additional members to represent the department needs to continue the towns success.

Police Building Committee

| | |
|------------------------|----------------------|
| Chairman | Bill Harriman |
| Private Sector Builder | Jon Delli Priscolli |
| O&M Director | Dave Siedentopf |
| Town Administrator | Michael Milanoski |
| Selectmen | Dave Robertson |
| Department Head | Chief Duphily |
| Building User | Police Officer (TBD) |

In addition, Town Meeting, with the support of the Capital Outlay Committee and approval of the Board of Selectmen, have already funded over a quarter of a million dollars for the new Police Station. In 2016, \$65,000 was funded for the Police Long Range Strategic Plan / Needs Analysis that has been completed with this presentation of this report. In 2017 an additional \$190,000 was authorized for hiring the Owners Project Manager and for design of the new Police Station bringing total funding to \$255,000 to date. Most of these funds remain and will be used to advance the project’s design. Given challenges with Massachusetts construction law it is cost prohibitive to add-on and renovate an old building thereby virtually eliminating that option in favor of new construction.

With regards to new construction, the Chief and Town Administrator have identified a few town owned sites (adjacent or near existing station) that could be used to build the new police station that will be reviewed in detail by the Police Building Committee. It is anticipated the new building will be approximately 10,000 square feet, one story building with a drive in “sally port”. Currently, in the Capital and Debt Stabilization Plan the Town Administrator has recommended an additional \$4,000,000 authorization bringing the total project approval to \$4,255,000, plus a potential funding source of \$500,000 to be used as contingency if needed for this and the Council on Aging proposal.

According to the Town Administrator, these figures are programed in the capital and debt stabilization fund for approval at Town Meeting on April 10, 2018. What MRI finds unprecedented with similar communities is how Carver is able follow its’ “Financial Management Policies” and to do all this work within its’ existing budget and tax-base.

1.1 Recommendation

MRI understands that there is funding and wide community support for the construction of a new police facility. The location and design are yet to be determined but we encourage the Town Administrator to appoint the Building Committee to move the project forward as soon



as reasonably possible. Additionally, the Police Chief is encouraged to appoint a technical review team to explore and provide design guidance on the following three (3) areas:

- *Technology/communication*
- *Booking and processing prisoners*
- *Evidence and handling/processing*

1.2 Recommendation

While significant changes will not occur until funding is available, there are several low-cost adjustments that could be accomplished immediately due to officer safety issues. There were unlocked doors in several areas of the facility that should be secured. A review of these locations should be undertaken immediately. Gun lockers in the sally port should be appropriately located so as to eliminate an officer wearing his/her firearm in proximity to prisoners.

II. STAFFING AND POLICE ORGANIZATIONAL STRUCTURE

The purpose of defining an organizational structure for any police agency is that it allows for clearly defined lines of responsibility and accountability, ensuring that the department's mission will be accomplished. The structure should be appropriate for the size of the agency, as well as the community, to ensure that it will be efficient and flexible to changing demands, while dynamically serving the community. The size of the agency does not negate the need to have an organizational structure that meets the needs of the community and ensures that the "job gets done".

As noted by the organizational structures of compatible communities to Carver, the Carver Police Department should be organized similarly with a chief executive officer, known as the chief of police, subordinate middle manager/s known as the deputy chief, captain or lieutenant, and supervisory staff known as sergeants. Currently, Chief Duphily is supported by four sergeants, three of which are patrol supervisors, and the fourth acts in the capacity of an administrative supervisor. This structure places an almost insurmountable burden upon the chief, not just Chief Duphily, but any of his successors. The expectation that all functions of an organization the size of Carver fall upon the shoulders of one person is to accept that the CEO will ultimately make an error by way of omission. In addition to performing some routine/management tasks, a police manager's primary job is to make sure that others are doing what they have been assigned to accomplish; the mission and goals of the organization. Managing a police agency is a complex challenge that requires a vision, while overseeing a multitude of tasks. Even with a second-in-command, the police chief remains responsible for leading and managing the organization. It is widely understood in police organizations that although authority can be delegated, responsibility can never be delegated.

Additionally, the management structure of the Carver Police Department is very limited, with just the police chief as the only non-union, non-Civil Service executive management position. Although the chief does rely on a sergeant for assistance, and in his absence, functions as the officer-in-charge, the chief does not have a real management and support position that can share responsibilities for confidential personnel matters, supervision, handling grievances or potential grievances, administering the collective bargaining agreement, overseeing budgetary expenditures, assisting with the development of policies and procedures, and the myriad of administrative and management tasks that are associated with running a modern, full-service police department. In the absence of the police chief, the town is without a true member of the executive management team to oversee this critical public safety agency. MRI believes this is another reason for a "Second-in-Command" position that should be a non-union, non-Civil Service position. MRI suggests that police organizations are no different than any business where there is a need to be organized and well managed. There are needs in the organization to instruct staff what to do, when to do it, and most importantly in police services, how to do it. If the chief is not sufficiently supported in the many administrative tasks associated with police department administration, then the management and leadership functions of the department

cannot reasonably be achieved. Coordinating, controlling, and directing police resources, activities, and personnel is not accomplished without focus on the mission of the agency, analyzing the approaches, planning, and ultimately implementing with continuous evaluation of outcomes. Managing a police department involves the management and coordination of many different duties and responsibilities, including patrolling, responding to calls, investigating complaints, conducting interviews and interrogations, performing searches, gathering evidence, documenting case files, and testifying in court. Combined with the patrol function, which MRI believes to be the foundation of policing, are the numerous administrative functions that support the patrol function. Cruisers do not operate if there is no one arranging fuel purchases and maintenance, officers cannot maintain their State of Massachusetts certification if they do not meet annual training requirements, the computers, records management systems, and equipment require routine maintenance and often, annual maintenance agreements. Without an administrative function, the organization tasked with these critical responsibilities will take on a “house-of-cards” reality, which will slowly consume the organization as tasks will be poorly accomplished or not at all.

MRI believes that the appointment of a second-in-command at the Carver Police Department does not necessarily mean that the position come from within the organization. Having internal talent that is poised to staff key management positions is often a prudent way to resolve sudden or planned executive change. Promoting from within provides the organization with several advantages, including an intimate knowledge of the Carver Police Department’s operations, policies, culture, and customers, enabling them to quickly get up-to-speed and be better positioned to impact the top and bottom lines. Conversely, while promoting from within may be expedient, those inside may not always be the best choice, and frequently are promoted for the wrong reasons. For example, internal candidates may be under qualified, have peaked career-wise, or may lack the necessary strategic vision and leadership skills required for a senior management position. However, many well-managed organizations consist of a blend of internally and externally developed supervisors, allowing for creative problem-solving. Superior, creative, and innovative decision making is a product of a management team’s collective and varied experience. External candidates do not possess the “we don’t do that here” attitude, and often bring to the organization enhanced methods of accomplishing a variety of tasks. A candidate that has had a career “outside the vacuum” can bring a fresh perspective to issues.

MRI believes that it is important that town and police leadership be continually cognizant that relying too heavily on insiders may negatively impact the quality of the senior management team if more experienced, creative, and resourceful external candidates are excluded. Carver should not be overly concerned about exploring the police field outside of the Carver organization. As a position that would be exempt from State Civil Service, the town will have maximum flexibility on recruiting and selecting, from within or outside the department, the most qualified individual for this position. In the event an internal candidate tops a selection

process that is open to external candidates, the department can be assured that the position was earned, which serves to provide legitimacy and respect for the position.

As noted in the previous paragraph, all sworn positions of the Carver Police Department, with the exception of the chief, are within the Massachusetts Civil Service system. This means the town must adhere to specific Civil Service requirements for recruiting, hiring, promoting, disciplining, and terminating these employees. Presently, the Massachusetts Civil Service system is struggling to obtain the necessary resources to meet the needs of the communities it serves. Many Massachusetts communities have or are actively considering withdrawing from this system. Based on the confines of the Civil Service system, we believe that the Town of Carver should give serious consideration to withdrawing all sworn positions from Civil Service. Removing the department from the constraints of Civil Service would allow the town to establish standards and processes for hiring and promoting officers that best meet the needs of the community.

II.1 Recommendation

A “Second-in-Command” of the Carver Police Department is critical to the organization. The appropriate title of lieutenant, captain, major, or deputy chief is not the important factor, but the position must have the authority to make actions occur over subordinates as these titles would imply. This position will be second-in-command of the Carver Police Department and will be delegated responsibility as determined by the chief of police. When the administrative and management functions of the department are delegated appropriately, the core mission of the Department can be fulfilled.

II.2 Recommendation

MRI recommends that the “Second-in-Command” position not be a Civil Service position.

II.3 Recommendation

MRI recommends that the Town of Carver remove itself from the Massachusetts Civil Service Commission.

II.4 Recommendation

MRI recommends that The Town of Carver consider a national or at least regional search for the “Second-in-Command” position.

III. POLICY AND PROCEDURES REVIEW

One of the most important components of the management structure of any police department is a set of written directives that guide and direct employees as they deliver services to the community. The policy and procedures manual is the foundation for all of the department's operations, actions, and ultimately determines the manner in which members of the organization conduct business. When properly developed and implemented, a policy-procedure manual provides staff with the information to act decisively, consistently, and legally, in a manner consistent with industry recognized best practice. It also promotes confidence and professional conduct among staff at all levels of the organization. Ideally, these directives should be readily accessible to each employee so that they may immediately access them for guidance. In today's technologically savvy workplace, having the policies and procedures readily available on agency desktops allows employees access while facilitating ease of periodic updating. As policies are a living document that provide timely guidance and reflect modern policing environments, each should have a review date in order to ensure that they are revised when appropriate and remain relevant. To ensure that each employee has reviewed the directive, there should be a mechanism whereby each staff member signs an acknowledgment of receipt and completion of review.

The value of a sound policy and procedure manual is paramount. Without it, it is virtually impossible to discipline an errant officer and have the discipline imposed survive a legal challenge. Additionally, the existence of policies, particularly in such high liability areas as domestic violence, uses of force, police pursuits, and sexual harassment, provides a sound risk management commitment that ultimately protects the Town of Carver and its officers against lawsuits and more importantly, the financial implications of losing a lawsuit. Finally, good policies, when accompanied by regular training and established supervision, help to ensure that the Carver Police Department are consistent in the way it handles similar situations, regardless of when they are handled, or which officer handles them. Additionally, it is appropriate to have transparency in the manner in which the law enforcement services are provided to the Carver community. The periodic publication of annual reports serves to confirm the manner in which those services are delivered. However, if policies are only in place, and there is minimal and/or inconsistent demonstration of adherence, then exposure to litigation and the defense of the organization becomes untenable at best, while public confidence gradually erodes.

As part of the high-level review of the Carver Police Department, MRI received existing policies and procedures of the agency. Chief Duphily expressed frustration with the state of the current policy manual and conveyed that there has been an ongoing effort to achieve Massachusetts Certification, or at minimum, engage the Massachusetts strategy moving forward. Chief Duphily referenced how he had been working diligently to develop and implement policy, but the host of challenges to oversee the agency was problematic and diverting his time.

III.1 Recommendation

MRI recommends that the police administration establish a commitment to implement the industry recognized best practices in the development and implementation of a proven management system of written directives, training regime, clearly defined lines of authority, and routine reports that support decision-making and resource allocation. The implementation of the second-in-command mentioned previously in this report will support the ability to achieve this goal.

IV. COMPETENT POLICE RESPONSE TO CITIZEN'S REQUESTS

Just how many police officers are required to adequately provide competent services to a community has always been a topic for debate. The Federal Bureau of Investigation (FBI) has long tracked police officers per 1,000 residents, where the largest police presence is found in Washington, DC, where there are 5.7 officers for every 1,000 residents, followed closely behind by Wilmington, Delaware, with 4.3 officers per 1,000. Obviously, larger agencies have a greater call volume to address, but they also have flexibility to assign their larger staff numbers to issues as they arise. According to FBI statistics, New England communities with a population between 10,000 and 25,000 residents have an average of 1.9 police officers per thousand residents. These smaller agencies, such as the Carver Police Department, which has 1.3 officers per thousand, do not have the flexibility to reassign officers, nor are they routinely confronted with an overwhelming workload, except in rare circumstances. Additionally, the number of officers available is directly related to the occurrence of crime and resident's perception of safety, as well as tax rates. What is the optimum allocation of manpower in a police department is a challenging problem not only to the police manager, but also to town administrators, elected officials, and the taxpayer. Likewise, the quality of law enforcement is directly related to the effective distribution of police personnel, especially patrol officers, who represent the most important element in the police services. For this reason, the proper staffing and distribution of personnel should be given prime consideration.

Due to the rather random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Police managers design purposeful patrol activities to prevent a given number of incidents, but for purposes of tabulation and statistical analysis, being definitive with the number of incidents that were prevented is not possible as you can't measure what didn't happen. However, the objective is to create a high visibility of police presence, thereby encouraging those with nefarious intent to go to a community with a more passive patrol strategy.

In communities such as Carver, there is a firm expectation that police services will be delivered in a timely and very personal manner. That concept of policing often consumes significant officer time. An additional, yet possibly the most critical component of managing personnel in a law enforcement agency, is the expectation that they will actually be available to perform requested or required tasks. While police operational budgets must calculate that employees are compensated for 52 weeks of work, factors such as vacation, training, sick leave, and/or court time make officers unavailable to perform obligated work. All of these influences literally deduct from police officer's availability to respond, thereby reducing the ability of the department to react in a timely fashion to the community's requests.

The following exercise is designed to assist the Town of Carver in determining officer availability and therefore, the number of officers required to meet the demands of the community.

Additionally, it may serve as one factor enabling the Town of Carver to plan accordingly for setting of benchmarks or when additional personnel should be considered.

Performing a workload analysis for a police department is not an exact science. There are a variety of exercises which suggest that an officer's day is routinely divided into three equal parts including:

- Obligated police officer work or responding to calls for service
- Administrative/Report writing
- Proactive community policing and/or preventive patrol

Ideally, an officer should be responding to calls for service or needs, and resolving problems, for approximately one-third of their day. This is referred to as "obligated" work, as police literally have no option but to respond to these requests. Police work is recognized as a very paper intensive profession. For virtually every action an officer performs, there is the necessity to complete a report or form. It is often the case that the time committed to report development, and the writing of the report, may actually take longer than the act of resolving the original issue that resulted in a report. These report writing/follow-up functions account for another third of the officer's time. The remaining one-third of the officer's time should be committed to community policing or active patrol designed to protect and deter criminal activity, as well as to conduct traffic enforcement initiatives desired throughout the community. Without high-visibility of police officers patrolling throughout the community, criminal activity will fill that void. In this day and age, the community is predisposed to want meaningful interaction with their police officers, even if it is as basic as performing directed traffic patrols throughout neighborhoods.

With this entire premise determined to be true in any community, but especially smaller agencies where policing is more "up close and personal", one must first gain insight of the actual availability or optimal use of a Carver police officer. The importance of this segment of the exercise is the reality that even though a community compensates an employee within a budgeted calendar year for 52 weeks of employment, they are factually not available for actual patrol duties as the following demonstrates:

40 hours of work per week X 52 weeks

2080 hours

By contractual agreement, the Carver Police Department employees are entitled to vacation or annual leave. An analysis of that data revealed that each of the police officers uses an average of three weeks of time off for vacation purposes, with several senior employees having additional weeks. To remain conservative in the calculations, three weeks leave is used:

Average 120 hours combined vacation leave 120 hours

Remaining **1960 Hours**

During 2016, the average use of sick time per officer was approximately 18 hours:

18 hours of sick leave 18 hours

Remaining **1942 hours**

During an average year, Carver police officers attended over 900 hours of training, eliminating them from scheduling availability. Regardless of where this training occurred, off-site or in-house, officers were not engaged in proactive or reactive police initiatives. While training is recognized as a critical component, and in some cases, Massachusetts mandated, the absence of staff due to these needs is an important component for management to gage.

Average training for each officer 60 hours

Remaining **1882 hours**

Whenever a Carver Police Department officer makes an arrest or issues a traffic summons, there is the possibility that they will need to attend court proceedings, taking them away from performing tasks within the community. While the vast majority of police action will not result in trials, officers are routinely in consultation with court officials preparing for the potential trial. It is calculated that each officer spends virtually a week in a court mode accomplishing trials, case preparation, and pre-trial conferences.

40 hours

Remaining **1842 hours**

Carver police are entitled to comp time, which are hours worked overtime, but compensated by time off rather than overtime pay. Additionally, there is a stipulation in the negotiated contract that allows for personal time off. Combined, these two items account for approximately 35 hours for each officer.

35 hours

Remaining **1807 hours**

Additionally, officers perform a variety of community outreach tasks that are not patrol related, such as safety presentations and responding to school events and/or calls. All of these tasks are approximated to equate to 80 hours for each officer's commitment to community outreach.

80 hours

Remaining

1727 hours

Based upon the "one-third principal", $1,727 \text{ hours} / 3 = 575.6 \text{ hours}$, it is desired that officers at the Carver Police Department should be committing 575.6 hours annually to each task demonstrated in the following manner:

- | | |
|---|--------------------|
| • Obligated police officer work | 575.6 hours |
| • Administrative/Report writing | 575.6 hours |
| • Proactive community policing and/or preventive patrol | <u>575.6 hours</u> |
| | 1727 hours |

Continuing with the exercise, MRI found that the Carver Police Department have a very robust records management system that is capable of producing detailed reports, including when the most demands, or "calls for service" upon the department exist. A call for service is defined as any event or task that the public requests the department to accomplish. Regardless of the magnitude of the event, or how the police view the situation, the Carver Police Department must respond and satisfactorily address the issue. MRI concluded that all officers, including sergeants, routinely respond to calls for service. However, the exercise is also designed to quantify and articulate the fact that simply because an officer is employed by an agency, does not necessarily indicate that the officer is available to the community. After all of the external and internal influences upon officer time is calculated, each officer has 1,727 hours annually in which they can deliver police service to the citizens of Carver, not the entire 2080 hours for which the officer is compensated.

Ultimately, the single most important factor in determining adequate staffing for a police agency is what level of service does the community desire. Often this is driven by how much the community determines to spend on police resources, as personnel are the costliest item in any police budget. While a community ultimately determines staffing levels, there are a number of questions that must be answered by the community, such as: How long are residents willing to wait for an officer to respond for a routine (non-emergency) call for service? Does the community desire highly-visible police patrol presence, designed to deter crime or address those who speed through neighborhoods? Will the community embrace special programs such as school resource officers, a focus upon the elderly, or the current opioid crisis? Are residents interested in specialized police services, such as participating in a regional drug unit?

MRI understands that the current composition of the Carver Police Department is a Police Chief supported by four Sergeants, a detective/court officer, school resource officer, and eight patrol officers. Of this staff, eleven are assigned to provide patrol coverage at service levels expected by the Carver community with an administrative sergeant, school resource officer, and detective/court officer rounding out the department of sixteen officers. Currently the absolute minimum staffing is no fewer than two patrol officers on shift at a time through a shift configuration of 8:00AM to 4:00PM, 4:00PM to midnight, and finally midnight to 8:00AM.

Chief Duphily has maximized the complement of officers to the community's best interests, focusing the limited resources to the steadily busy daytime hours of 10:00AM to 1:00PM, and then to the most service demanding period of 1PM to 11PM, with a notable drop off of calls for service after 1AM to 7AM, which is precisely what MRI would expect to see in a community such as Carver. The vast majority of police calls in Carver can be categorized as quality of life issues such as crimes against persons, traffic complaints, and assisting the public. Additionally, Carver has the unique challenges of Edaville Railroad, a heritage railroad which has evolved into a family oriented park that brings 250,000 visitors annually to Carver. Edaville would pose a significant challenge to any smaller agency. Combined with this major regional attraction is King Richard's Faire which operates for eight weekends in September and October, and attracts visitors, as it is the longest operating 16th-century renaissance marketplace in the United States which serves alcohol while visitors are allowed to wear swords and other similar weapons. In a smaller agency, these challenges pose a significant problem as the agency strives to maintain a high-level of responsiveness to the residents of Carver.

The overwhelming challenge for the CEO of a smaller agency such as Carver, is to assign personnel in a way that maximizes coverage and minimizes vacant shifts which would require overtime expenditures. To continue with this premise, there are eleven officers assigned to patrol duties in the Town of Carver:

Eleven officers X 40 hours/week X 52 weeks equates to 22,880 hours.

If each of the eleven remaining full-time officers are compensated for 2080 hours per year, those officers can adequately cover 22,880 hours. However, as the previous exercise demonstrates, MRI concludes that due to previous contractual obligations and other tasks required of the patrol officers, which keep officers away from their patrol duties, the eleven officers are only available 18,997 hours annually. This reality essentially leaves a gap of 3,883 hours, or slightly less than two officers (2080 hours X 2 = 4,160) that is not filled by obligated patrol duties.

As with any mathematical approach to a profession that must respond and satisfy subjective consumers, the residents of Carver, there are shortcomings. MRI suggests caution be exercised interpreting these results. However, there is ample information within these calculations that should provide the chief and governing officials with abundant evidence that staffing levels at

the Carver Police Department are below those necessary to provide two officers, 24/7. For future allocations with the goal to have three officers, 24/7, there exists a serious gap in that capacity. In spite of this, the Carver community enjoys a low crime rate, seemingly satisfying police response time to resident's requests, yet there is clear evidence that the officers are frustrated with time restraints placed upon them due to a heavy workload. At some point, this gap of resident satisfaction and officer awareness that they could be accomplishing more, will intersect. Before the potential of community dissatisfaction arrives at that intersection, and while the need to address the two-patrol officer shortage is more immediate, there will also be the opportunity to strategically plan ahead by gradually addressing staff challenges and community satisfaction. While these expectations will undoubtedly surface due to staff shortages, each and every call for service will still require appropriate police response. When reaction to service requests are delayed or ignored due to more serious incidents or a large volume of calls, there needs to be an assessment of the level of services the department can provide. If the backlog becomes too lengthy, or clearance rates decline due to the Carver Police Department's inability to adequately investigate, or traffic accidents increase due to the agency's inability to perform directed traffic patrols, there must be preparation to make suggestions that may not be embraced by a community accustomed to personalized service. Without additional human resources, the community will need to determine the level of service that it can ultimately afford.

| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|--------------------------|--------|--------|--------|--------|--------|--------|--------|
| Calls* | 12,278 | 12,769 | 13,279 | 13,811 | 14,364 | 14,938 | 15,536 |
| # Patrol Officers | 17 | 17 | 18 | 19 | 20 | 20 | 21 |
| Call Per Officer | 722 | 751 | 738 | 727 | 718 | 747 | 740 |

- A 4 percent increase is projected each year to perform this analysis

The exercise above is designed to further enhance the ability of the Carver community to monitor demands upon the existing staff and react accordingly. It is important to note that the numbers above are extremely conservative as it calculates all staff members in the equation, not just patrol staff. Rarely will the police chief handle a call, but he could, as may the school resource officer. The burden of an overwhelming number of calls for service will ultimately fall to the patrol officers, not detective/s or command staff that is required to fulfill a host of administrative tasks. When patrol staff begins simply responding and not problem-solving due to the pressures of calls for service backing up, then community dissatisfaction will escalate, creating a crisis situation for town government. It is important to note that the town should plan on adding additional police officers as the community grows in population. As noted previously, FBI statistics cite an average of 1.9 full-time officers per 1000 inhabitants in Northeast communities with populations between 10,000 and 25,000 inhabitants.



SCHEDULING AND DEPLOYMENT

Scheduling a business that operates 24/7/365 days a year is a challenging proposition. There are union, sleep deprivation, overtime, and officer availability issues throughout the process. The reality is that police services must be provided 24-hours per day, seven days a week. While work schedules vary to meet a community’s needs, the most typical schedule is comprised of some variation of three 8-hour shifts: 7AM to 3PM; 3PM to 11PM; and 11PM to 7AM. Ten hour and even 12-hour shifts have been an option for some departments and they can be popular with officers.

Carver may also want to consider a shift schedule that addresses heavier workload hours where there may be a compelling need to maximize the efficiency of existing personnel. Implementing a 10-hour work schedule designed to place as many officers on “the street” during statistically busy periods may offer a viable option for the Carver community. This format results in the “overlapping” of the employee’s work schedule as opposed to the more “typical” schedule discussed above where employees arrive to work while others are leaving. To visually explain this overlapping strategy, the matrix below demonstrates how personnel time is maximized by placing as many as six officers on duty between the hours of 9PM and 3AM when the demand for service may be the highest and most challenging.

| 4PM | 5PM | 6PM | 7PM | 8PM | 9PM | 10PM | 11PM | Mid | 1AM | 2AM | 3AM | 4AM | 5AM | 6AM | 7AM | 8AM |
|-----|-----|-----|-----|-----|-----|------|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| x | x | x | x | x | x | x | x | x | x | x | | | | | x | x |
| x | x | x | x | x | x | x | x | x | x | x | | | | | x | x |
| | | x | x | x | x | x | x | x | x | x | x | x | | | | |
| | | | | | x | x | x | x | x | x | x | x | x | x | | |
| | | | | | x | x | x | x | x | x | x | x | x | x | | |

*each “x” equates to one officer working those hours or shift, for instance 4PM to 2AM constitutes a work “shift”.

This example focuses upon theoretically busier and potentially more dangerous periods that mirror the demands placed upon the Carver Police Department, specifically during the hours of 9PM to 3AM on any given night, although most routinely Thursday, Friday, and Saturday evenings. This can also be addressed with what is known as a “swing shift” which has an officer assigned to the heaviest workload hours, thereby supplementing and overlapping the existing shifts.

While there are a host of variables that comprise an eight-hour schedule, such as 5 days on with 2 days off, or 4 days on and 2 days off, the common theme is that when those on a shift come to work, others are leaving. One advantage to a 4 on/2 off schedule is that all officers working that schedule are able to enjoy a scheduled weekend off through every 6-week cycle. Alternatively, officers working a 5 on/2 off schedule work the same 5 days each week, which



likely means some officers are off every weekend while others are never scheduled for a weekend off. It's important to consider morale, officer productivity, recruitment, and retention when considering a schedule.

Complicating the issue of workforce deployment is a clear desire, as expressed by community stakeholders participating in the SWOT exercise, to see the investigative capacity of the agency increase. The opioid epidemic has not eluded the Carver community and there was significant desire expressed to have the agency address this challenge. Adding to the detective cadre is the only method to confront illicit narcotics trafficking, and other significant crimes that require some degree of specialized training and a time commitment, which without adding personnel to the Department, will further weaken the tenuous capacity of patrol to respond to the Carver community's obligated law enforcement needs.

An important fact revealed from the above matrix allows MRI to determine that Chief Duphily should conduct an "allocation and distribution of personnel" review and consider options that may involve the use of civilians in non-law enforcement functions. This suggestion is prompted by an ancillary conversation and observation that was made during the tour of the police facility, and more specifically, the evidence room, where MRI noted numerous items that may be better served in a secure area. Conversely, there were items that were in secured areas that could be released, but scarcity of time for the staff was slowing the return/disposal process. While it is recognized that the Carver Police Department is a smaller agency, and staff is automatically assumed to have multiple tasks they are responsible for, it may behoove the chief to investigate the utilization of civilian employees, where appropriate, to ensure that sworn personnel are assigned activities that require law enforcement authority. It was very clear to MRI that the sworn personnel of the agency are tasked with many diverse responsibilities, a number of which may be accomplished by civilians. It is not the intention of MRI to substitute sworn personnel in those positions requiring law enforcement authority. Rather personnel alternatives are intended to achieve the maximum use of law enforcement officers in the appropriate configuration supported by civilian staff.

To provide examples where this exercise may allow for a civilian to function, and therefore provide a less expensive alternative, is within the evidence function and background preparation for firearms permitting. Managing the process of evidence entry, management oversight, transportation to laboratory, and evidence destruction may allow for a part-time civilian to be hired. MRI also understands that it is the administrative sergeant that has the very time-consuming task of conducting background reviews for concealed weapon permits. It would seem logical that a civilian, possibly increasing the part-time clerk to full-time position, will allow backgrounds to be completed with review and oversight by the proposed lieutenant/second-in-command position, the ability to reduce costs, while enhancing the system, may be the ultimate benefit of the review. Perhaps the real initiative here is to free up the limited sworn staff to handle matters that *must* be completed by sworn staff or supervisory/management positions.

The Carver Police Department is part of Massachusetts Civil Service and is governed by hiring processes established by the state. On a number of occasions, MRI detected concerns about the process, whether it related to the promotion or the selection process the agency must engage. There appeared to be a general resignation that personnel matters were out of the control of the police administration and therefore a significant concern. It may behoove the Carver community to give careful consideration to whether or not its participation in Massachusetts Civil Service hampers the ability of the agency in its commitment to identify and employ the best-qualified candidates available. The benefits of effective recruitment and selection policies are manifested in a lower rate of personnel turnover, fewer disciplinary problems, higher morale, better community relations, and more efficient and effective service delivery to the community. The work-force should be representative of the community using Equal Opportunity Employment strategies that will remove barriers that prevent people from being treated differently. Engaging citizens into the oral board process, allowing them to offer insight as to what constitutes a quality candidate from a “customer’s” perspective, has proven extremely successful in many agencies. Adding a mixture of agency personnel serves to mentor and coach aspiring employees into the nuances of personnel management. Inserting a patrol officer, as well as a sergeant, to the oral board process, further enhances the information and opinions coming out of this segment of the selection process. By doing so, the Carver Police Department can create a win-win situation, as younger aspiring employees are exposed to various levels of the organization and to the importance of the selection process, while instilling these qualities in staff as a component of the career development program. Recruitment efforts should be focused upon the goal of approximating the sworn law enforcement ranks to be reflective of the demographic composition of the Carver community, including women. Although Carver itself wouldn’t be considered a particularly diverse community, the many events at Edaville and King Richard’s Faire certainly draw an extremely diverse population into the community on a regular basis. If Carver were to accept the responsibility of personnel selection and promotion themselves, outside of Civil Service, it could engage in recruitment efforts that could result in a more diverse workforce and allow for a more rigorous promotional process.

IV.1 Recommendation

MRI suggests that there be a review of the existing work schedule to determine efficiency and relationship to the needs of the community. As stated, there are numerous schedules that may offer the Carver Police Department administration more flexibility, while adequately fulfilling the community’s needs. An 8 or 10 hour, 4 on/2 off shift schedule, with the opportunity to add a “swing shift” as the community grows, may be an excellent option.

IV.2 Recommendation

MRI recommends hiring two additional police officers to the Carver Police Department staff at the earliest opportunity. If there is a desire to increase the investigative function, there should be three employees hired, with a senior patrol officer transferred to the detective function.

IV.3 Recommendation

MRI wishes to reiterate that the Town of Carver should strongly consider withdrawing its participation in Massachusetts Civil Service, enabling future recruitment, selection, and promotional processes be determined by the Carver Police Department.

IV.4 Recommendation

MRI suggests that a review of job descriptions of existing functions within the Carver Police Department be accomplished to determine which, if any, functions could be assisted/completed by civilians, thereby enabling sworn staff to focus upon law enforcement tasks.

EQUIPMENT

MRI was impressed with the well-conceived vehicle program whereby each officer is assigned a specific cruiser for the duration of the life of that vehicle. While these vehicles are not “take home” cruisers, there was significant organizational thought process that patrol cars assigned individually, historically last far longer than pool cars. Considering that they are driven only one shift each day, rather than two or three, and by a single officer, ensures a consistent operation. But a more significant reason is that the officer who has a personally assigned car takes better care of it, is less likely to abuse it, and often takes their own time to clean, care for, and ensure the gas is topped off appropriately. There was minimal discussion from staff regarding the need or want for additional equipment.

By all appearances equipment was in good order and functional including these vehicles:

| | | | |
|-----|-----------------------------------|----------------------|--------|
| 700 | Chief Duphily | 2014 Chevrolet Tahoe | 67,000 |
| 701 | Administrative Sergeant Sarmiento | 2014 Ford Explorer | 64,000 |
| 714 | Spare | 2005 Crown Vic | 96,805 |
| 715 | Spare | 2005 Crown Vic | 85,592 |
| 716 | Officer Wall | 2016 Ford Explorer | 11,627 |
| 717 | Sergeant O'Donnell | 2008 Ford Explorer | 77,058 |
| 718 | Officer Page | 2016 Ford Explorer | 14,356 |
| 719 | Unmarked cruiser (detail car) | 2005 Crown Vic | 93,536 |
| 720 | Officer Ostiguy | 2014 Ford Explorer | 42,345 |
| 721 | Officer Heikkila | 2017 Ford Explorer | 1,054 |
| 722 | Sergeant Ritz | 2014 Ford Explorer | 21,419 |
| 723 | Officer Gillan | 2011 Crown Vic | 60,925 |
| 724 | Officer Farquharson | 2011 Crown Vic | 43,218 |
| 725 | Officer Shaw | 2011 Crown Vic | 84,316 |
| 726 | Officer Melo | 2011 Crown Vic | 77,558 |
| 727 | Officer Berriault | 2017 Ford Explorer | 1,975 |
| 728 | Officer Rayner | 2012 Ford Explorer | 71,831 |
| 729 | Sergeant Rizzuto | 2014 Ford Explorer | 41,059 |
| DX2 | Detective Kelly | 2014 Ford Explorer | 56,894 |

V. CONCLUSION

As stated in the beginning of this report, this document is designed to provide a general roadmap for the Carver Police Department in order to quickly identify areas deserving focus, and then develop a viable approach. It was not the goal to offer quantifiable analysis of existing practices, other than to offer examples where MRI believes enhancement is required or possible. However, it will allow the agency an opportunity to quickly hone in on those topics where enhancement would benefit the Carver Police Department.

KEY RECOMMENDATIONS

1. **Organizational Structure:** MRI recommends that the command structure of the agency include a position entitled lieutenant, captain, or deputy chief. The title is not as important as the location within the chain of command and span of control. The position would oversee a large number of the administrative functions of the agency.
2. **Policy and Procedures:** MRI recommends that the chief establish the goal that the Carver Police Department's policies be reviewed and brought in line with industry best practices. A logical, additional step may be to engage the Massachusetts accreditation process, commencing with self-assessment of the entire policy and procedure manual.
3. **Ensure competent response to calls for service:** MRI recommends hiring two additional police officers to the Carver Police Department staff at the earliest opportunity. If there is a desire to increase the investigative function of the agency, there should be three employees hired, with a senior patrol officer transferred to the detective function.
4. **Recruitment and Selection:** MRI recommends that the Town of Carver review the continued relationship with the Massachusetts Civil Service Commission to determine its viability for the Town of Carver. Additionally, MRI suggests that the department engage in specifically targeted recruitment to increase the numbers of individuals signing up for the Civil Service entrance examination.
5. **Edaville Railroad/King Richard's Faire:** MRI recommends an updated discussion with these two entities within Carver to develop action plans, active shooter training, scheduling, and coordination of tasks, or determining needs for various events. This may provide a win-win situation for the community.
6. **Evidence Function:** MRI recommends a complete inventory of all evidence currently in the possession of the Carver Police Department. Once an inventory is complete, quarterly audits should be accomplished. The department's evidence policy should

incorporate all aspects required to be compliant with best practice standards on Property and Evidence Control.

7. **Job Description Analysis:** MRI suggests that Carver review existing functions that could be accomplished by a civilian who does not require law enforcement authority. This strategy allows police officers to focus on law enforcement rather than administrative duties.
8. **New Police Station:** MRI recommends the Town of Carver, at the next Town Meeting, support the funding of a new police station which will allow for the necessary changes to occur in the Police Department

VI. SUMMARY OF RECOMMENDATIONS

I. POLICE FACILITY

I.1 Recommendation

MRI understands that there is funding and wide community support for the construction of a new police facility. The location and design are yet to be determined but we encourage the Town Administrator to appoint the Building Committee to move the project forward as soon as reasonably possible. Additionally, the Police Chief is encouraged to appoint a technical review team to explore and provide design guidance on the following three (3) areas:

- *Technology/communication*
- *Booking and processing prisoners*
- *Evidence and handling/processing*

I.2 Recommendation

While significant changes will not occur until funding is available, there are several low-cost adjustments that could be accomplished immediately due to officer safety issues. There were unlocked doors in several areas of the facility that should be secured. A review of these locations should be undertaken immediately. Gun lockers in the sally port should be appropriately located so as to eliminate an officer wearing his/her firearm in proximity to prisoners.

II. STAFFING AND POLICE ORGANIZATIONAL STRUCTURE

II.1 Recommendation

A "Second-in-Command" of the Carver Police Department is critical to the organization. The appropriate title of lieutenant, captain, major, or deputy chief is not the important factor, but the position must have the authority to make actions occur over subordinates as these titles would imply. This position will be second-in-command of the Carver Police Department and will be delegated responsibility as determined by the chief of police. When the administrative and management functions of the department are delegated appropriately, the core mission of the Department can be fulfilled.

II.2 Recommendation

MRI recommends that the "Second-in-Command" position not be a Civil Service position.

II.3 Recommendation

MRI recommends that the Town of Carver remove itself from the Massachusetts Civil Service Commission.

II.4 Recommendation

MRI recommends that The Town of Carver consider a national or at least regional search for the “Second-in-Command” position.

III. POLICY AND PROCEDURES REVIEW

III.1 Recommendation

MRI recommends that the police administration establish a commitment to implement the industry recognized best practices in the development and implementation of a proven management system of written directives, training regime, clearly defined lines of authority, and routine reports that support decision-making and resource allocation. The implementation of the second-in-command mentioned previously in this report will support the ability to achieve this goal.

IV. COMPETENT POLICE RESPONSE TO CITIZEN’S REQUESTS

IV.1 Recommendation

MRI suggests that there be a review of the existing work schedule to determine efficiency and relationship to the needs of the community. As stated, there are numerous schedules that may offer the Carver Police Department administration more flexibility, while adequately fulfilling the community’s needs. An 8 or 10 hour, 4 on/2 off shift schedule, with the opportunity to add a “swing shift” as the community grows, may be an excellent option.

IV.2 Recommendation

MRI recommends hiring two additional police officers to the Carver Police Department staff at the earliest opportunity. If there is a desire to increase the investigative function, there should be three employees hired, with a senior patrol officer transferred to the detective function.

IV.3 Recommendation

MRI wishes to reiterate that the Town of Carver should strongly consider withdrawing its participation in Massachusetts Civil Service, enabling future recruitment, selection, and promotional processes be determined by the Carver Police Department.

IV.4 Recommendation

MRI suggests that a review of job descriptions of existing functions within the Carver Police Department be accomplished to determine which, if any, functions could be assisted/completed by civilians, thereby enabling sworn staff to focus upon law enforcement tasks.

V. THE PROJECT TEAM

Alan S. Gould, President and Chief Operating Officer, is a graduate of Saint Anselm College with a BS degree in Criminal Justice. He is certified as a Public Manager by the American Academy of Certified Public Managers and has completed numerous management and leadership programs including the Babson Command Training Institute and the FBI's LEEDS program. He is recognized for his creativity in community policing and his leadership in promoting ethics in the law enforcement community. Mr. Gould began his public-sector career with the Salem, NH, Police Department where, during 21 years, he served at all ranks of the Department. He served as Chief of Police in Rye, NH, where, upon retirement from law enforcement, he was appointed and served as Town Administrator until joining MRI in 2008. Mr. Gould served as the Ethics Instructor at the New Hampshire Police Academy for 15 years and has been an instructor of college courses in Criminal Code, Criminal Investigation, Report Writing, Constitutional Law, and Juvenile Delinquency. Among his many community involvements, Alan served as an initial incorporator of two non-profit organizations; one addressing family violence and visitation issues, and the other established to help seniors remain in their homes as they age. He continues to serve as Deputy Emergency Management Director in the coastal community of Rye, NH, located within the Seabrook Nuclear Power Plant's Emergency Planning Zone. In addition to his responsibilities as MRI's Chief Operating Officer, Mr. Gould manages most of the company's public safety projects including operational studies and "internal" investigations. Mr. Gould also specializes in recruitment/selection processes for executive level municipal positions and has completed dozens of processes for top management positions throughout New England.

Chief David L. Kurz obtained a Bachelor's Degree in Criminal Justice from the University of Southern Maine, is a graduate of the FBI National Academy 153rd Session and has served in law enforcement since 1974. Chief Kurz previously served as the Chief of the Gorham, Maine Police Department and the Deputy Director of the Maine Drug Enforcement Agency, Maine Department of Public Safety. Since 1996 Mr. Kurz has served as Chief of Police for Durham, NH, where he is responsible for the supervision of a CALEA accredited full-service police agency committed to a customer-oriented delivery of services functioning in a university community. Chief Kurz is one of 12 chiefs appointed by the International Association of Chiefs of Police to an Advisory Group assisting IACP in the formation of training and client needs assessment that may be unique to smaller police agencies in the United States. Chief Kurz is one of 6 police managers instructing with the IACP through the Bureau of Justice Assistance "Leading by Legacy" program that provides management and leadership skills to rural police agencies throughout the nation. He has published seven articles for the *IACP Police Chief* magazine and *Big Ideas for Smaller Agencies* focusing upon Strategic Planning, Alcohol Enforcement, Promotional Process, Effective Performance Evaluations, Leadership and New Technology Acquisition. Deemed as a subject matter expert, Chief Kurz routinely conducts national training seminars for IACP focusing upon strategic planning and personnel management while assisting

IACP with management studies of law enforcement agencies. Chief Kurz is a Team Leader for the Commission on the Accreditation for Law Enforcement Agencies, (CALEA) Inc and has reviewed the policies and procedures of over 50 police agencies seeking national accreditation and recognition. He was recently profiled by CALEA for his engagement and leadership in the accreditation process. He has worked with the United States Department of Justice on several initiatives including the National Summit on Campus Public Safety and is a member of the Bureau of Justice Assistance Law Enforcement Leadership Initiative Training Steering Committee as well as assisting the US State Department develop sexual assault protocol for use by the Egyptian government. Additionally, Chief Kurz is a “peer reviewer” for the Bryne Criminal Justice Innovation Programs offering his expertise on law enforcement grant applications submitted to the Department of Justice. Most recently Chief Kurz was cited in President Obama’s 21st Century Policing Task Force Report designed to strengthen community policing within the United States.

APPENDIX A



**Municipal
Resources
Inc.**

Providing Police Services

2. The changes that I would make to the current operations are:

Staffing-patrol staff is overwhelmed

Staffing and working conditions at the police station

Additional staff is needed

The station is not adequate and providing space for modern technology

Growth of the department needs to be considered for improvement.

Gain respect from other agencies in Town, including Town Administrator and Selectmen
Staffing levels

Firearm applications backlogged

Staffing levels so that traffic enforcement can be increased

3. What challenges are looming:

Finding the funding

The loss of all current command staff and nearly all-veteran officers due in part to 6/30/25 changes.

Building a station that fits the department's needs and replacing the police command staff.

Finding persons who are intelligent, capable and willing to work under current conditions.

Eliminate Civil Service so that hiring pool can be expanded and Carver is not saddled by a limited number of persons interested.

Keeping up with technology.

Keeping good employees in Carver given the deductions for health benefits combined with the lack of opportunities to grow in the profession.

Personnel shortage, more division of workload within the PD, stop making public wait for an appointment.

Staffing levels are too low as there should be a minimum staffing level on each shift

Recruitment and retention of officers due to such poor benefit package from the Town.

Prosecution

2. The changes that I would make to the current operations are:

Make a full-time committed court officer that performs only court functions
Need a focus on prosecution. Position is currently part-time and needs more.
Need more than one court officer and add a detective.
Develop a detective unit that allows for proper guidance in what is expected in court.
Make court officer full-time again so there is follow-up on evidence destruction
Detective sergeant to oversee area
Additional support so that cases may be completed from start to finish.

3. What challenges are looming:

Lack of proper staffing and experience
Lateral hires that have more experience would be good but current Carver officers are very territorial to their own demise.
Funds
Detective and prosecution should be separate
Get union out of controlling these positions so the chief can fill them.
Work overload for staff and nothing will be investigated appropriately due to time
Need a case management system to prioritize
Exceedingly liberal courts where no one is guilty.

Policies and Procedures

2. The changes that I would make to the current operations are:

Standard SOP

Update current policies and procedures and follow them!

I would not make any changes at this point.

Supervisors should discuss policies with staff. There is a lack of knowledge about the existing policies.

There should be a system to check reports before being passed onto court.

Communications between sergeants and detectives needs to be improved

Keeping up with the policies ensuring that they are relevant

3. What challenges are looming:

Keeping up with modern day practices

The unwillingness to change unless forced to do so.

Accreditation

Administration does not have the time to address the policies to our detriment

There should be minimal staffing on all shifts in policy

Keep them up to date with the work challenges will be difficult

The tension between the Town and the unions

Salary, Benefits and Human Resource Support

2. The changes that I would make to the current operations are:

Trying to keep up with area department wages and not be on the low end
Increase all areas in an effort to have a competitive benefit package to retain staff.
Bring back "Quinn Bill"
I think our pay is fair
Increase salary to match those in the area.
The packages for incoming officers are poor as there should be larger gaps between pay from patrol to sergeant. Improve health care benefits!
Town administration has no respect for the police employees which is evident through difficult negotiations.
Pay is competitive but there should be shift differential with overtime
Compensation is fair but the benefit package is dismal
Work on better benefit package or at least stop making them worse...no one can stay here

3. What challenges are looming:

Controlling the cost of employee health care
Low wages and the worst possible
Health insurance costs escalating
Our insurance is going to be a major problem in the future as many officers will be leaving June of 2025.
Health insurance costs are too much.
Challenges with communication between selectmen and department
Town government think that the police make too much money and it shows in their disdain for us.
Health insurance costs are out of control and placing too much burden on Town and officer.
The constant battle to maintain a fair and equitable pay scale combined with trying not to have diminishing benefits.

Organizational Structure

2. The changes that I would make to the current operations are:

Create and maintain a more professional appearance of officers and environment

Create a detective division with a sergeant overseeing function

The current 2nd in command is a sergeant and she is doing things she should not be doing such as firearms, sex offender registry, NIBRS and other things.
Dispatch needs more space.

A more formal roll-call system is needed. Three patrol officers per shift.

Add detective division. Require a more professional appearance from the officers and a second in command.

Deputy Chief to oversee functions

Need a position outside of the union to oversee promotion process

Best police chief we have seen but he needs a second in command

3. What challenges are looming:

Resistance to change by officers and command staff combined with outdated and poor working environment.

Added personnel meeting the expectations of the community

Officers need to be able to conduct investigations and write better reports but lack experience.

Getting old school officers to change recognizing that change is hard.

Chief listens and administrative sergeant does not! Engaged command staff!

Having enough staff to adequately meet the demands of the community

Civil service is antiquated and restricts opportunities

Need second in command

Training

2. The changes that I would make to the current operations are:

Monthly dispatch meetings should occur with heads of all agencies that Carver dispatches for. More critiques of incidents are needed. Having training that is relevant Triple the amount of training and offer more specialized training to the officers. More training

I don't see the officers taking an active role in their training. They will do what they must but I believe they will not go on their own.

Department needs to train more on defensive tactics and qualify with weapons.

Keeping up with technology

Budget is needed to provide training

3. What challenges are looming:

Keeping up with technology

Funding

Training costs money. With new facility possibly training can be accomplished cheaper in training room.

Massachusetts has very little training opportunities

Convincing the town that we train too little and that more is needed

Budget shortages

Lack of training will cost the Town in the long run when we get sued!

Criminal Investigations

2. The changes that I would make to the current operations are:

If we had a detective division cases and investigations would be addressed.
Historically patrol did not follow up and the detective was not much of a detective.
Officers lack experience to do their own
We need to have a detective unit to follow up on investigations
There needs to be an assigned sergeant to oversee investigations.
Need an investigative unit within the department
Need to expand the capacity of the detectives

3. What challenges are looming:

No detective division
More training and ability for the officers to follow-up on their own cases with oversight
Growing the department
Low staffing levels due to no funding
As cases become more time consuming, leadership and management oversight is needed.
Additional detective is required but funding stifles ability.
We are spread too thin and ultimately will not be able to provide any investigative functions

Patrol Operations

2. The changes that I would make to the current operations are:

Add three (3) officer shifts as minimum for all shifts.

Patrol zones are fine. We need officers who are willing and capable of doing follow-up investigations on their own cases.

I believe that 2 officers should handle calls while the sergeant oversees they are handled correctly.

Add a third patrol officer to each shift as two officers are not sufficient.

Minimum of three officers on shift

3. What challenges are looming:

Increasing demands to respond to all medical calls stresses the two officer shifts eliminating back-up.

Too many officers will be hired soon and there is no time to properly train them Improving command structure within the department

Funding and support from Selectmen and Town Administrator

Mass exodus of personnel due to expensive insurance kicking in shortly.

Short staffed agency. Lack of report writing skills with new employees as everyone texts but doesn't write!

Communications

2. The changes that I would make to the current operations are:

Radios are often terrible with no playback. When playback is working it is often used to understand what was just stated. More training for dispatchers as often we are the forgotten employees.

Increase staffing, training and policies and procedures

Change to digital frequency

Improve reception in the south end of Carver.

Several officers report problems with radios but it seems like it is the same officers.

Communications has improved but the ability to remain professional takes training.

Have Carver Fire dispatch EMS when they have dispatchers on duty

An additional person to address the large amount of walk-ins that arrive at the PD

They dispatchers are great but have too many bosses in EMS and Fire

3. What challenges are looming:

Adequate staffing that are qualified persons so that attendance is not a critical issue.

Eliminate some clerical tasks allowing us to focus upon dispatching.

Update equipment and work area. Selectmen, Town Administration, EMS and Fire

personnel treat dispatchers very poorly.

Dispatchers should direct specific officers to accidents, not "all cars"!

Funding

Never enough trained dispatchers

Keep the cruisers dispersed as currently assigned

One person is responsible for all technology. No one is cross-trained to replace this person.

Vehicles and Maintenance

2. The changes that I would make to the current operations are:

Stop giving the police officers hand-me down vehicles.

We are blessed that each officer is assigned a car.

Unmarked surveillance cars are needed

Maintain current plan with 2 or 3 cruisers added per year

I feel this is the only thing the Town has gotten right

3. What challenges are looming:

Lack of funding

Don't make any changes.

Detective vehicles

Ability to locate fleet must be controlled

Budget challenges and making cars stay on the road too long

Administrative Staff

2. The changes that I would make to the current operations are:

Seems to be good now

Demand a professional appearance via clothing

Need a Lieutenant

Full-time records clerk

3. What challenges are looming:

Trying to keep the good ones here

Juvenile

2. The changes that I would make to the current operations are:

Training needed

Create separate area in lock-up. Hope this comes with new PD

We don't have a lot of juvenile cases making us not very informed or accustomed to dealing with them

Having someone available to handle these types of calls.

Add another SRO to the department

Limited juvenile cases but we need to find ways to work with them more

What juvenile investigations?

3. What challenges are looming:

No separate area for Juveniles.

Not enough follow-up time making the department ineffective.

Computerization and other Technology

2. The changes that I would make to the current operations are:

Use IMC for everything including fire as there should not be a separate RMS for them
New desktop computers are needed.
Payroll should be computerized
Nice computers when they work
Have a structured plan to replace and upgrade systems rather than wait for failure. It's discouraging when the MDTs don't work!
Keeping equipment upgraded is a major challenge with only one person overseeing.
We could use a part-time IT person
Can anyone say "stone age?"

3. What challenges are looming:

More training as the IMC system can do so much more but we are not trained to do more. Social media and Facebook training are needed.
Need additional computers in report writing area
A full-time IT person is needed badly
Chief wants software to track details but the union folks are opposed.
It will be about the budget....
We will always be behind as there is no proactive thinking here!

Community Programs

2. The changes that I would make to the current operations are:

Very good now...best ever!

Institute community meetings

Institute Citizen's Police Academy

We don't do badly and some of us would like to do more but we have no time and it feels like no support from Town Hall

I think the department does pretty well in this area.

No one takes any initiative to create or maintain programs.

Currently this chief keeps us engaged but hiring the next chief could be problematic
We can always do more!

Carver "Night Out" and so many other things that we do in spite of staffing is amazing!

3. What challenges are looming:

Lack of a comprehensive plan to move forward

No time

What should the organization be doing differently?

The changes I would make to the current initiatives are:

Should be upgrading policies and procedures
Leave Civil Service and have our own exams. Again, the union guys are against this because they want to know what's in it for them!
The Selectmen can't be afraid of growth and there should be three officers per shift with a sergeant scheduled for each shift.
We should not be dispatched to medical calls routinely....just serious ones!
EMS procedures are morale killers as police are disrespected by EMS personnel
There is a need for a second in command

What challenges do we currently face?

Moving too slowly and often not at all.
There should be a Deputy Chief
Getting everyone on the same page that the community is growing!
It's all about the money.....
Securing the new facility to eliminate the awful conditions we work in!

What challenges will we face in the future?

There is an unwillingness to change staffing levels and funding to get the job done.
Inexperienced patrol officers and supervisors
I think the Chief does a good job but he needs a 2nd in command
Mass exodus due to no growth or place for the officers to be promoted or assigned
Everyone leaving in 2025!

What should the organization NOT be doing?

We are second fiddle to the EMS and Fire Department and we should not be in this position.
The chief is trying to get everyone heading in one direction but there are union guys who only care about themselves and miss the big picture focusing upon details and overtime only!
Assign a priority to EMS calls as responding to each call ties up officer eliminating 50% of the ability to handle calls or be proactive.
Stop being nice to the Town Administrator who doesn't like us no matter what we do
We are holding hands trying to make every department feel better and we have no time as we are too busy and end-up being disrespected for our efforts.

Is there anything hindering the agency from moving forward with its mission and aspirations?

The selectmen and funding! We are not appreciated and the department is not respected. When it comes to funding the police seem to be last on the list. It is shameful that it took this survey to ask for our opinions and I doubt anything will change. There should be more communication between the union and management.
Communication between the shifts needs to improve.
Board of Selectmen and Town Administrator appear to be out of touch with what the department needs
Size and condition of the existing police facility is dismal.
There are union guys trying to stop the chief from moving forward. I suspect it is because they are almost in-charge of the department stopping him from succeeding means they are successful but they are just selfish.
I get that the Town should say what they want but Town Leaders get too much in the weeds of the department and it's very frustrating
Funding!
It's a good environment to work in and I know coming from another agency.
A detective sergeant
Respect for what we do by the Selectmen who hire the Town Administrator

APPENDIX B



**Municipal
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CARVER POLICE DEPARTMENT

SWOT Analysis 2017

A SWOT analysis is a structured planning method used to evaluate the Strengths, Weaknesses, Opportunities, and Threats of an organization.

Prepared by Municipal Resources, Incorporated



Carver Police Department

SWOT Analysis 2017

Municipal Resources, Inc. (MRI) utilized a Strengths, Weaknesses, Opportunities, and Threats (SWOT) model to collect feedback from residents. This model was first used in the business environment and has proven successful in law enforcement settings. The model allows for open and candid conversation and reflection on the internal and external factors affecting success and challenges.

The SWOT exercise was conducted on October 19, 2017 at the Carver Fire Department's training room. The meeting was arranged by Chief Marc Duphily via a letter of invitation to a number of engaged community stakeholders who would be interested in participating and appear for the exercise. Chief Duphily welcomed the opportunity with the caveat that he would not be present during the exercise as he felt his presence may hamper a candid and free-flowing discussion. As the SWOT exercise is designed to be a proactive approach that can affect a department's ability to achieve its' mission and overcome performance issues, his willingness to be absent was noteworthy of commitment towards the creation of a useful tool that could act as the roadmap for the future of Carver Police Department.

Format of this Report

A police department operates within two spheres, internal and external. Both require a clear view of resource capabilities, deficiencies, external opportunities and threats to the organization's well-being. This report is designed to provide Chief Duphily of the Carver Police Department with frames of reference within the following areas: structural, human resources, cultural, technology, and political.

A SWOT analysis is a structured planning method used to evaluate the Strengths, Weaknesses, Opportunities, and Threats of an organization. The purpose is to identify the internal and external factors that are favorable and unfavorable to achieve success

Then there are the physical assets such as buildings, vehicles, and technology. Not to be underestimated are the intangible assets such as partnerships, cooperative ventures, a reliable and supportive political environment, and a department reputation coinciding with employee loyalty and a positive customer orientation.

The external assessment is designed to focus upon the environment outside the agency to ascertain what opportunities and pressures exist. What are the emerging trends in this economic, political, social-demographic community that the Carver Police serves that may have the greatest impact upon the department in the immediate and long-range future? The significant difference in the internal and external environments is that external factors are not under organizational control as internal dynamics are, and emerging population shifts, crisis event management, and economic realities require the department to remain flexible to address whatever presents itself.

Overall the residents were exceedingly proud of the organization with the knowledge that the Carver Police provided responsible and professional services to the Carver community. There was significant praise for Chief Duphily who was described as very competent and committed to public relations. He is widely respected in community as a number of attendees defined him as very accessible with no personal agenda other than to do the right thing.

While praising Chief Duphily, several participants who possessed significant insight to the organization highlighted that there were retirements looming for the agency and there should be consideration for a robust succession planning and/or leadership training at all levels of the organization to prepare staff. It was felt that the entire agency could benefit from the premise that leaders are not born with all the skills they will need in their roles and, faced with a skills gap looming, the organization should provide structured skills acquisition and other relevant support.

During the citizen SWOT discussions there was considerable conversation about the agency having good relationships with local media which was not surprising as the entire agency is non-confrontational in their dealings with the public. Dealing with everyone in a positive and professional manner was very much the "Carver way". No one is anxious or afraid to call the police as they are viewed as a professional organization poised to assist. It was conveyed that this same attitude is felt by many of the adolescents in the community, not an easy segment of the community to make positive inroads with. Many of these sentiments were expressed that was attributed to the sense that the department personnel were very invested and involved with the community. Several persons in attendance were members of the Carver Board of Selectmen and they noted that they were pleased that all three public safety chiefs worked together very well and that Chief Duphily has the organization constantly functioning under budget.

Facilities

Virtually all levels of Carver community expressed deficiencies with the existing complex, which was described as uninviting and ultimately created poor morale for staff. There is wide community support for a new building and it is currently included in the Carver Capital Improvement Plan

Recommendation: Action steps should be formulated for the planning of an updated police or public safety complex.

Resources:

- Facilities
 - [Police Facility Planning Guidelines: A Desk Reference for Law Enforcement Executives](#) -

Equipment

There were minimal discussions pertaining to the capacity of the agency in the function of technology. The department does not use body worn cameras and there does not appear to be an imminent demand for these devices from the residents or Selectmen. The Carver Police use IMC as their record management system and appears to be robust and reactively competent to provide information that is needed. There is an interesting initiative whereby each officer is assigned a specific vehicle. While not a take-home program, the concept of the officer being provided the same cruiser for patrol duties instills pride in the “office” that they will be operating. Chief Duphily discussed that oil changes, car wash and the general overall appearance of the vehicles has been negated as an issue. There was no perception of poor equipment, other than the widely recognized deficient facility, that was highlighted by the citizen discussions.

Communication Technology

External communication technology was another area of discussion that many had an opinion regarding. Citizens commented on the agency’s use of social media to engage with the press and the community. It was noted that the department has come a long way over the years but expressed optimism that there could be more sharing information transparently with the community, both in terms of a shift in willingness to release appropriate information and in leveraging modern communication technology. There was discussion that possibly social media could be used to provide educational opportunities to the community about backgrounds of officers and extensive training they may have/be getting.

The Political Frame

Routinely within communities there are various groups and individuals competing for power and the limited resources of local government. Often this internal and external pressure places significant stress upon police organizations. These factors were not noted within the Carver community, as there appears to be strong focus upon serving all residents and factions who quite often come together for the betterment of the entire community. This was evident with the high attendance at the SWOT exercise demonstrating a measurement of community health as the engagement and interest taken by residents in offering valuable input was very much noted and appreciated.

The subsequent open atmosphere produced the following positive comments:

- Employees are receptive and willing to engage in conversation. There is an obvious dedication and professionalism throughout the Carver Police Department. The phrase “approachable” permeated the conversation.
- There was a strong indication from the citizen’s group that the organization is very responsive to even the most minor issues and demonstrates a capacity of empathy and creative problem-solving when dealing with everyone’s problems.
- The community has faith and trust in the Carver Police Department and felt that the organization has a great community orientation.
- There were multiple persons expressing satisfaction with the array of community initiatives demonstrated by the organization especially relating to youth in Carver.
- There was strong consensus that the Carver Police are in need of new police facility.
- The residents are sensing that the future of Carver will involve significantly more challenges surrounding growth and diversity.
- The residents seemed to be aware that the Carver Police have been perpetually understaffed and wondered if an auxiliary and/or the recruitment of reserve police officers may assist with that challenge.
- Several community members expressed concern about the lack of a second in command for the department. This may inadvertently be slowing progress within the agency as the Chief’s focus was reactive and not planning for the future.
- A number of participants were desirous of more information from the department. There is a significant yearning for the agency to develop a system that would provide the community with more information about the police and the issues facing Carver, particularly with those areas of the community that are

less engaged with the police department. While the topic regarding the difficulty of police organizations to brand or market themselves was discussed, it was felt that even small steps such as expanding the ride along program for citizens would be an outstanding first step.

- Many expressed interest in learning more about the failing police facility, training opportunities for residents, programs and initiatives of the department, evacuation plans, basically any opportunity that would inform and engage community was desired.

Discussion from many community members touched on a number of topics that are designed to create an environment of cooperation bringing police and community closer. There was clear pride in the department, which may create opportunities for programs such as a Citizen Police Academy, Volunteers in Police Service, and other Community Oriented Policing programs. Several areas of concern were articulated including

- Concerns regarding the large amount of cranberry bogs that may revert to large tracts of buildable land for residential growth
- The lack of industrial property within the Town of Carver to build upon a more diversified tax base as residential property can not sustain growth of governmental services
- Participants noted a potentially dynamic population shift with emerging issues of growth bringing a host of issues that the department may not be prepared for such as drug usage, alcohol abuse, and economic hardships by under employed residents.
- It was acknowledged that it is difficult for the Carver Police to advocate for their needs due to their culture of doing for others, a humble demeanor, and a can do attitude. Regardless, the agency is urged to strategize a branding and/or marketing message, so the community and Selectmen understands their role and subsequent challenges.
- A common theme among the discussion was the concern about the continuing inadequate staffing levels to address such complex issues as the opioid epidemic. It was suggested that there should be an analysis of the needs of the agency and compare to other communities.

Recommendations: There are a number of topics identified by representatives of the community that could benefit from additional police intervention and initiative. It would behoove Chief Duphily to explore these desires with a cross-section of both external and internal stakeholders to determine which are the most pressing needs and interests to

address. A joint meeting would enable both entities to understand the dynamics of, for instance, emerging diversity needs and subsequent initiatives or how to assist in recruitment, within or without Civil Service. An establishment of challenges with a wide spread understanding of the capacity of the agency to deliver services would benefit both the police administration and the community in identifying priorities.

There was particular interest in expanding on existing opportunities to engage residents in a non-enforcement environment that encourage relationship building and foster mutual understanding.

The development of some kind of newsletter or use of social media that may offer an opportunity to engage interested residents in the efforts of the Carver Police was suggested. The development of a customer/ community survey in the future would offer significant insight from those residents who absent the survey may not have an opportunity to engage. MRI has numerous examples of validated surveys that may be adopted to meet the needs of the Carver community.

Conclusion

This exercise has multiple positive potential outcomes. By facilitating the various meetings, a number of topics have been identified that will provide Chief Dughily with the ability to focus upon issues deemed as important by the community. Community and staff engagement is a critical attribute of forming relationships and engaging in community policing strategies, and their buy-in is what makes initiatives successful and sustainable. What follows now is for the new leadership to “do something” with the items identified. It is recommended to start small with a few concrete steps but to consider more of these items in a long term strategy or strategic plan that will guide the agency into the future.

APPENDIX C



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| Comparable Communities Data | Acushnet | East Bridgewater | Halifax | Hanson | Holbrook | Lakeville | Millbury | Plympton | Rochester | AVERAGE of Comparable Communities | Carver |
|--------------------------------|---|-----------------------------------|-----------------|---|--------------------------|--|--|--------------------------------------|---------------------------|-----------------------------------|---|
| Population of Square Miles | 10,000 18.96 | 13,794 17.49 | 7,900 17.30 | 10,800 15.68 | 10,791 7.40 | 10,602 36.14 | 14,300 16.25 | 2,850 15.10 | 5,300 36.37 | 9,593 20.08 | 11,500 39.73 |
| Total number of sworn officers | 20 or 22? | 21 | 11 | 21 | 22 | 17, 6 reserve officers | 20 | 18 (9 FT, 3 PT, 6 specials) | 17 (12 FT, 5 PT) | | 17 (1 is currently unfilled) |
| Deputy Chiefs | 0 | 1 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0.22 | 0 |
| Captains | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Lieutenants | 0 | 0 | 0 | 1 | 0 | 2 | 1 | 0 | 0 | 0.44 | 0 |
| Sergeants | 5 | 5 | 3 | 5 | 4 | 4 | 4 | 2 | 3 | 3.89 | 4 |
| Patrol Officers | 15 | 13 | 7 | 11 | 16 | 10 | 14 | 9 | 7 | 11.33 | 9 |
| Detectives | 1 | 2 | 0 | 2 | 3 | 1 | 1 | 0 | 1 | 1.22 | 1 |
| SRO | 1 | 1 | 0 | 1 | 1 | 1 | 1* | 0 | 0 | | 1 |
| Number of support staff | 4 (2 FT dispatcher, 1 PT dispatcher, 1 PT Admin. Asst.) | 5 (1 Admin. Asst., 4 dispatchers) | 1 | 16 (4 FT dispatchers, 4 PT dispatchers, 1 per-diem, 1 Admin Asst., 6 PT officers-details) | 1 | 9 (5 FT dispatchers, 3 PT, 1 Admin. Asst.) | 9 (4 FT dispatchers, 4 PT dispatchers, 1 Admin. Asst.) | 2 (PT Admin Assts) | 1 Admin Asst. PT | 5.33 | 8 (4 FT dispatchers, 2 per-diem, 1 Admin Asst., 1 PT records clerk) |
| Calls for service* | 8,000 | 13,230 | 6,200 | 17,177 | 6,800 | 20,799 | 11,402 | 14,248 | 13,421 | 12,364 | 12,278 |
| Traffic contacts | | 2,565 | | 1,951 | | | | | | | 1,201 |
| Vehicles | 15 (8 marked, 4 unmarked, 1 MC, 2 ATVs) | 11 | 6, includes ACO | 21 (10 marked, 4 unmarked, 1 pickup, 1mc, 2 ATVs, 2 trailers, 1 speed trailer) | 14 (9 marked/5 unmarked) | 13 (9 marked, 4 unmarked) | 13 (9 marked, 4 unmarked) | 9 (5 marked, 2 unmarked, 1MC, 1 ATV) | 10 (7 marked, 3 unmarked) | | 19 (15 marked, 4 unmarked) |
| Total Operating Budget | \$2,200,000.00 | \$2,494,872.00 | \$1,220,323.00 | \$2,633,949.60 | \$2,500,000.00 | \$1,521,190.00 | \$2,143,973.00 | \$990,000.00 | \$1,300,000.00 | \$2,102,043.94 | \$2,196,242.00 |