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REPORT

CITY OF HOLYOKE, MASSACHUSETTS

POLICE DEPARTMENT RISK REVIEW

JANUARY 2023

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INTRODUCTION

The City of Holyoke, Massachusetts retained the services of Municipal Resources Incorporated (MRI) to develop a high-level overview of the Holyoke Police Department for the purposes of assessing risk management and potential organizational enhancements that could be offered for consideration and implementation.

The City of Holyoke is governed by a Mayor and City Council. The Mayor has Executive responsibility for City management and leadership. In that capacity, the Mayor has the duties and responsibilities to appoint and oversee municipal managers and employees, provide basic governmental services to constituents, and execute the laws and ordinances passed by a municipal governing body.

The City Council of thirteen elected members is the legislative branch of the Holyoke City government. The council holds hearings, passes ordinances, financial orders, and resolutions, and oversees city finances to ensure that the city is run efficiently.

The principal purpose of this review is the Mayor's desire to ensure that the Holyoke Police are systematically coordinating and aligning their resources, activities, mission, and vision statement to enhance delivery of law enforcement services to the Holyoke community. MRI focused on the following areas:

- A review of the culture of the Holyoke Police Department that will utilize employee and key stakeholder engagement.
- Review and assess the department's organizational structure, staffing levels, and staffing requirements by function and make recommendations for improvements.
- Provide a review and assessment of departmental policies and directives relating to career path development, recognition programs, and disciplinary practices. This will include adherence to industry recognized "best practices" associated with the standards established by the Commission on Accreditation of Law Enforcement Agencies, (CALEA) as well as the Massachusetts Police Accreditation Commission (MassPac)

- Provide recommendations regarding the future view of the Holyoke Police Department and its needs.
- Determine the challenges facing Holyoke relative to current Department and Community needs.
- Provide recommendations for recruiting, training, and retaining of employees.
- Recommend any other improvements within the Holyoke Police Department that can be made to enhance overall law enforcement operations and community service. MRI will also address any problematic issues identified by consultants during the audit.

This report is designed to provide a roadmap of focus areas and is not designed to delve deeply into existing practices, other than to offer examples where MRI believes enhancement is required or possible. Additionally, it is not intended to provide the step-by-step process that will be engaged by the administration to implement these changes. It will, however, allow the opportunity to quickly focus on those topics where enhancement would benefit the Holyoke Police organization and the community it serves.

MRI would like to thank the staff of the Holyoke Police Department for their insight and professional commitments towards the enhancement of services provided to the residents and visitors of Holyoke and thank Mayor Garcia for this opportunity.

Methodology

Key personnel from MRI and the City of Holyoke met and began to discuss the purpose of the study, as well as the expectations of the Mayor, and anticipated needs of the police department. A team of experienced MRI police consultants was assembled and the review of the requirements for this undertaking was begun.

Meetings were held with the Mayor and staff, appointed officials, and employees of the city.

At MRI's request, the City of Holyoke and other interested parties contributed significant data for review by MRI consultants. This information included but is not limited to:

- Holyoke Police Department manuals for Organization, Policies and Procedures, Rules and Regulations, and Personnel Practices
- Holyoke Police Department Personnel Roster and Organizational Chart
- A broad array of reports with data for police officer response to incidents and overall activity for police officers, investigators, and supervisors

- Call for Service data
- Training records

Additional information was requested during the course of the assessment. Examples would be the use of overtime and sick leave by department members, compilation of court time by officers, and other relevant data needed to assess workload and other operations related to risk management.

In October 2022, the MRI team traveled to Holyoke. During the first visit, a tour of the facility was given. During the tour, MRI noted wear and tear on the building that seemed unnecessary; when asked staff explained that maintenance was not a priority. After the tour, members of the team spent time with department personnel in an effort to gather information that would put observations of the physical plant, written directives, and other factors into context. Meeting with employee groups, MRI conducted multiple SWOT (Strengths, Weaknesses, Opportunities and Threats) exercises that were designed to garner input from line, staff, and non-sworn employees.

This report is the work product derived from this extensive research. The observations made within this report are believed to be accurate based on the information gathered and the combined judgment of the MRI team. The resulting recommendations are based upon an acknowledgment that police departments are living organizations; they must constantly change and adapt to current conditions and realities. Municipal policing, while holding steadfastly to its traditions, is a profession that requires constant improvement. The environment in which policing takes place is besieged with demands from the society it serves, as well as changes in the law, court decisions, impositions of the state Attorney General, technology, and new generations of men and women entering this public service career. The delivery of high-quality police service requires energetic, enlightened leadership at all levels of a police department. Every day must include an effort to improve and move forward.

MRI would like to take this opportunity to thank Mayor Garcia, Chief Pratt, the members of the Holyoke Police Department, and the city Police Relations Advisory Committee for their input, cooperation, and assistance with this endeavor.

COMMUNITY AND DEPARTMENT PROFILE

Colonized as part of the Massachusetts Bay Colony in the early 1600's, Holyoke was incorporated as a town in 1850, then as the City of Holyoke in 1873 from land that had been part of Springfield. The city includes a total of 22.8 square miles, with 1.63 square miles of water.

Holyoke is a city in Hampden County with an estimated population of 40,117. Available demographic statistics show that Holyoke has a racial makeup of 73% white, 53% Hispanic, 4% African American, 1% Asian, .03% Native American and 17.1 from two or more races. According to the United States Census Bureau, the percentages adding to greater than 100% as shown here is representative of census counts that include overlapping data of Non-Hispanic White, Hispanic/Latino, and White Alone.

Today, the Holyoke Police Department budget authorizes 122 full-time police officers; a comprehensive discussion of staffing levels is found below.

CULTURAL ASSESSMENT

Strengths, Weaknesses, Opportunities, and Threats (SWOT)

MRI approached this process as an opportunity to provide focus upon implementation points that will assist the agency and the governing body with an overview of recommendations designed to improve organizational effectiveness. In the effort to gather insight, MRI used several abbreviated SWOT analysis exercises designed to encourage discussion with the employees at the Holyoke Police Department.

A SWOT is an acronym for **S**trengths, **W**eaknesses, **O**pportunities, and **T**hreats which is an instrument that ensures a well-rounded approach to gathering relevant information designed to focus upon internal dynamics exclusively and gather insight and expertise from staff. Additionally, it is designed to develop recommendations needed to establish a framework of goals and expectations for the future of the agency as well as a high-level review of systems and procedures for potential enhancements of efficiencies. A SWOT is not a comprehensive review, but rather is intended to contribute to the coordination and alignment of Holyoke Police Department resources, activities, mission, and vision statements all designed to enhance delivery of services to the Holyoke community.

This same format was engaged with the nine member Police Advisory Committee that held a meeting with the MRI team during the site visit. Homing in on similarities under each category of

Strengths, Weaknesses, Opportunities, and Threats, offered starting points for gathering information regarding each of the categories of interest originally identified by the Mayor.

MRI wanted to ensure that no participants of the police department would be hampered by having supervisors or others that may curtail the candor of the participants, in the same meeting. Subsequently, MRI requested that there be multiple exercises involving patrol, Sergeants, and Captains. These three separate meetings occurred with limited number of personnel due to the various shifts associated with each category and the challenge of forcing overtime with a limited budget. As Chief Pratt noted, contractual guidelines would have required payments of four hour minimum for each officer including superior officers resulting in significant cost implications for the agency. Consequently, there were limited personnel present to participate in the SWOT analysis.

Readers should understand that the SWOT exercises are intended to offer the participants, in this case the employees, to express their view and perception of the Holyoke Police Department, whether they are able to support the perception or not. The idea is to garner information in the form of the free flow of ideas and thoughts from the participants. Regardless of whether the participants' contributions can be verified with facts or data, their perception of the Holyoke Police Department is their reality, thus making the exercise invaluable.

Patrol-Detectives

Strengths

- Small department with big city problems, officers are skilled in multiple areas
- Skilled detectives have solved 5 of 6 murders on day of occurrence. This solution rate was anecdotal and not verified by MRI
- Surrounded by good officers
- Diverse staff, represents community
- Despite violent crimes, low incidents of use of force.
- Injuries of cops and suspects are on a downward slope...since taser adoption as an alternative use of force
- Interaction with public, current social sentiment that cops are not wanted in the community is NOT happening in Holyoke
- Do more with less. Recognized by area agencies and State Police for that ability and willingness
- Pride in organizations

Weaknesses ("things" that are already being done but should be enhanced)

- Not properly funded
- Anti-crime monitoring cameras in the city are outdated, not maintained, and not functioning. No evidentiary value is possible
- We receive training that can't cost overtime. Often is not relevant and doesn't make sense for Holyoke. Defensive training tactics or "force on force" training doesn't exist anymore (MRI notes that, if this is true, this represents significant liability to the city)
- There is no Field Training for new officers. "They just go on the street" after the academy (MRI notes that, if this is true, this represents significant liability to the city)
- First thing that gets cut is training. Training budget is so small that nothing can be done. There is not enough ammunition to complete annual mandatory firearms training as existing ammunition is set aside for new hires
- Firearms training is conducted only during the day, not night conditions training (MRI notes that, if this is true, the practice is inconsistent/not compliant with US Supreme Court decisions mandating certain deadly force training conditions)
- Equipment is out of date and is often the cheapest quality due to low bid
- One defensive tactics instructor, who just qualified, for the entire department
- Vehicle maintenance is an issue
- How we hire supervisors is a joke as very junior officers can make rank too quickly. Civil service regulations allow officers to take the promotional test as soon as an officer has completed probation. The test is the only requirement and does not consider other necessary skill sets required for promotion
- Massachusetts Civil Service has no teeth. Conversation has been that all parties want to get out, but the City is afraid of the cost impacts associated with the change
- Officers want body worn cameras (BWC), but the city can't afford it or is unwilling to focus resources on these items
- Building maintenance is little or non-existent. Air filters have not been changed since building was constructed in 1997
- Agency technology is out of date. Holyoke technology is far behind other area agencies as well as the various Task Forces in the area
- Detectives don't have cell phones
- Cameras that are designed to monitor prisoners are not functioning

- The 15-minute checks of prisoners are often not accomplished because officers assigned to the "house" are also responsible for taking reports in the lobby (MRI notes that, if this is true, this represents significant liability to the city)
- Only technology that the agency receives originates through grants. There are no funds earmarked to keep them in operational readiness condition after purchase
- New cameras and access card system on hold
- The firearm system of the agency, currently Glock 21, have not been replaced in 12 years
- Department policies and procedures are not updated to reflect what is occurring in reality

Opportunities

- Body cameras
- Cell phones
- City monitoring cameras
- Detective Bureau cameras
- Detective Bureau fleet is aged
- Staffing levels... "it all comes down to staffing". Have not been fully staffed in ten years and then the staffing levels have been reduced over time
- Police officer schedule. Patrol is four days on, two days off (4/2). Detectives are Monday through Friday during the day
- Recruitment is non-existent
- Union contract has expired
- Added space needed for evidence storage. Myriad of court issues is not allowing evidence to be expunged. Evidence vehicles have been stored for years in maintenance garage consuming valuable and limited space

Threats

- City Hall. One City Councilor is a convicted felon and is chair of public safety sub-committee. Another councilor is on bail release from Rhode Island for allegations of child pornography. Yet another City Councilor called the department a "gang"
- Parking for personal vehicles
- There are many guns in the community
- Future funding will be a challenge
- Equipment in cruisers is inconsistently equipped from one cruiser to the next. There is never any money to replenish used equipment

- A vehicle fleet rotation plan doesn't exist. It appears we have the attitude to "run'em into the ground"
- Personal information such as name, DOB, and social security numbers were published in the local newspaper by City Hall approximately 2 years ago resulting in officers being exposed to financial scams. City was supposed to pay for credit fraud prevention
- Ransomware attacks on the agency technology
- City purchasing agent resigned, resulted in delays of purchasing
- Bills are not being paid at City Hall such as EZ Pass bills to use the highway. There were multiple examples
- Meditrol delays is causing officers not to return to work in a timely way
- Morale is a significant problem. There was a consensus that the agency is not supported by Police Department management and city hall. There have been eight employees suffering heart attacks in last two years
- There is no temperature control in the prisoner transport van resulting in multiple patrol cars being used to fill this transportation need thereby removing the cars and officers from responding to calls for service
- Multiple incidents of officers being forced to work overtime shifts
- Prosecution dumping cases routinely and not consulting with officers

Sergeants

Strengths

- Diverse composition of Department staff replicates the population
- Good spread of personnel age wise...no big clump of people to retire in the same time frame
- Staff has proven resilient through the numerous challenges
- Five recent homicides with five resolutions
- Staff steps up when they must
- Leadership? Depends. Everyone is type "A" personality, there's going to be conflict
- The sergeants agree that the community generally likes the police department

Weaknesses ("things" that are already being done but should be enhanced)

- Understaffed
- Underfunded

- Undertrained -training budget cut. After hiring costs and ammunition needed for their firearms qualifications, there is no money for training for the remaining members of the Department
- Underequipped. Budget doesn't support purchase of new and replacement equipment. Holyoke Police has learned that being awarded grants is just about the only way new equipment is purchased
- Morale at an all-time low
- Several line items in the operating budget were cut in half
- So dire is the need for ammunition that duty ammunition that would normally be expended at qualifications is taken out of the guns at training and returned to the guns after training (MRI notes that if this is true, there could be significant liability to the city)
- Limitations of civil service: promotions based on test only not qualifications
- The video monitoring of cell blocks is not working (MRI notes that if this is true, this represents significant liability to the city)
- Could probably use a shuffling of leadership so that job tasks are spread around, assignments such as detectives, evidence, and others.
- Rotation of officers through assignments rather than permanency
- Recruitment/selection: probationary officer, go on patrol with little or no training and get hurt and then the city owns them
- Accountability: the little things don't get addressed

Opportunities

- Discontinue favoritism in making assignments
- Rotate people into and out of assignments
- Implement a traffic bureau
- Performance evaluations
- Crime analysis needed

Threats

The sergeants did not share with MRI any items that they considered to be threatening to the Holyoke Police Department.

Lieutenants

Strengths

- Staff ability to get the job done with resources they have available
- Officers are "shockingly professional" despite tremendous challenges
- Overcoming, and adapting to survive the environment
- The emotional well-being of the officers is healthy and supported by the chief
- Holyoke had implemented co-responders of mental health professionals with police years before it was being discussed as strategy

Weaknesses ("things" that are already being done but should be enhanced)

- No equipment updated
- No Field Training program (MRI notes that if this is true, this represents significant liability to the city)
- The agency provides minimum training
- Morale is dismal
- Poor recruitment/selection process due to civil service. Many of the issues are attributed to poor application by the supervisor in charge as well as meagre policy, and frequent changes to process. Practice of just one person accomplishing the entire process isn't working
- Work is not distributed and delegated amongst ranking staff. Speculation is that they are not trusted to do the work. Example used is that of a Captain that has only two subordinates
- Assignments to various roles are made without process for selection-favoritism
- Delegation is not a thing at Holyoke. Captains oversee programs, but don't delegate tasks to subordinates. Speculation is that this may be related to hourly pay opportunities
- Reliance on "this is the way it's always been done" rather than consider new ideas or ways to accomplish tasks
- Forced overtime

Opportunities

- Promotional process should be expanded to be more than just the one written test - recommends leaving Civil Service

- Automation of payroll and time keeping replacing the written ledgers. With the pending retirement of the payroll administrative assistant, there will be a problem
- Create a Field Training Program
- There are no Personnel Performance Evaluations completed on any employee
- Succession planning should be instituted
- Organizational chart is questionable. Lieutenants don't really know who "their" captain is...who is the field operations captain? There are no associated policies
- There is an opportunity to earn a lot of money as the overtime "money is endless" but you must work for it
- The agency has been successful in their grant efforts
- Working on morale. There is an opportunity to do more to retain officers
- Re-configure what types of calls/reports should go to detectives from patrol.
- Cross train patrol staff to accomplish several basic tasks regarding investigations allowing detective/crime scene personnel to follow-up if necessary. This will prepare officers for assignment and advancement.

Threats

- Due to social norms and urgency to hire police officers, the selection process is "dumbing down"
- City hall
- Upcoming contract negotiations may result in people leaving
- Last five selection cycles have yielded no hires with college education (Without the Quinn Bill, it is no longer a thing for ranking officers)

Captains

MRI noted a low-level but unhealthy divisiveness between participants during the Captains SWOT exercise. Team building exercises with this important command-level management group may serve the agency well over time.

Strengths

- There is a Captain on the busy 4pm-12am shift
- Dedication and professionalism can be put up against any police department
- Sheer volume of work that officers are doing is amazing

- Innovative leadership
- Staff is more educated now than in the past. Quality of work has improved. Supervisors are more capable
- The diversity of the Department with men, women, and numerous cultures represented is impressive and many staff are from the city
- Officers are proud to be Holyoke officers. They take pride in being recognized as Holyoke officers by their peers in other departments
- Good connections with the community (example given was interaction with residents during Black Lives Matter protest during which the residents pointed out that there were outside agitators that they themselves asked to leave)
- Retired officers still get back together for social and department related events
- In Holyoke the job is still fulfilling

Weaknesses

- Sole dependence upon multiple choice test taking for promotions has resulted in the Peter Principle occurring
- In some instances, this has led to overwhelmingly competent officers required to perform additional tasks
- Subordinate Lieutenants don't have the training needed to be delegated Captain level tasks
- No formal management courses provided for this level after promotion
- Staffing levels for the Department are too low
- Traffic enforcement. Staffing needed for organized traffic enforcement effort as patrol officers are too busy responding to calls to accomplish any traffic duties
- Equipment is obsolete (LIDAR 20 years old)
- Domestic calls are a constant; dedicated Domestic Violence officer was eliminated from budget years ago
- No juvenile division/position as it was also eliminated
- Civil process service is time consuming, antiquated, and delayed due to high call volume
- Officers assigned to multiple tasks. Example provided was court officer, LTC, crime scene processing, and taking investigations calls; detectives are assigned to multiple skill areas and on federal task forces
- Officers are doing jobs that they are not trained or not well suited to perform

- Loss of the long-established reserve program. This curtailed on-the-job-training that occurred prior to appointment as full-time officers
- Officers graduate from academy and are immediately assigned to patrol sector without any field training
- The training budget is a joke
- Ammunition budget has already been expended
- Though better educated, officers are less trained
- There appears to be a disconnect with city hall
- Hiring process is somewhat circumvented by the Mayor "liking" candidates that aren't recommended for hire by the Department. However, they are hired as a result of the civil service rules
- There is no succession planning. No strategically filled assignments or training that prepare officers for advancement
- New generation of officers are less willing to work overtime and details placing pressure on a small, limited number of officers
- Mental health in the department is an issue. Officers are facing burn out and are very frustrated with several things including forced overtime. Council calling the Department a "gang" and pending union negotiations
- Health (cardiac) issues are notably high

Opportunities

- More officers to perform the myriad of duties required. This should be based on the increase of organizational needs across assigned job tasks, including assignments to certain ranks/people
- Civilian positions needed for certain jobs
- A policy and procedure manual should be created for a formal field training initiative
- Hiring process needs to be better. The officer assigned to the selection process is assigned to multiple tasks that has resulted in the hiring of people with pre-employment red flags that should not be selected
- We need to return to the multiple programs that put officers in the community: neighborhood offices, bike patrols et al
- Establish a rotating or time limited assignments to such roles as detectives so that there are opportunities for officers other than patrol

- Due to the lack of training, there is little confidence in many officers to respond effectively to active shooter

Threats

- Forced OT is making people tired and is driving morale down
- Morale effected by low staffing numbers
- Declining national interest in policing as a profession
- City has not been business friendly in the past. No tax revenue; very high business tax rate
- Tax revenue is low in the city
- Drug trafficking, low drug costs, addicts bus in and out for free, free housing for addicts (gets homeless off the street)
- Violence of drug dealers fighting for territory

Police Advisory Group

The MRI team met with the Police Advisory Committee on Wednesday October 5th. This diverse group of citizens is designed to offer the Holyoke Police insight to community issues, desires, and render non-binding opinions regarding police initiatives, etc. MRI continued with the same SWOT format to garner information, insight, and their opinions about the Department from an end-user perspective.

Strengths

- Officers make an effort to contact vehicle owners before cars are towed during a declared snow emergency
- The Department is community oriented and engages with the people in the community
- They know the environment they work in and have experience with this community
- They are willing to evolve
- There is a lot of community love
- "Camaraderie with the community"
- The agency is very transparent
- Positive change in professionalism
- Innovative programs. They used as an example, the Veteran's treatment court which has a 90% success rate

Weaknesses

- Staffing! The group acknowledged that they could have more staff when compared to the crime levels, and gun, and drug activity within the community
- Needs greater engagement dedicated towards the youth of Holyoke. The lack of School Resource Officers was mentioned as a minimum
- Don't rely on events only as there needs to be ongoing community engagement effort
- Compassion has a domino effect. Kindness is sometimes perceived as weakness

Opportunities

- There needs to be more communication with the community about the proposed "Shot Spotter" program
- There needs to be greater visibility such as the mobile community police vehicle rotating in high crime areas
- There should be cameras in the parks and other high-risk areas
- The expansion of the community advisory program

Threats

- Businesses that are not invested in community safety
- Funding for Department of Public Works (DPW) to better care for maintenance of greenery throughout the community (Broke Window Theory and Crime Prevention Through Environmental Design)
- Marijuana growing industry moving into the large number of vacant warehouses and factories
- Homeless and panhandlers are becoming prevalent
- Community impression of the police

Holyoke City Council

The MRI team met via Zoom with several members of the Holyoke City Council, on various dates. The 13 members are the governing body for the city and make all legislative, budgetary, and governing decisions in cooperation with the Mayor. The Council members were very forthcoming with their insight to community issues and concerns; they readily offered opinions regarding the Holyoke Police.

Strengths

- Has had little contact with the Police. Chief Pratt is easy to meet with, talk to, and readily available to answer questions. She believes that this available access is applicable to pretty much everyone
- Despite being overworked and being forced to work OT, they are giving 100%
- Traveled home late one night and the police followed her home. She found it attentive and appreciated that the officers were paying attention
- Was against the Shot Spotter and wants to be clear that her opposition is not because of the police but because she doesn't think the system will work
- She believes that Chief Pratt is an amazing person. She has family in law enforcement, understands the police and has nothing against them
- Reiterated the fact the officers are being forced into OT but are still at 100%

Weaknesses

- Messaging needs help. There are negative remarks at Council meetings largely due to the police not informing the community in an adequate way the number of things they are doing. City councilors get the information, but the residents do not
- No ongoing newsletter. More transparency to the masses would be good for the community
- All the social work that they are doing is a weakness. They should be doing more traditional law enforcement with their resources better spent on policing rather than social services. They must learn that the social welfare industry is well represented in the valley
- A lot of the officers are not residents of Holyoke. Would like to see more "Holyokers" working in the community
- Clearly, we need more police officers. There are simply not enough police officers visible in the community. As a result, many in the community feel as though when the police are there, they are there to get them. People perceive that the police are "targeting" them; she believes that this perception can be changed
- Hopes that when fully staffed, the officers will be seen in the neighborhoods

Opportunities

- There was a huge crowd for the recent four-day Latino festival event yet there were not enough police to interact with the community. Missed a great opportunity to interact in a positive way
- She learned that the officers just didn't want to work anymore as they are tired due to all the forced overtime
- She would love to see beat cops walking/biking in neighborhoods. She would welcome alternative patrol tactics such as horse patrols and bike police in Houston. Seemed like a greater and more friendly presence
- Holyoke Police Department should seek body cameras that could be used toward creating stronger trust within the community. While she recognizes cost restrictions, she believes that the tool makes residents and police feel safer

Threats

- The escalating cost of policing
- Selecting people who are qualified candidates is a true challenge, although she recognizes that policing is a difficult employment environment
- Police should not have to be doing social work
- The escalating number of squatters and drug markets in several abandoned buildings
- There needs to be more code enforcement and compliance. City is understaffed and underfunded
- Lack of traffic enforcement. It's not abnormal for people running lights. Lack of enforcement gives the police a bad reputation
- Cannabis is not a threat to the police. Recognizes that those that buy it legally then lacing it with dangerous drugs, then it's a problem. Addictions, homelessness that results are the problem
- The problem with overtime is that the community doesn't understand the necessity. She thinks that there needs to be more police officers funded in the regular budget

The five SWOT exercises offered MRI significant insight to several topics that will be discussed in more detail later in this report. While each group of staff had diminished numbers of participants due to overtime issues, work schedules or anxiety over speaking in front of peers, significant insight was gained through the exercise. Over the course of the site visit, interaction with

department members and observation of worked performed was supportive of remarks made in each of the SWOT meetings.

During the SWOT meetings, there was an inquiry of MRI whether the distribution of an anonymous survey was possible so that those unwilling or unable to attend the meetings could contribute. After some discussion, MRI was able to develop an anonymous instrument which was distributed to every department employee through their Department email.

As noted, although each group that participated with the SWOT exercise had numerous absences, the process was enlightening for the MRI team revealing a number of commonalities throughout. In the area of ***Strengths,*** each group discussed the work ethic of the personnel employed by the Department and their commitment to the City as well as their resilience in the face of constant challenges. The "can do" nature of the staff, who are a diversified group with many having grown-up in Holyoke, was highlighted as a true positive attribute of the agency. Other topics pertaining to professionalism and innovation were underscored, such as the creation of a program where mental health workers and police officers teamed up to address clients facing such challenges. At the time this initiative had been implemented, many years would pass before the police profession began exploring such national initiatives and ultimately declaring the innovative approach in Holyoke as "groundbreaking".

In the category of ***Weakness*** many common themes emerged that have led to the prevalent existence of poor morale throughout the agency's personnel. The most frequent and seemingly impactful common problem at Holyoke Police was based in the chronically diminished staffing levels. This lone issue permeated virtually every topic discussed and was projected as the bane for everything the agency was attempting to accomplish but could not. The report is designed to articulate this issue through a workload analysis fully explained later in this narrative.

The agency equipment, which is not maintained in a state of operational readiness, was also a widespread topic. There were numerous examples of highly technical and beneficial equipment purchased by the agency but not maintained rendering them useless except as a constant reminder to all of what could be but was not. Participants highlighted the fact that there were several video cameras installed in high activity areas in Holyoke, yet over half of the cameras do not work, or the picture is so poor as to be rendered useless. In another example, there is a radio "repeater" central to the entire police communications system located in the tower of City Hall. To understand what this terminology means, a "repeater" is a device that enables two-way radios to achieve better coverage, better penetration, and longer range than is possible without the

addition of the repeater. Basically, a repeater receives the radio signal on one frequency and simultaneously transmits the same signal on another frequency thereby overcoming the difficulty within some buildings and difficult terrain areas. The repeater requires cool air for peak operation. When the fan installed on the repeater was discovered to have malfunctioned, apparently, the replacement was deemed too expensive by management, so a resourceful staff member purchased a commercial fan at Walmart and placed it near the repeater. One of the SWOT participants, clearly frustrated with the lack of any structured maintenance plan, simply pointed to the broken wall clock and the extremely dusty and clogged air exchanger in the ceiling in the meeting room where the SWOT was occurring. The clock was not working, and it was evident due to the concentrated dust and debris that the air exchanger had not been touched for some time; it was said that it hadn't been maintained since it was installed when the building was first occupied in 1997. The participant stated, "we can't even get a $20 clock replaced. How can we expect that the technical and expensive things would ever be taken care of?"

Training challenges loomed large within all three employee group SWOT exercises. While the pandemic created in-person training challenges throughout the police profession, training for Holyoke Police is very webinar centric. For all training but the basic police academy designed exclusively for new hires, rarely does anyone from the agency attend training at a satellite location. When MRI inquired about past training initiatives, there was silence. When the staff was pressed to share, it became evident that the lack of commitment to training was creating an overt risk situation for the community. MRI learned that firearms training had been accomplished in a timely and appropriate manner but when asked about the Tasers that the officers were issued, again there was silence. MRI was able to discern that the Department "instructor" certification had expired but had recently been updated. However, the Taser training program was lacking due to the inability to purchase the necessary training cartridges combined with the trainer's expired certification, which has created significant exposure to litigation.

MRI learned that the agency has no field training program (FTO) for new officers. This is an area of risk and concern that should be rectified at the highest priority. Nationally, field training is deemed a fundamental and critical training tool for police departments, regardless of the size, composition or who they serve. In ordinary best practice situations, the FTO training occurs in the immediate aftermath of the completion of the basic Massachusetts police academy. The program lays the foundation for officer success for their entire career and it continues to benefit the officers and agency that use it properly. So critical is FTO to a police officer's career that case law has been established explaining how departments without an adequate field training program have an increase in officer negligence and a poorer quality of police services. Field

Training helps to reduce civil liability incidents, and complaints, and increases the overall ability and confidence of police officers. Additionally, field training programs can help departments cultivate leadership skills for younger officers, and a strong program can help those same officers develop the necessary communication skills to be better leaders as they move up and accept added responsibilities in the department. The lack of a formal FTO program will be expanded upon later in this report.

For consideration of the imperative of proper training, readers should refer to the landmark case: *City of Canton, Ohio v. Harris, 489 U.S. 378 (1989)*. The United States Supreme Court held that "a municipality may be held liable under §1983 for violations of rights guaranteed by the Federal Constitution, where violations result from the municipality's failure to adequately train its employees, only if that failure reflects a *DELIBERATE INDIFFERENCE* on the part of the municipality to the constitutional rights of its inhabitants"[1].

Finally, there was significant discussion regarding the poor morale of the agency. When asked to expand as to what the participants perceived as the central issue, there was a significant focus on the lack of personnel to fill patrol shifts and the resulting overtime, often forced, that each officer must comply with on a daily basis. Complicating this challenge are the six vacancies that presently exist and the eight officers who are currently in some phase of their basic police academy training. Once graduated, these officers will not become a viable solution to fill patrol shifts for nearly a year. At the time of the on-site visit, MRI was informed that an additional eleven officers were on medical leave having been injured while on duty. For an agency the size of Holyoke, having 9% of the entire agency and 22%, almost one-quarter of those persons assigned to patrol on injured-on-duty status, is a staggering challenge for management to overcome while attempting to minimize overtime usage. MRI will expand upon staffing later in this report.

The SWOT analysis also highlighted several ***Opportunities,*** that if implemented, could enhance the agency and its' delivery of police services to the Holyoke community. The Patrol SWOT exercise contributed significant focus upon developing a more robust work schedule and entering into maintenance agreements to fix those things not functioning. Another point highlighted was the stagnation of staff. In essence, once an employee was assigned to a position, they generally would remain in that task for their career unless promoted. The concept of rotating into specialized positions was discussed as a positive characteristic with a set time of assignment such

[1] Retrieved from: https://supreme.justia.com/cases/federal/us/489/378/ on December 30, 2022.

as four to five years. This would allow for a high level of employee engagement, exposure to various tasks, and ultimately, retention of staff.

Virtually all levels of employees viewed the Massachusetts Civil Service system as a detriment to the Department. The antiquated hiring regulations and a promotional process that rewarded good test takers rather than those with the skills, knowledge, and abilities to promote were viewed as disheartening. The citizens panel highlighted more proactive initiatives such as the mobile community vehicle that could regularly visit high-activity areas and the functional placement of video cameras in high-risk areas such as parks.

The category of ***threats*** are those topics where staff can see an issue looming that *should* be addressed. While no one could have predicted a pandemic, the impact of such an event is an analogy to what topics participants should consider. While discussions pertaining to threats were limited by all groups except the patrol/detective personnel, the concern over officers leaving due to lower pay structure and the workload placed on officers was highlighted. There was general concern about the lack of perceived support by the City Council members for the Police Department with a very topical issue occurring during MRI's visit when a sitting Council member called the Holyoke Police a "gang" during a formal meeting. The current atmosphere of forced overtime due to lack of staffing remained a major topic as did the "dumbing down" of the police hiring process. Virtually all participants acknowledged the negative attitude against the police profession experienced nationally that plays a significant role in all that the agency is attempting to accomplish.

EMPLOYEE SURVEY

As noted, there was concern expressed to the MRI team that the SWOT exercises were not made available to all personnel due to staff having worked that night, court, training, and days off. While a survey had not been factored into MRI's response to Holyoke's RFP, the MRI team concurred that enabling access to all employees to participate in the SWOT was important. To eliminate the lack of opportunity due to these factors, MRI created a survey instrument and sent invitations to one-hundred eleven (111) members of the Holyoke Police Department. Each invitation had a unique identifier that was distributed at random by the survey instrument and was unknown to MRI. Once the anonymous identifier was used by the recipient, further access to the survey instrument would be denied, and users could not submit more than one survey response. This is a deliberate strategy designed to elicit candid and thoughtful insight of the department and solicit areas where enhancements may be possible while assuring the integrity of the survey. Of the one-hundred and eleven (111) invitations sent to the agency, MRI was disappointed that only thirty-three (33) employees, approximately 30%, took advantage of participating as a respondent.

The entire survey is attached as an addendum **(Attachment A),** allowing for a more detailed observation into the twenty-eight (28) questions designed specifically for the Holyoke Police. Overall, the survey revealed a negative atmosphere existing at the Holyoke Police Department. For instance, approximately 69% of the respondents do not believe that the Department is well managed. 72% percent *do not* believe that "internal discipline for policy and rule violations are administered in a fair and consistent way." MRI's conclusions were confirmed pertaining to the absence of training, especially in the immediate aftermath of graduation from the MPCT academy where a Field Training program (FTO) is considered the norm in the industry. Fully 66% percent of the respondents *do not* believe they receive "adequate training to perform my duties as an employee of the department." MRI has also found that employees have a perception that there is a lack of a maintenance strategy to keep existing technology in a state of operational readiness. The survey instrument asked the question, "The department is keeping up with the technological advances necessary to provide a modern and professional level of services to the public." Fully 70% of the respondents do not agree with this statement.

MRI is deeply concerned with the response to the following question in the survey which goes to the crux of one of the main questions the RFP asked to be addressed regarding the retention of existing staff. "If I had the opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department?" Approximately 58% said they

would, 18% were neutral and 24% indicated that they would remain in Holyoke. One respondent stated he/she did not see the need as they are retiring shortly anyway! MRI notes that responses to this anonymously asked question differ significantly from the semi-public responses to similar questions during the SWOT exercises, during which participants stated across all levels of the department that there was a high level of camaraderie and dedication associated with being a Holyoke police officer.

However, there were several positive attributes expressed by the respondents when asked, "Please list three things you like about the Holyoke Police." Many offered that they love police work while others felt that the folks that they work with are "really good people". Another was a little more passive/aggressive in stating, "The esprit de corps with the lower-level officers is high, but that is due mostly to suffering together." This remark is consistent with the 'us against them' atmosphere that was experienced during the SWOT exercise as it pertained to line staff and senior command staff.

There are several written comments shared in the survey which are generally negative with significant reference to the lack of support from the City Council. Ironically an incident that occurred while the MRI team was visiting generated many comments both on the survey instrument as well as in casual conversation within the Department. During a City Council meeting, a City Council member made the statement that the Holyoke Police was a "gang". The remark was widely perceived by city employees as having significant negative connotations that degraded police and jeopardized the belief of the community in the Department's ability to deliver services effectively.

Another newspaper article portrayed a discussion regarding staffing levels of the police department with one City Council member advocating eliminating several positions. Although the amendment to the budget failed, the discussion remained a highlight of police staff frustration. The tension and perceived negative influence from City Hall, a lack of support from a segment of the City Council, forced overtime, and a host of other expressed grievances appear to be adding to the poor morale that currently exists at the Holyoke Police Department.

The data that was gleaned from the survey instrument was informative, but with less than 1/3 of the invited personnel participating in the survey, an opportunity was missed to offer anything other than anecdotal information. MRI customarily conducts surveys as part of a high-level organizational overview with outstanding participation and results that can often be formulated into action. Holyoke is one of the rarities where MRI encountered such organizational apathy.

ORGANIZATION STUCTURE AND STAFFING

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 6.1 officers for every 1,000 residents, followed closely behind by Wilmington, DE with 4.3 officers per 1,000. Obviously, larger agencies have a greater call volume to address, but they also have flexibility to assign and re-assign their larger staff numbers to issues as they arise. According to FBI statistics[2], New England communities with a population 25,000-49,999 residents have an average of 2.2 police officers per thousand residents. These mid-size agencies, such as the Holyoke Police Department, which has an authorized strength of 3.0 officers per thousand, often do not have the flexibility to reassign officers to address the voluminous crime rate that Holyoke experiences, warranting a higher officer per thousand calculations. Much of that inflexibility is due to the current union contract as well as the myriad of tasks that sworn staff are assigned to accomplish other than the basic task of patrol activity. Once again, the MRI staffing model does not rely on population as a single variant for calculating staff demands. Composition of the population is simply too varied as there are significantly different policing requirements when there are, by fictional example, 10,000 college students versus 10,000 active retired persons. However, Municipal Resources recognizes any increase in population will typically result in additional workload demands on the police; and these population shifts, are often predictable and measurable. As described, these variants must be understood to have a negative impact on demands for police services. As we highlight later in this report, the need for staffing allocations for the Holyoke Police is a combination of workload demands and the ability of the police agency to adequately respond to the community on a 24/7 basis. "Adequately" is often defined by the reader. In this instance, the very purpose of the study is to quantify and qualify the widely expressed belief that the current state of the police department does not meet the generalized community view of adequacy.

What is the optimum allocation of human resources in a police department? This is a challenging problem not only for the police manager, but also for City Administrators, elected officials such as the Mayor, and ultimately, the taxpayer. Likewise, the quality of law enforcement is directly linked to the effective distribution of police personnel, especially patrol officers, who represent the most important element in the police service. It is widely recognized that police are likely the most visible evidence of government in any community. Therefore, trust and faith of the

[2] https://ucr.fbi.gov/crime-in-the-u.s/2018/crime-in-the-u.s.-2018/tables/table-70

community in the efficacy of government is often derived from the perception of the police. For this reason, the proper staffing and distribution of personnel should be given prime consideration and be well-conceived by the governing body.

While what occurs in one community may have no relationship to another, it is always interesting to note what comparable communities, whether by population or crime rate, are investing to provide policing services within their community. While each community has a variety of unique dynamics that drive the composition of their police agency, often they are more similar than not and can offer insight as to how Holyoke is approaching the delivery of policing services. However, MRI had several challenges with finding comparable Massachusetts communities due to a number of factors including the recognition that Holyoke has one of the highest, if not the highest, crime rates per thousand population in the Commonwealth. That impacts the calls for service assessment, which at first review appears to be within reasonable parameters in the matrix. Is this due to cultural norms where a resident in another community would call the police but in Holyoke, for the same incident, a resident would not? However, accomplishing this exercise does highlight several similarities that may be found useful to the policy maker in Holyoke, or at minimum, answer a potential lingering question.

Comparable Communities

City	Population	Police Officers	Calls 2021	FY23 Budget	Calls Per Officer	Cost Per Resident	Officers per thousand	Crime Rate Per Thousand
Holyoke	40,117	122	42,507	$12,500,000	348	$311	3.0	739
Pittsfield	42,766	97	46,619	$11,516,232	480	$269	2.3	728
Chicopee	55,560	150	52,809	$12,761,846	352	$230	2.7	544
Fitchburg	42,500	91	50,800	$9,188,091	558	$181	2.1	505
Barnstable	48,916	118	73,717	$14,808,837	625	$303	2.4	326
Woburn	42,000	89	28,989	$9,921,400	325	$342	2.1	243
Leominster	44,386	68	43,375	$8,600,000	637	$198	1.53	521
Average	*45,178*	*105*	*48,402*	*$11,328,051*	*475*	*$262*	*2.34*	*515*

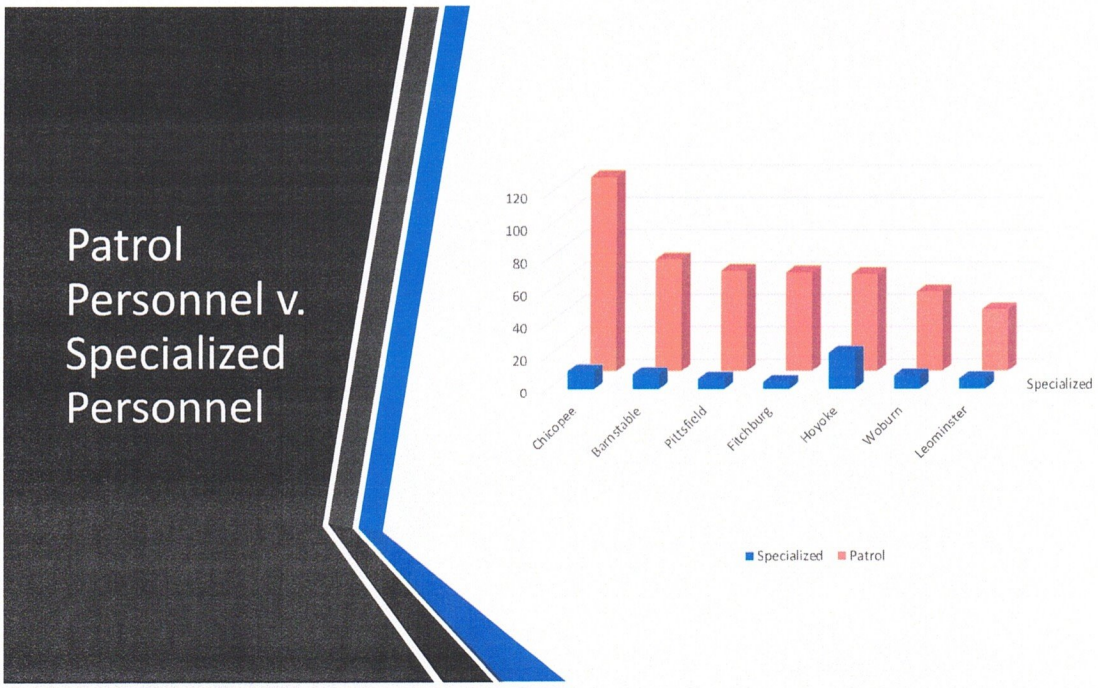
The matrix below is designed to highlight the organizational structure of the seven police agencies that voluntarily shared their data as comparable communities. They share one or more features similar to Holyoke that offers insight as to what other communities are doing with their police departments. The matrix depicts a host of similarities with assignments of command staff and mid-management positions such as Lieutenants and Sergeants. The significant deviation begins with allotment of patrol staff, the backbone of any police organization, to those personnel deducted from patrol duties to perform specialized law enforcement activities. In many cases, sworn officers are performing activities that could be accomplished by non-sworn personnel.

Comparable Community Police Organizational Structures

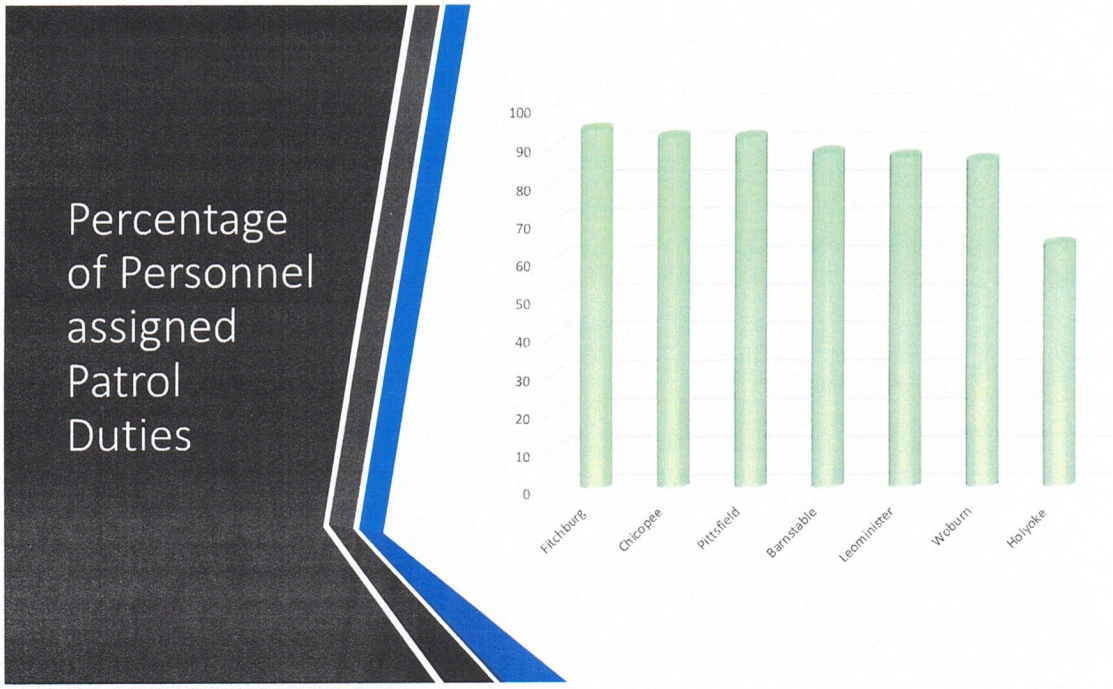
City	Chief	Deputy Chief	Captain	Lieutenant	Sergeant	Detectives	Patrol Officers	Specialized	Total Sworn	Civilian Staff
Holyoke	**1**		**4**	**8**	**15**	**12**	**60**	**22**	**122**	**15**
Pittsfield	1		1	6	13	8	62	6	97	9
Chicopee	1	1	4	7	17	14	120	11	150	11
Fitchburg	1		3	5	10	8	61	4	92	8
Barnstable	1	2		6	19	12	69	9	118	7
Woburn	1		3	7	9	12	49	8	89	10
Leominster	1	1	1	5	9	7	38	6	68	6

The manner in which law enforcement services are provided by the police department and the types of services that it provides are a reflection of the character and demands of that community, combined with the strategy of the police administration; or as is the case in Holyoke, significantly influenced by contractual obligations. The continuing challenge for the police will be the ability to define the appropriate allocation and deployment of officers to meet those desired demands of the residents of Holyoke all within a reasonable operating budget and under the auspice of contractual obligations defined in collective bargaining agreements between the city and its employees.

MRI detected a significant deviation of the Holyoke police patrol complement and strategy when equated to the comparable communities who responded to MRI's data inquiry. The graph below is designed to visually depict that divergence of patrol staff.



These differences are further highlighted in the following graph which depicts that only 64% of Holyoke's designated patrol personnel actually perform patrol duties. The remaining 36% of the personnel of patrol rank are assigned to ancillary duties such as evidence oversight, record management, overseeing activities within the police facility, and even vehicle maintenance.



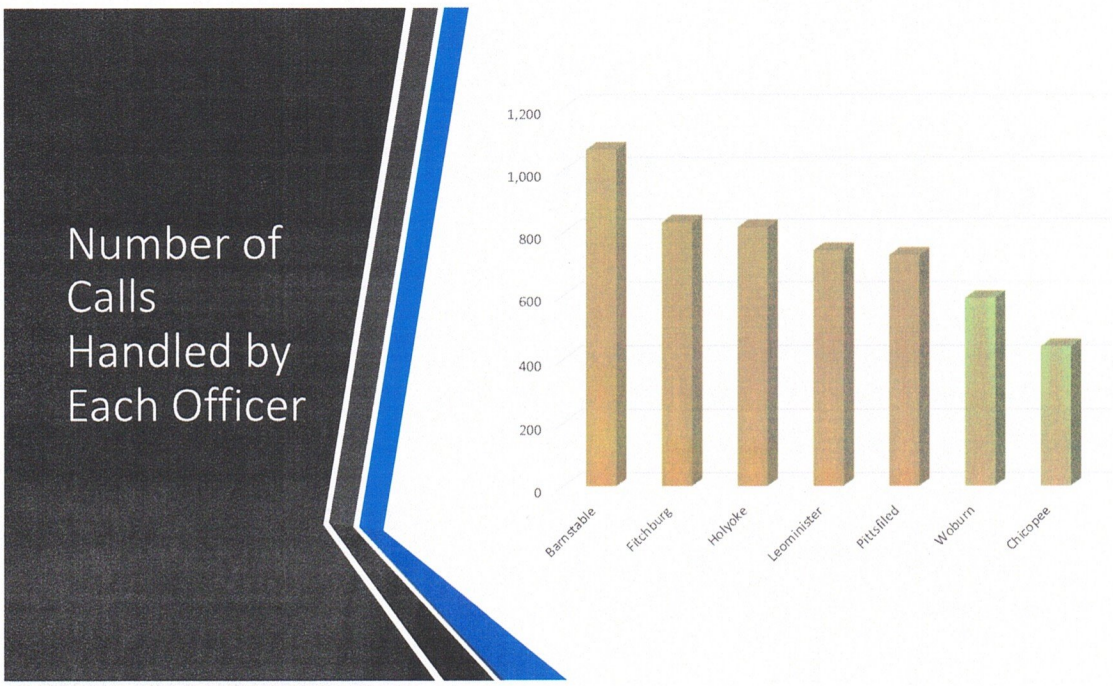
By reviewing the foundational reasons behind many of these decisions, MRI found several innovative initiatives such as an officer assigned to opioid cases who can attack the initial issues surrounding addiction and thereby lessen the impact of crime created by addicted persons. However, others are memorialized as the result of union negotiations over the years where sworn officers are now contractually obligated to fulfill roles that could easily be assigned to civilian personnel. As noted, many positions appear to be the result of institutionalization of practice rather than organizational necessity. When MRI asked several questions regarding the reasoning behind some of the assignments, the typical response was to the effect, "It's been that way forever! If you ever tried to change, there would be a grievance by the Union based on past practices!"

MRI has concluded that a significant challenge faced by the City and the police administration are the existence of these specialty assignments. In large part due to obligations agreed upon by City management over years of union negotiations and now locked into current collective bargaining agreements. The result is that these contractual obligations and past practices leave only 64% of the patrol force dedicated to respond to obligated calls for service. Comparing this data to similar

communities providing data where 86% to 92% of their patrol personnel are dedicated to responding to obligated calls for service.

In the policing profession, calls for service are obligated functions to which officers must adequately respond. Many calls are not criminal in nature, but the police are responsible for resolving the issue regardless and the community expectations are high to do so in an efficient, compassionate, and professional manner. Consequently, one of the key components of the community comparable list is calls for service and the corresponding number of calls handled per officer.

Today's police are challenged with complicated issues such as mental health, addiction, juvenile challenges and other incidents that are not easily or immediately resolved within a prescribed time allocation. If officers do not have adequate time to address the service demands, community satisfaction wanes, management of risk by the agency increases while civil liability is substantially exposed.



The "Calls Per Officer" matrix above reveals that Holyoke Police rank 3rd for most calls per officer when compared to the seven agencies identified. Police need to be available to accomplish more than just responding to calls for service. Additionally, the purpose of the police department, and particularly those who work within the patrol function, is to arrest criminals, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in partnership with the citizens of Holyoke. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. Patrol personnel respond to emergency and non-emergency calls for service, and when not responding to these calls, they use non-obligated time to actively patrol the community.

Due to the rather random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Though thorough data analysis can be predictive, precise identification of specific needs at specific times of day/night/season is all but unreasonable. 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 because an agency cannot measure what didn't happen. However, the objective is to create a high-visibility philosophy of police presence, thereby encouraging those with nefarious intent to either behave or go to a community with a more passive patrol strategy. That is a difficult premise to accomplish if officers are constantly "responding" to calls. As an example, MRI found the workload so demanding upon the limited staff at the Holyoke Police Department that ancillary tasks such as traffic enforcement efforts are virtually non-existant.

Regardless of the staffing allocation, in communities such as Holyoke, there is a firm expectation that police services will be delivered in a timely, very personal, and compassionate manner. The development and application of community-oriented policing principles 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 officers will be available to perform requested or required tasks when needed. While police operational budgets must calculate that employees are compensated for 52 weeks of work, factors such as vacation, training, sick leave, court time, and other ancillary duties make officers unavailable to perform obligated work. Additionally, as discussed, Holyoke has several specialty duties that patrol officers are assigned to address. Patrol officers are assigned to task forces, elderly services, opioid investigations, and coordination of certain services. MRI found that patrol officers are also assigned to several non-law enforcement tasks such as Code Enforcement, fleet, evidence, and record management. All these influences literally deduct from police officer's availability to

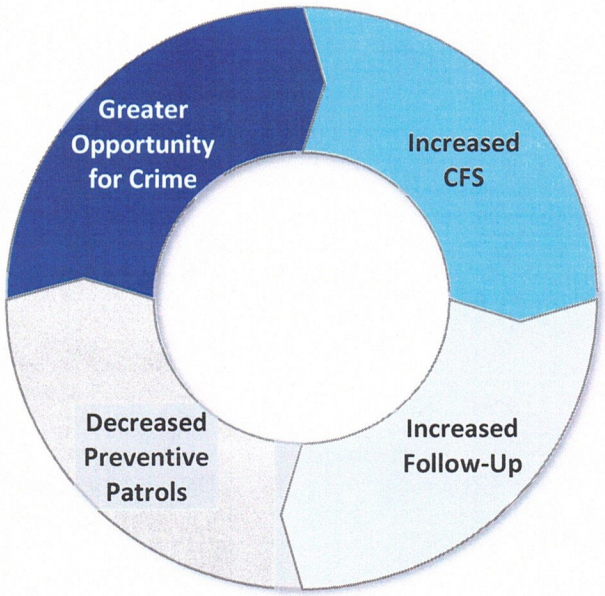
respond to calls for service, thereby reducing the ability of the department to react in a timely fashion to the community's requests.

Workload Analysis

The following exercise is designed to assist the City of Holyoke 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 City of Holyoke to plan accordingly for the setting of benchmarks or when additional personnel should be considered.

As stated earlier, performing a workload analysis for a police department is not an exact science. One strategy is based upon the premise that suggests 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



The Crime Cycle

The crime cycle illustrated above is directly impacted by the ability of a department to balance the workload of its police officers. 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 so that the events and subsequent actions are memorialized. It is often the case that the time committed to report development, and the writing of the report, may 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. Today, 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.

The Holyoke Police Department is authorized to have 122 sworn officers employed, with 94 positions having the rank of police officer. Each of the 3 patrol shifts are designed to have 12

officers who are available to respond to these obligated calls. By union contract, each patrol shift can fall no lower than 7 officers per shift, which is a 33% reduction of the designed schedule. A Holyoke patrol officer's workday is comprised of 8-hour shifts scheduled on a basic 4-days-on-duty and 2-days-off-duty. Currently, due to the number of vacancies in the assigned patrol force allocation dropping to or below the minimum apportionment virtually every day, forced overtime has become the norm. When no officer volunteers to fill these voids to meet the minimum of 7 officers, and no one contacted at home will come into work to fill the vacancy, those already on duty from a previous patrol shift, are forced to stay over and work the next shift also. This lone factor is resulting in exhausted members of the patrol function, causing significant frustration and anger at the combination of working understaffed, responding to more calls per officer, and losing days off to recoup themselves. Though officers did not speak of themselves specifically, it was repeatedly cited that the forced work, lost time away from work, and stressors of added work was negatively impacting the Holyoke police families; a sense supported by FBI data that reports approximately 50% divorce and separation rates among police nationwide[3]. Repeatedly, officers advised MRI that they are not interested in the resulting overtime wages, they want the time off instead.

To understand this "weakness" in the organization, MRI begins the exercise with 94 non-supervisory police officers who are the backbone of the Holyoke Police Department. Nationally, employees of this type are (generally) exclusively assigned to perform patrol duties that respond to calls for service. However, in Holyoke, which is confronted with numerous ancillary demands and challenges as well as institutionalized memory, a third of these police officers are diverted to specialized tasks and assignments other than patrol. With myriad functions that must be accomplished within the organization such as detectives, school resource officers, evidence oversight, and fleet maintenance, a host of officers are diverted from operational patrol activity. The following matrix is offered to visually depict the existing situation:

[3] Retrieved from https://leb.fbi.gov/spotlights/officer-wellness-spotlight-the-law-enforcement-family on January 2, 2023.

Diverted Patrol Staff

Work Assignment	Number of personnel
Code enforcement	1
Community Initiatives	1
Court oversight	2
School Resource Officer	3
Records	3
Detective Bureau	12
Fleet maintenance	1
Evidence	3
Information Technology	2
Grant management	1
Opioid initiative	2
Crisis Intervention	1
Elderly Affairs	1
"House Officer"	1
Total	**34**

Without considering vacancies, these calculations leave approximately 60 patrol rank officers to provide 24/7/365 response to obligated calls for service in the Holyoke community. While this staffing allocation may be adequate, and the following analysis will highlight that premise, the current staff has 6 vacancies, 8 officers in, or scheduled to attend the academy, and 11 unavailable as they were injured on duty. That leaves 35 officers to fill the designed work schedule previously discussed. What this chart does not include are the ranking officers that have oversight of the listed assignments as ancillary duties.

To understand the designed staffing strategy, one must first gain insight of the actual availability or optimal use of a Holyoke 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**

The Holyoke Police collective bargaining agreement is extensive and during negotiations over the years, numerous benefits were allocated to the membership. As an example, employees with over 20 years of service have a negotiated 7 weeks of vacation. Additionally, those officers assigned to a 5/2 schedule also are allocated an additional number of weeks off duty to compensate for the difference in time off between them and those assigned to a 4/2 schedule. These benefits reduce by the lesser number of years employed but still equate to a significant number of hours attributed to vacation or annual leave. An analysis of that data revealed that each of the police officers must use an average of 196 hours of time off for vacation purposes, with the ability to "carry-over" an additional 40 hours. Given this reality, the calculations remain conservative as those carried-over hours are not included in these equations:

Average 196 hours combined vacation leave	196 hours
Remaining	**1844 Hours**

During 2021 the average use of sick time per officer was approximately 96 hours:

96 hours of sick leave	96 hours
Remaining	**1788 hours**

Massachusetts Police Training Council (MPTC) requires a minimum of forty (40) hours of training annually for each officer to maintain their State certification. In the aftermath of the recent legislation pertaining to police reform, there has been significant discussions regarding increasing this mandatory minimum to eighty (80) hours annually. The Holyoke Police Department may be an example of why the State House passes laws pertaining to minimum hours of training required as Holyoke has not committed on their own to a robust training strategy as most agencies their

size do. Much of the deficit is the reality of chronic understaffing and diminished budget apportionment directed towards training. The result is a sparse training program for staff and ultimately the community they serve. Holyoke Police officers routinely complete an approximate average of 60 hours training annually, the majority by internet and other distance learning techniques. These hours would not be as high, but the average includes those attending the 26-week basic Massachusetts Police Training Committee (MPTC) sanctioned police academy. As stated, these hours recognize an average time and do not consider other specialized training attended that may consume additional time away from patrol duties. Of course, during these training sessions, the officer is eliminated from patrol activity. Regardless of where this training occurred, off-site or in-house, officers were not engaged in proactive or reactive policing initiatives. While training is recognized as a critical component in the management of a police agency, the absence of staff due to these needs is an important component for management to gage.

For consideration by the City for future examination, an "average" is calculated using lows and highs; without an officer-by-officer review of training records, it is not known how many (if any) Holyoke officers fall below the minimum mandatory training threshold for police officer certification maintenance.

Anticipated average training for each officer	60 hours
Remaining	**1728 hours**

Whenever a Holyoke Police officer effects 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 most of the police action will not result in a trial, officers are routinely in consultation with court officials preparing for the potential trial. Holyoke Police are routinely tasked with attending a court that is primarily within Holyoke thereby saving on travel time and potential availability were a serious problem to arise. Ultimately, it is the time away from patrol activity that must be calculated and managed to continue servicing the community regardless of the tasks that equates to officers being absent.

Projected Court Time 40 hours

Remaining 1688 hours

Holyoke Police are entitled to eleven (11) holiday days (88 hours), which are often hours worked or taken as days off.

88 hours

Remaining 1600 hours

Additionally, per collective bargaining, each officer has 5 personal days that they can use for any purpose.

40 hours

Remaining 1560 hours

Later in the report there will be more detail around the fact that many of today's police officers value time-off rather than compensation. This fact is highlighted by the negotiated ability to accrue comp-time rather than overtime compensation. Negotiations have resulted in each officer being able to accrue 480 hours annually.

480 hours

Remaining 1080 hours

Finally, each officer is entitled to bereavement leave with the time allocated associated with the family association of the person who passed away. The average for this time off category is approximately 4 days.

32 hours

Remaining 1048 hours

Based upon the "one-third principal" discussed earlier, each officer is available for work approximately 1,048 hours. Divide that number by 3 equals 349 hours. This draws the conclusion

that officers at the Holyoke Police Department should be committing 349 hours annually to each task demonstrated in the following manner:

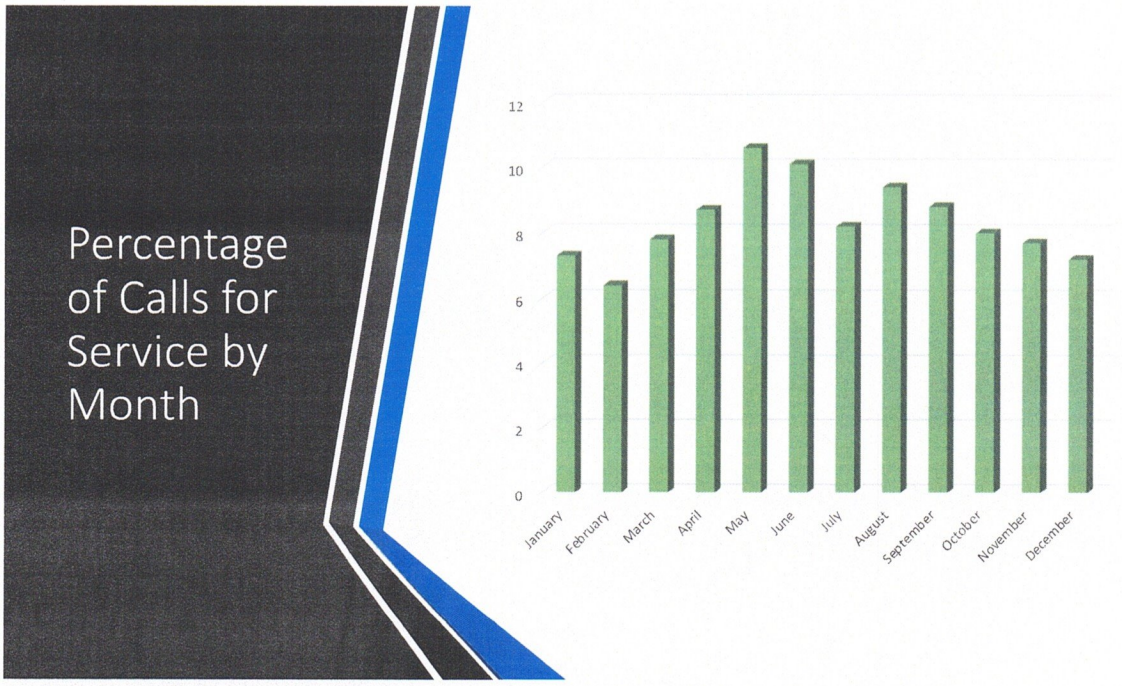
• Obligated police officer work	349 hours
• Administrative/Report writing	349 hours
• Proactive community policing and/or preventive patrol	349 hours
	1048 hours

Continuing with the exercise, MRI found that the Holyoke Police have a robust records management system that can produce detailed reports, including when the most demands, or "calls for service" (CFS) upon the department exist. A call for service is defined for this review as an incident that required a police action, such as a response to 911 and non-emergency phoned in requests, self-initiated field activity, and other "calls" that result in a case number or dispatch log number that is not associated with an administrative task. Regardless of the magnitude of the event, or how diminutive the police may view the situation, the Holyoke Police Department must respond and satisfactorily address the issue.

In researching the way calls for service are managed in Holyoke, MRI concluded that all officers assigned to patrol as well as the patrol sergeants, who are deemed to be "working supervisors" (meaning that the sergeants take calls; they're not limited to supervision alone), routinely respond to calls for service. However, as the exercise is also designed to quantify and articulate, simply because an officer is employed by an agency, does not necessarily indicate that the officer is available to respond to the community's requests. After all the external and internal influences upon officer time is calculated, each officer has 1,048 hours annually in which they can deliver police service to the citizens of Holyoke, not the entire 2080 hours for which the officer is compensated. In essence, each patrol officer is *unavailable* to provide services to the community for 1,032 hours, which equates to nearly 26 weeks, or six and half months out of each fiscal year. This staggering reality creates an immediate shortfall in the ability to provide responsive police services to the Holyoke community without the use of significant overtime or securing additional full-time officers on a permanent basis.

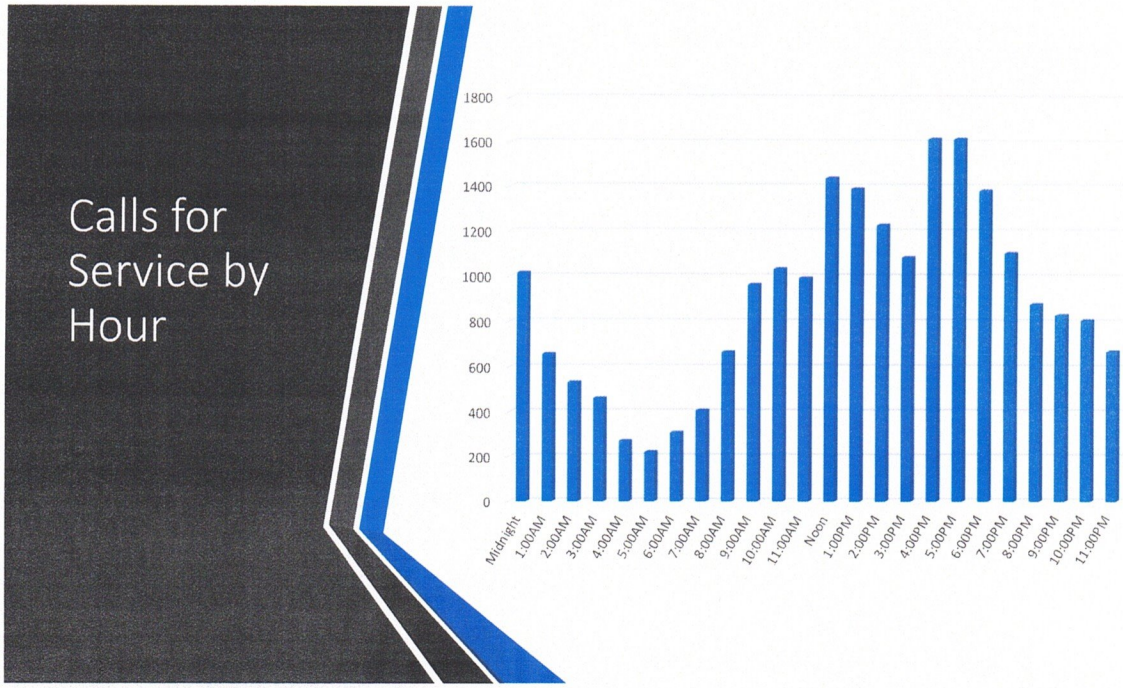
Additionally, MRI feels it prudent to highlight that there are a number of police staff who are serving our country in various branches of the military as citizen soldiers. These officers are compelled to be absent for one weekend per month and two weeks annually for comprehensive training. This commitment clearly impacts their availability to Holyoke by an additional 272 hours

annually leaving 1,256 hours of availability for these citizen soldiers. Not all military absences impact the delivery of patrol services as sworn personnel may be assigned to other duties. Consequently, MRI believes this data should not be calculated into the patrol officer availability as the random nature would hamper clarity. However, it must be noted that this is the reality facing Chief Pratt as he designs patrol shifts to best serve the Holyoke community.



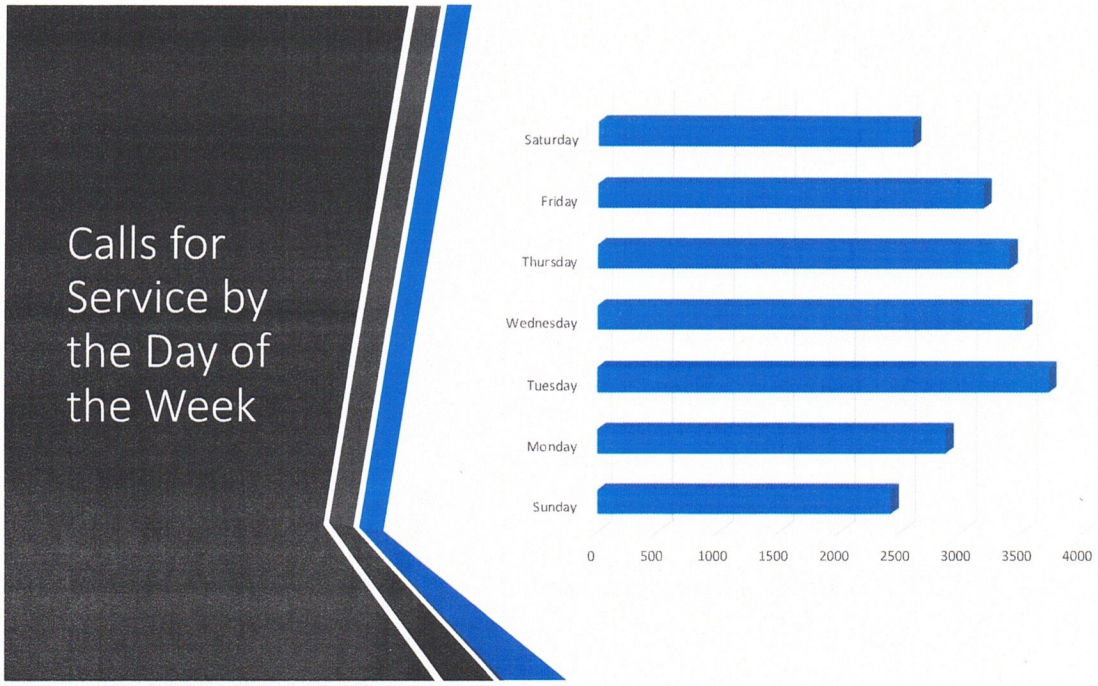
Analysis of the calls by month highlights that the seasonal Spring months of May and June as being the most demanding for the agency. However, coming as no surprise to anyone aware of the weather in New England, the months of April through October are consistently challenging for the Holyoke patrol staff.

MRI recommends that efforts be made to limit vacation allocations during the two months of May and June.



Statistical data indicates the most pressing need for patrol staff to be capable of responding to the community's highest demands during the daylight hours of 8:00 AM to 5:00 PM. It would be appropriate to recognize that the calls during this period may be oriented towards quality-of-life concerns as opposed to the more potentially challenging period of 5:00 PM to 10:00 PM where the acts could be more disorderly in nature or problematic requiring additional officers time and focus. During the period 1:00 AM to 7:00 AM, there is a notable drop in calls for service. While many of the police calls in Holyoke can be categorized as quality-of-life issues, there are numerous incidents of crimes against persons, traffic complaints, and assists to the public that, though typically benign, are of importance to the caller. In an agency such as Holyoke, the crime rate and accompanying service demands pose a significant challenge as the agency strives to maintain a high level of responsiveness to the residents of Holyoke.

Ironically, the following graph depicting days of the week is quite revealing in that the busiest demands for police service occur during the work week. Historically, in many other communities it is often the weekend's activity that are more arduous.



The overwhelming challenge for the CEO of any police agency such as Holyoke is to assign personnel in a way that maximizes coverage and minimizes vacant shifts which would require overtime expenditures. Providing patrol coverage seven days a week for 24 hours is a unique challenge for Chief Pratt as he must contemplate community demands for obligated work while ensuring there is adequate staff to effectively respond, resolve the issue, and do so with officer and resident safety at the forefront. There remains the need for proactive policing rather than the reactive platform that Holyoke finds itself confronting at this moment. Chief Pratt has attempted to maximize the complement of officers to the community's best interests. He and his staff have concluded that each shift should be staffed with the following configuration:

Day Shift	0800-1600	Twelve (12) officers
Evening	1400-2400	Twelve (12) officers
Midnight	2400-0800	Twelve (12) officers

This complement of personnel is based upon service demands and when police are requested, the obligation must be to respond to calls for service within a reasonable time span.

MRI concurs with Chief Pratt's patrol strategy where shifts are designed to have 12 officers per shift, capable of responding while implementing a proactive response that would include mobile community policing vehicles as well as a robust traffic initiative. The designed shifts have 51 police officers as well as 9 patrol sergeants for a total complement of 60 officers to fill these 12 officers per work shift. However, under the current realities of personnel vacancies, Holyoke Police are barely able to react to the existing demands let alone implement any additional tasks other than the basic response to calls for service. As MRI concluded in the previous availability calculations, due to contractual obligations and ancillary tasks, each officer is available to patrol the community only 1528 hours not the 2080 for which they are compensated.

As noted, further complicating the realities facing Chief Pratt and his administrative staff is the fact that there are currently 6 police officer vacancies, 8 staff are scheduled or currently attending their basic Massachusetts Police Academy training, and another 11 officers are unavailable due to being injured on duty. At the time of this report, these realities leave only 35 patrol officers to fill a shift configuration of 3 eight-hour shifts 3 times a day which requires an absolute minimum of 36 officers.

MRI must conclude that these factors highlight the impossibility of staffing the designed patrol shifts adequately considering that personnel need to have a day off and repeatedly "going to the well" for overtime, especially when it is a small well, is extremely problematic. Ultimately, to fulfill the previously discussed contractual obligations and meet staff patrol shifts at minimum allotment, overtime is the only option available to Chief Pratt. Additionally, more often than not, it's forced overtime. This results in significant stress to the limited human resources who do not desire this level of involuntary overtime, while adversely impacting the City's reduced overtime allocations. Complicating the current environment is the reality that today's workforce values time-off more than compensation and are not interested in working any overtime, let alone forced overtime. Money is less of a motivator than quality time off with family and/or the pursuit of off-duty activities.

MRI is approaching the next series of calculations in two ways due to the unique challenges MRI has observed that currently exist in Holyoke. In the first, MRI will depict the designed patrol allocations using the sixty (60) officers as if there were no employee deletions. The second set of calculations will engage the reality of vacancies that currently exist and apparently will for the foreseeable future. That number, as discussed, is thirty-five (35) officers.

First Exercise

If there are no absences, the number of officers assigned to patrol activities where 12 officers are assigned to each shift uses the current authorized staff of 60 officers.

60 Officers X 40 hours/week X 52 weeks equates to 124,800 hours.

Each of the 60 full-time officers is compensated for 2080 hours per year and should be capable of adequately responding to obligated calls for service for 124,800 hours in a year. However, as the previous exercise demonstrates, MRI has determined that due to previous contractual obligations and other tasks required of the patrol officers which prevents them from being readily available to perform patrol duties, the 60 officers are only available 62,880 hours.

60 Officers X 2,080 hours equates to 124,800
60 Officers X 1,048 hours equates to 62,880
124,800 hours – 62,880 hours = 61,920 hours

This fact creates a shortfall gap of 61,920 hours, or thirty fulltime officers (2080 hours X 30 = 62,400) that are not filled by obligated patrol duties, nor does it address the scheduled patrol shifts that Chief Pratt deems as essential for minimally providing services to the City of Holyoke.

Second Exercise

Under the ***current*** situation with several officers in training, injured on-duty and the existing vacancies, there are only 35 officers available to be assigned to patrol activities where, by design, 12 officers are calculated for each patrol shift. These 35 officers are barely enough to fill the ***minimum-mandatory*** staffing level of 7 officers per shift.

35 Officers X 40 hours/week X 52 weeks equates to 72,800 hours.

Again, each of the 35 full-time officers are compensated for 2080 hours per year and should be capable of adequately responding to obligated calls for service for 72,800 hours in a year. However, as noted via the previous analysis demonstrates, MRI concludes that due to previous contractual obligations and other tasks required of the patrol officers which prevents them from being readily available for their patrol duties, the 35 officers are only available 36,680 hours.

35 Officers X 2,080 hours equates to 72,800
35 Officers X 1,048 hours equates to 36,680
72,800 hours – 36,680 hours = 36,120 hours

This fact creates a gap of 36,120 hours, or 17.36 officers, (2080 hours X 17 = 35,360) that are not filled by obligated patrol duties at the ***minimum-mandatory*** levels. This level of staffing is already acknowledged to be subpar, exhausting staff with forced overtime which ultimately results in diminished employee morale and arguably, severely diminished problem-solving capacity by the officers to address the myriad of issues facing the community.

These exercises serve to highlight the reality that officers are simply not available to be assigned to a task due to existing collective bargaining agreements obligations and ancillary time away from patrol, such as court, sick leave, and training. With Chief Pratt's designed allotment of 12 officers assigned to each shift, there would be some flexibility to field a minimum of 7 officers per shift, when officers are absent, without forced overtime. However, under the existing realities of vacancies and other absences, there is absolutely no flexibility resulting in forced overtime that the officers do not want, nor does the City want to pay for.

Ultimately, the single most important factor in determining adequate staffing for any police agency is determining what level of service the community desires and ultimately demands. Often this reality is driven by how much the community resolves to expend on police resources, as personnel are the costliest item in any police budget. While it is the community that ultimately determines staffing levels via funding allocations, there are several 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 Holyoke community desire a high-visible police patrol presence, designed to deter crime or address those who speed through neighborhoods?
- Do the residents desire a traditional patrol-based policing model, or one where officers are actively engaged in identifying and remedying the underlying causes of crime and disorder?

MRI heard from the Citizens Police Advisory Committee that there is a strong desire by the community for an active traffic enforcement program but under the current staffing situation, it is impossible to meet those demands. The decision regarding embracing important yet ancillary programs such as placing a School Resource Officer in each of the City schools has not been met. Currently, there are programs focusing on the elderly and the current opioid crisis, all of which remove officer availability from patrol initiatives. Ultimately, MRI has concluded that the Holyoke Police Department routinely transfers patrol officers to address specific needs of the community. However, in so doing, there must be an awareness that every officer directed away from basic preemptive patrol activities, negatively impacts the ability of other patrol officers to engage in proactive initiatives other than patrol and basic investigative services and creates significant overtime expenditures to meet those basic patrol obligations.

Given the fluctuation in staffing levels over the recent years, it appears to MRI that rarely is the Holyoke Police at full complement of personnel. While this reality creates enormous challenges to calculate a workload analysis when positions that are budgeted are constantly vacant, a viable analysis must engage all authorized positions enabling Chief Pratt to evaluate the potentials. These calculations are important to the Mayor and the governing body who need to understand the capacity of an agency at full complement and grasp the negative implications of the Holyoke Police Department when it is not fully staffed regardless of the reason.

As with any mathematical approach to a profession that must respond and satisfy subjective consumers, in this case the residents of Holyoke, there are acknowledged shortcomings. MRI suggests caution be exercised interpreting these results. Still, there is ample information within these calculations that should provide Chief Pratt and governing officials with abundant evidence that staffing levels at the Holyoke Police Department are significantly below those necessary to provide responsive policing services on a 24/7 basis. Unfortunately, it appears to MRI that the inability to be responsive and engage in proactive patrol initiatives is contributing to the reality that the Holyoke community has one of the highest crime rates per capita in the Commonwealth.

MRI must conclude that under current conditions, the Holyoke Police is a reactive agency where police reports are often completed for insurance purposes as opposed to a desired pro-active, problem-solving, and engaged strategy. The Holyoke Police appear to be in a one-dimensional approach to policing, that warrants attention and an overall strategy to engage the community to identify community desires and then implement these goals.

Not to be underestimated is officer awareness and frustration as each employee is conscious of the fact that they could and should be accomplishing more. MRI has observed this weariness within Holyoke staff as well as in other organizations. Anecdotally, during a visit to the Holyoke Police facility as the MRI staff attempted to interact with two officers at their lockers who were donning their uniform to begin their shift, there was literally no acknowledgement of our attempt to speak to them. Another attempt also met with silence. It was clear they did not desire to speak to us. Before walking away, the MRI team member stated, "Be safe!" to which the response was a disengaged and dis-spirited, "Sure."

These frustrations often lead to staff seeking employment in a community where staffing levels per capita and call for service is more relevant and a more proactive policing philosophy is embraced, lessening their frustration. This very sentiment was expressed in the employee survey where approximately 58% of the respondents stated that they would, 18% were neutral, and just 24% indicated that they would remain in Holyoke.

Before significant community dissatisfaction arrives and while the need to address the immediate patrol officer shortage is more immediate, there will also be the opportunity to strategically plan by gradually addressing staff challenges and community concerns. When police reaction to service requests are delayed or ignored due to more serious incidents or 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 Holyoke Police Department's inability to adequately investigate, or traffic accidents increase due to the agency's inability to perform directed traffic safety patrols, there must be preparation to make suggestions that may not be embraced by a community desiring personalized service. Ultimately, without additional human resources or the necessary tools to accomplish the mission, the community will need to determine the level of service that it can ultimately afford and/or is willing to fund. Alternatively, the community will have to determine the level of crime, lawlessness, and loss of safety they are willing to tolerate.

	2021	2022	2023	2024	2025	2026	2027
Calls*	42,507	44,207	45,975	47,814	49,727	51,716	53,784
# Patrol Officers	60	60	60	63	66	69	72
Call Per Officer	708	736	766	758	753	749	747

*A 4% increase is projected annually to perform this analysis.

The exercise above is designed to further enhance the ability of the Holyoke management team to monitor and reasonably project demands upon the existing staff and react accordingly. The matrix is deliberately designed to be conservative by using ***all*** patrol officers in the calculations when it has already been determined that almost half of these officers are not available to respond to obligated calls for service.

To maintain a conservative approach to the matrix above, MRI calculations anticipate a 4% yearly increase in obligated calls for service. Regardless, at approximately 736 calls per officer, the agency must be judged reactive rather than proactive. MRI can validate that conclusion as MRI repeatedly heard the strident desire by the community to have a more proactive traffic enforcement initiative and the Holyoke Police expressing concern that they do not have the resources.

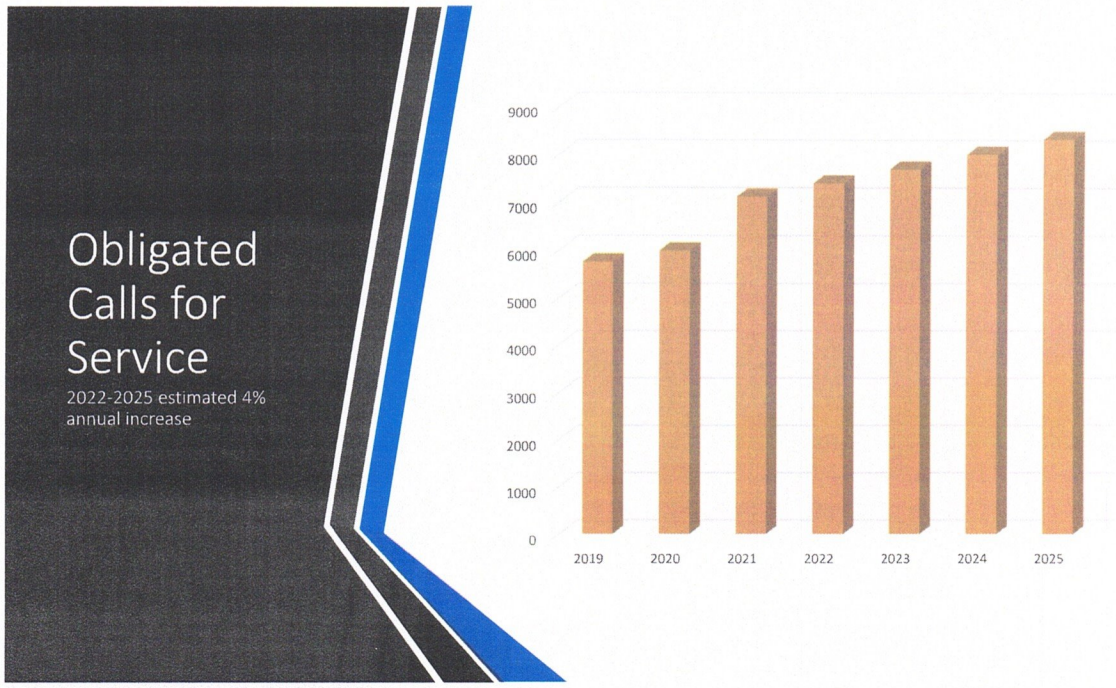
MRI concurs with Chief Pratt's assessment. It is evident that the Holyoke Police cannot adequately provide sufficient human resources to fill the desired patrol of twelve (12) officers per shift and are currently forcing overtime just to maintain minimum mandatory staff of seven (7) officers. However, the decision to hire thirty (30) additional police officers as MRI has concluded the Department is short, is simply a non-starter. Consequently, the matrix is forecasting an additional three (3) officers annually for the foreseeable future, which may be a more agreeable approach to the determined shortfall. It must be clearly understood that these thirty (30) are ***new*** positions, not replacements for those who resign or retire.

The reality is that given the current lack of employees providing patrol services, the Holyoke Police are barely keeping up with community demands for service. The moment appears to be at a tipping point where it is clear to MRI that the call volume per officer must be lowered, or at

least stabilized, to enable the staff to proactively address community issues or more staff is needed to respond. The lower the calls per officer become, the more attentive and problem-solving the officer is capable of being, and the more positive the resolutions will be for the resident taxpayer. MRI believes that reducing the number of calls per officer by adding patrol officers in the projected years may permit further assessment and allow the agency to transition to that of a more proactive strategy.

It is important to note that the data above focuses upon patrol capacity exclusively to respond to obligated calls for service. MRI has noted the high number of specialized positions deducting patrol staff from responding to calls for service. If there are any additional deviations of personnel to specialized assignments, the MRI projections will fail. The burden to adequately respond to the number of calls for service increasing will ultimately fall to the patrol officers to address, not a narrowly focused specialty function. When patrol staff begins the strategy of simply responding and not problem-solving due to the pressures of calls for service backing up, then community dissatisfaction will escalate, creating an undesirable reality for City government that will ultimately cost more tax-payer funds to rectify as opposed to a well-planned systematic approach to maintain or enhance the status quo.

At the national level, there has been significant discussion among the police profession that calls for service are becoming more complex and time consuming. It is widely recognized that police agencies across the nation are being subjected to the new paradigm of delivering police services. The demands upon law enforcement agencies have greatly expanded the mission for the police and largely focus upon quality-of-life issues, mental health, and coordinating community services that are predicated upon mutual trust and respect. Holyoke is no different! It is a troubling reality that Holyoke's crime rate per person is one of the highest, if not the highest in the Commonwealth. It will not be sufficiently addressed without a creative and collaborative strategy. And while that strategy may not necessarily include more police officers, stabilization of the crime rate is a precursor to any constructive approaches being considered or implemented.



Chronobiology of Workload

There have been studies in recent years that have commented on the effects of shift work on individual workers called the science of Chronobiology. Analysis of the lives of shift workers seems to indicate that various schedules can contribute to the disruption of the normal circadian cycles of human beings. Such change can contribute to sleep disruption and fatigue, as well as social and domestic disturbances. It must be realized that the length of the shift, the frequency of shift change, and the direction of the shift cycle will have health, safety, and social implications. These effects should be considered when establishing shift rotation policies as well as individual assignments. (See Chronobiology on the Internet for more information.)

According to the National Library of Medicine, "Disruption in police officers; in recent years there has been widespread growth in services, available regardless of time or day organization (24/7 service) and a diffuse increase in their use, both in work and private lives, generally ignoring the importance of a regular sleep organization. Police officers - often need to work extended shifts and long hours under highly stressful conditions, which results in reduced levels of safety and operational effectiveness. In numerous studies, perceived stress has been found to correlate with both subjective and objective disturbances in sleep. Consequently, excessive daytime sleepiness

is one of the most frequent health and safety hazards that police officers must deal with. Sleep deprivation affects performance outcomes through a wide range of cognitive domains. Sleepiness and fatigue, caused by sleep loss, extended work and wakefulness, circadian misalignment, and sleep disorders are major causes of workplace human errors, incidents, and accidents. Therefore, prevention of sleep loss, high levels of stress, and fatigue is a key factor to consider when assessing emergency intervention[4]."

Noted elsewhere, as a matter of operational efficiency given the current staffing and workload, the current 4 days on-duty and 2 days off-duty schedule makes sense. However, given the risk associated with prolonged periods of fatigue, once staffing levels can support a change to a more healthful schedule, consideration of such a change is recommended.

Workload Analysis Conclusion

MRI has determined that Holyoke Police do not have adequate human resources ***dedicated*** to performing patrol duties and responding to obligated calls for service, even when fully staffed with sixty (60) patrol officers, which it rarely enjoys. The City and the Police Department have combined to create several fundamental obstacles that have produced this issue. Firstly, there exists a very generous annual leave allocation resulting from collective bargaining decisions made years ago. Additionally, several addendums to the CBA are favorable to membership which increase time-off for those officers assigned to a 5/2 schedule as well as another that requires the assignment of sworn officers to positions that would otherwise be filled with civilian staff. Finally, the department allows the accrual of compensatory time off in lieu of cash overtime payments. Each employee is allowed to accrue a maximum of 480 hours of comp-time which equates to another twelve (12) weeks of time off. While MRI was informed that rarely do officers accrue this amount of comp time as they frequently utilize this benefit over the year, it is allowable under the current CBA. Historically, officers accrue the maximum 480 hours (12 weeks) as they approach retirement making this payout a significant liability to the City.

Secondly, the organizational decision to create a myriad of specialized assignments have deducted personnel from the patrol function rendering the response to obligated calls for service as extremely problematic. As MRI noted in the analysis of comparable communities, those six police agencies dedicate an average of 89% of their allocated patrol force to focus upon responding to obligated calls for service. The Holyoke Police dedicate only 64% of their patrol force to the same function. Finally, MRI calculations have concluded that the Holyoke police

[4] https://pubmed.ncbi.nlm.nih.gov/25558741/

officer availability falls short by seventeen (17) to thirty (30) officers under the best of conditions. It is important to reiterate the current employee vacancy situation as MRI has concluded that the agency is confronted with vacancies so frequently that it must be considered the norm. At the time of this report, Holyoke has eleven (11) officers injured on duty, six (6) patrol officer vacancies and eight (8) new employees currently attending the MPCT academy. Even with immediate hires, these new employees will be of no value to the calculations as they are not trained or ready to assume filling a patrol position. It is abundantly clear to MRI that Holyoke is not experiencing anything resembling "best of conditions" and the response to obligated calls for service will remain problematic resulting in a significant amount of forced overtime expenditures by the City.

POLICY, PROFESSIONAL STANDARDS, AND ACCREDITATION

The Written Directive System

Guidance for police agencies is most often found within the written directive system administered by the Chief of Police. Commonly referred to as a "policy manual," the written directive system is made up of the policies, procedures, rules, and regulations of the agency. The department's written directive system often points staff in the direction of external regulations that are binding on the agency, such as training manuals, state mandated protocols such as resultant from the 2020 Police Reform Act, employment agreements, laws, and constitutional requirements that give guidance to ensure that the department behaves honorably, ethically, and lawfully.

A well-written policy manual should be thought of as a living document, reflective of organizational core values. The policy manual must be reviewed and revised frequently to ensure that it remains relevant, reflective of community needs, and addresses such changes that may come with shifting technology or other influences on the agency. Regardless of changes made by the department, the Chief of Police must ensure that the manual is understood and applied consistently, fairly, and justly.

Proper application of policy instills community confidence and trust in the organization. A law enforcement agency is often the most visible evidence of government in a community. The police department's interaction with a community has the far-reaching effect of influencing people's belief in fair government, either negative or positive. Police officers swear an oath in Holyoke. It is a promise to the community that they will uphold the constitutions of the United States and the Commonwealth of Massachusetts, and the rule of law derived therefrom. For officers and

staff to fulfill this promise, the Chief of Police has an obligation to lead and manage the agency fairly, equitably, and impartially, at least in part through its system of written directives.

Officers selected for their character must be carefully trained to understand and apply the written directive system in their formative years with the department; these directives and learned skills become habits. It is imperative that the application of the written directive system evokes practices from employees that are reflective of the agency's core values, honor, ethics, and the law. By equitable and repetitive enforcement of the regulations during times of ordinary police operations, officers can perform their sworn tasks under duress and in the absence of supervision. With the guidance of the organizational mission and written directives, officers and staff are enabled to dedicate their professional lives to the service of the community.

For a policy manual to be effective, it must thoroughly guide staff, while also allowing discretion to apply the directives when flexibility is needed. A policy can be spirit crushing if it is overbearing. When overly restrictive, the policy manual becomes an unnecessary burden to employees and management. Officers hired for their character should be entrusted to administer the expectations of the community fairly and justly within the spirit of the intended outcomes. In this regard, the risk is managed by a written directive system that supports effective leadership, communication of expectations, repetitive training, commendations, and self-discipline. By virtue of effective leadership and the just, fair, and impartial management of the written directive system, the Chief of Police and supervisory staff should ideally find the imposition of punitive discipline to be uncommon ground.

Though further review and revision are necessary, the Holyoke policy manual generally provides needed guidance to officers. Observed objectively, as a complete body of work, the existing policy manual is not consistent with contemporary best practices and industry standards. Without extensive revision and exercising the manual as a matter of day-to-day operations, and in the absence of proof of such exercise, the manual is of little value to organizational management of liability. It has been MRI's experience that the ongoing commitment to organizational excellence needed to fulfill requirements of an accreditation program, such as that offered by the Massachusetts Police Accreditation Commission (MAPAC), assists communities to manage risk associated with policing.

High Risk Policy Review

MRI has conducted a review of a sampling of Holyoke Police Department written directives that give guidance to officer activities that are characterized by high risk, whether in the form of danger to the officer/public or in the form of financial or reputation liability to the community. These have been associated with this review through MRI's observations and interviews of employees, as applicable. MRI found the current versions of the Holyoke Police Department's high-risk policies to reflect industry standards and best practices, but that application of policy in day-to-day practice was inconsistent.

In general, MRI recommends that the Holyoke Police Department seek to invest in oversight by MAPAC and/or the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) with respect to assuring that the critical elements needed in written directives for compliance with industry standards and best practices established for Massachusetts law enforcement agencies are written into policy and enforced as a matter to practice.

Accreditation

MRI recognizes that accreditation is a progressive and time-proven method of assisting law enforcement agencies with assuring that they are adhering to best practice policing and continuously improving their overall performance. The essence of the accreditation process lies in the adoption of standards that contain explicit statements of professional intentions. Possessing accredited status would represent a significant professional achievement for the Holyoke Police while ensuring residents that the agency adheres to the best practices of the profession in all tasks. Achieving accredited status will not ensure error-free policing or a crime-free environment, nor will it ensure an absence of litigation against the agency or the city. However, through effective leadership of the Holyoke police which is based upon industry standards and best practices, the community will have a higher level of understanding that their police department is conforming to expectations of the modern age. When the agency stumbles, for instance, an accredited agency has policies and procedures in place as a safety net to find and correct the problem before substantial liability may arise.

During these challenging socio-political times for the police profession when scrutiny of every action is very much the norm, accreditation assists police departments to operate more professionally, justify their operations, and promote trust in their community as they can demonstrate adherence to best practices in the industry. Whether national or state, most

accrediting programs require agencies to assess high-liability areas of their operations, provide officers with more training, and hold officers accountable to policy and training compliance. At the national level, and within Massachusetts, inevitable changes to social norms and best practices are reflected in a program of continuous improvement of standards to which agencies are expected to comply. Accreditation ensures that revisions to industry standards and best practices are made in real time. Such timely changes result in subsequent agency demonstration of commitment to *currently expected* excellence. Massachusetts is considering accreditation to be a mandatory activity for all agencies in the Commonwealth because accreditation promotes transparency and fosters a culture of accountability while providing some assurances addressing the management of risk associated with a profession that has the inherent ability to arrest, detain, and interrogate people, as well as the uncompromising power to utilize deadly force when such a drastic step is called for in the defense of self or others. Whether such an unfunded mandate will become the reality in Massachusetts remains to be seen.

While accreditation is a relatively new process for law enforcement, hospitals and healthcare facilities across the United States have long been required to maintain accreditation to receive government funding such as Medicare and Medicaid. Colleges and universities also must maintain their accredited status to participate in federal funding for financial aid and prove that the quality of education is at the highest levels. Oft asked, would you send your loved one to a hospital that was not accredited? Or a college/university? What would the community reaction be if the faculty at the Holyoke Public Schools lost their DESE professional licensure?

It is widely recognized that when an agency enrolls in an accreditation process, they are committing to excellence in leadership, resource management, and delivery of services. Ultimately, the basic tenet of accreditation is a systematic internal review of policies, procedures, training, and operations, all of which are measured against an accrediting body's standards manual to prove compliance. When a police agency is "accredited," they are following the best practices in the field, *and they can prove it*! It is not up to the department to simply say that they are delivering the goods; with accreditation, a third party that has no special interest in the outcome of examinations, sets the standard, reviews the work, and declares that the agency has proven excellence.

As this report was designed to provide a high-level overview of the agency, MRI focused upon three high-liability policies including Evidence, Use of Force, in this case Tasers, and elements of Personnel Management. MRI received electronically what was described as a complete set of

policies and procedures from the agency. Chief Pratt explained that the current policy manual is a historical document having been updated and kept in line with appropriate Massachusetts legislation including the recent police reform initiative recently signed into law. MRI noted that many of the policies appeared to reflect best practices that may be found in an accreditation system while others did not and would be deemed "out of compliance" if Holyoke participated in a voluntary accreditation program.

Use of Force

After an initial review of these documents, many policies in this critical area were aged and did not reflect an annual review as is appropriate to ensure maintenance of current issues, tactics, and strategies. For instance, *Authorized Weapons* had an Original Effective Date of January 2003 but another heading on the policy stated that the last revision date was December 2018. The listing of authorized weapons was very limited and does not mention Tasers or any other system. Also, while possibly viewed as minutia, instead of using the term *OC Spray*, Holyoke policy states *Pepper Spray*. Oleoresin capsicum is the chemical foundation for this defensive non-lethal weapon system. While not a precarious issue, the demonstration to a litigant's attorney that critically important policy of this nature is not being monitored and kept current with industry norms creates a foothold for additional legal challenges to the operation of the agency.

MRI reviewed ten policies in the category of Use of Force. Until the last policy was reviewed, many of the previous were not current and were found to be dated. The last policy with a revision date of April 19, 2021, was clearly reflective of the passage of the Massachusetts Police Reform Act encompassing such issues as banning chokeholds, requiring officers to intervene when observing others violating the law and/or policy, and demonstrating current best practices in lethal, less lethal and non-lethal use of force. Considering these best practice updates, MRI was surprised not to observe references instructing sworn staff when force must cease. Once again, accreditation standards require that "personnel actively engaged in the application of force must ensure the use of force does not continue beyond the point that is reasonable. Personnel must continually reassess the situation and ensure the level of force being used meets the objectively reasonableness standard". Without specific instructions found in policy, Holyoke police don't have a line in the sand over which they are strictly prohibited from stepping.

During the SWOT exercise with patrol and detective personnel, there was significant concern expressed about training. It was shared with MRI that funding did not exist to purchase ammunition in such quantity to allow officers to qualify, overtime to conduct the training, and

the lack of specialized training for the agency's instructors. Additionally, MRI was advised that the lone instructor for the Taser system's certification had expired. Holyoke policy relative to "Electrical Weapons" or Tasers stated that only officers who have been trained and authorized may carry this device. MRI concurs that this is appropriate language but learned during discussions with staff that there has been no annual training by a certified instructor. So critical is this training, that the Commonwealth of Massachusetts established special regulations governing these weapons which falls under standards 501-CMR 8.04 that mandates the following:

> *"All authorized officers who have successfully completed the authorized training program pursuant to 501 CMR 8.05(1) must then complete an annual recertification training of no less than one hour consisting of:*
>
> *(a) A review of the department's use-of-force policy and other policies and procedures related to electronic control weapons;*
> *(b) Updates regarding the electronic control weapon;*
> *(c) Testing to demonstrate knowledge of areas such as policies, protocols, use, and effects of electronic control weapons; and*
> *(d) A demonstration of proficiency with the electronic control weapon."*

Massachusetts Secretary of Public Safety and Security also requires the following:

> *Prior to training authorized officers, every department and agency must submit to the Secretary of Public Safety and Security:*
>
> *(a) A copy of the department's use-of-force policy incorporating electronic control weapons.*
> *(b) A copy of the department's policy regarding training, recertification, and training hours related to electronic control weapons;*
> *(c) An overview of the department's data collection protocol; and*
> *(d) A copy of the department's policy affirming it will comply with the statutory reporting requirements as set forth in M.G.L. c. 140, § 131J.*

If it is factual, as portrayed, that Holyoke's training is not accomplished by a certified instructor, the fact would negate adherence to Holyoke's own policy but in addition, those of the

Commonwealth. MRI was further advised by training personnel that there were no funds to purchase additional Taser cartridges that would be used for training purposes.

Evidence

The goal of the property and evidence function is to provide for the security of seized, recovered, and property deemed to be evidence, along with abandoned, lost or found property coming into the possession of the department. The integrity of such a system is critical in the support of investigations; helping to bring forth a successful prosecution in criminal trials, or presentation of civil trials, and arranging the timely return of property to its rightful owners.

MRI reviewed the evidence procedures against best practices as recognized by CALEA standards. MRI also reviewed Holyoke practices to ensure that the department is adhering its own current procedures. All applicable policies were reviewed including the two primary that deal with evidence collection and retention such as EQ-4, Non-Certified Drug Destruction, and EQ-16, Evidence and Property Handling.

EQ-4, Non-Certified Drug Destruction was difficult to comprehend as written. The policy describes the process for destroying both analyzed and non-analyzed substances, or simply drugs or suspected drugs taken into police custody as evidence or where there are no criminal charges. There is no mention of non-certified drug destruction in the policy, outside of the heading. Additionally, the alpha/numerical paragraph identification was confusing to follow with several numbers skipped altogether. MRI did discuss the drug destruction procedure with the Professional Standards Captain; as described, it seems that the destruction process is followed thoroughly by the evidence technicians. Documented destruction and verification of such is recommended.

MRI noted the policy also governs found property and designates the evidence technician as overseer. MRI was informed that the Department separated the function of found property from evidence and placed responsibility under the control of records making this policy out of sync with written directives. Furthering the confusion, the property section of the policy seems to be generic and not specific to Holyoke Police. MRI recommends that this section be revised to describe the new process in detail. Mishandling or losing found property may not carry the same risk as evidentiary property in terms of affecting the outcome of a criminal matter but can have a significant negative impact on the department's reputation.

As noted, MRI repeatedly found issues, albeit relatively minor, but issues, nevertheless. For instance, all evidence submitted to the technicians is documented initially by the submitting officer. The IMC record management software assigns a number to the case. The technician receiving the property writes out the number on a tag that is taped to the property or writes the number on the packaging itself before submitting it to the lab or placing it in storage. After the initial input into IMC, the department prints out the form which is placed in a folder, by month and year. When the property is discarded in any fashion, there is no electronic notation of the disposal in IMC rendering this item as potentially missing and a liability to the City.

The evidence room itself was found to be clean, neat, and orderly, but space was very limited. Evidence is stored on stationary shelves while other pieces of evidence such as guns, jewelry, money, and drugs are stored separately as required under best practices. These procedures were noted. Cash is temporarily stored until it can be deposited in an account under the control of the City Treasurer who is required to sign off on any withdrawals.

MRI noted that the evidence storage room is under significant space stress due to the quantity of items held within. According to staff, they are in a constant process of purging evidence to make space. Unfortunately, receiving the necessary paperwork from the courts to vacate property and/or evidence can be an extremely slow process over which they have no control.

Evidence Recommendations

- All personnel assigned to the duty of evidence/property custodian should be provided opportunities for training to ensure they remain current with best practices. They should also attend training on using the IMC software evidence module and phase out the paper-based folders and system.
- The Evidence Room should be equipped with an intrusion alarm to be received by dispatch, and at least one recorded security camera, when funding allows.

- Develop written guidelines and procedures to document all items of evidence along with a requirement that evidence/property be returned as soon as all legal requirements have been met. As soon as practical, steps should be taken to remove items from storage through court ordered destruction. MRI recommends that the commanding officer of the evidence function meet with the appropriate court personnel and see if the current system can be improved.

- Announced and unannounced inspections/audits of the evidence room and the procedures associated with evidence control should be conducted on a regular basis. The results of announced and unannounced audits and inspections of the evidence should be documented. A sample audit of evidence should be conducted at least once per year. MRI was informed that these inspections are being conducted. We asked for a sampling of the reports but did not receive them; therefore, MRI was not able to confirm that they are being conducted according to policy.

- A policy and directive should be written outlining the steps to be used for depositing and tracking cash seized as evidence or accepted for safekeeping at the police department.

- The department should consider returning the lost and found property function to the evidence department. Currently items of value are kept under the control of the evidence department. Other items, such as a lost wallet turned into the department are controlled and stored in the records department. The accusation of a misplaced piece of property, money, or misuse of a credit card can be potentially damaging to the department's reputation. The evidence officers are trained in the recording and retention of property and are the best alternative for this function.

- The department should consider replacing the sworn personnel assigned to evidence with civilians. There is a critical need to have officers assigned to operations and not administrative functions.

- The department should consider assigning light duty personnel to work under the evidence officers, when possible, assisting in researching and purging evidence no longer needed for criminal cases.
- Many police departments are using "bar-coding" technology to label, record, and track evidence. IMC supports this function. The software will print out a unique bar code that can be adhered to the outside of the property. The evidence technician can scan the barcode and record each transaction with a date and time stamp. Receipts can be printed out, signed, and saved in the system.

- Best practices require that final disposition of found, recovered, or evidentiary property be accomplished within six months after legal requirements have been satisfied. Because

of a breakdown in the Holyoke system, this is not occurring on a regular and consistent basis. MRI recommends that the commanding officer of the evidence function meet with the appropriate court personnel and see if the current system can be improved.

- The current stationary shelving structure is not flexible; the size and location of the shelves cannot be modified as needed. The shelves themselves are fixed and stationary. Most modern police departments with an evidence room the size of Holyoke's use mobile, space efficient shelves that increase storage capacity.

- There does not appear to be relevant policy regarding assignments of personnel to the evidence function. MRI could not ascertain how that designation is made and documented. MRI recommends that this designation be made by a written department order. If possible, the designation should be rotated between officers assigned to the evidence function.

FISCAL AND PROPERTY MANAGEMENT

The development of an operational budget, and the exercise of developing that budget establishes priorities and goals while identifying the revenue streams to pay for those activities. The size and scope of these decisions make the budget process one of the most important and complex exercises in the public sector. he budget is quite literally the financial expression of organizational and community values. Ultimately, the budget is also a historical document that memorializes reactions to events, highlights community priorities, and often guides the development of future initiatives.

Developing a budget is defined as a process of estimating revenues and expenditures, comparing the two, and adjusting until they balance. During the process the agency, along with the funding source, makes value decisions as to what is important, what should be prioritized, and how much emphasis should be placed on community-oriented policing, traffic enforcement, training, and equipment. According to the International City Management Association, to be effective, law enforcement executives must address three key areas associated with the financial management. The development of the budget itself, how to use the budget to reflect not only expenditures,

but key investments needed to improve the organization's future performance, and finally measuring the organizational activities and accomplishments.[5]

As noted, the very exercise of establishing the goals of the agency through sound budget development is critical but also essential is the monitoring of expenditures to ensure that the taxpayer's hard-earned money is being used in accordance with their wishes and in conformance with procedures accepted by the governing jurisdiction. Recognizing the importance of this function, industry standards and best practices include several standards and best practices that govern "Fiscal Management and Agency Property[6]".

MRI found that the Holyoke Police have one civilian staff member assigned to bookkeeping and monitoring accounts payable and receivable. Observing that the payroll function is still a paper-based system throughout City government was surprising. In subsequent discussions with the City Auditor, MRI was informed that the City is exploring a variety of software systems to eliminate the time consuming, redundant, and cumbersome paper systems.

It is abundantly clear that the continuing staffing crisis at the Department has created a substantial demand on overtime funds. The Mayor, Chief of Police, and staff have emphasized overtime budgeting, expenditures, and method of use as driving forces behind the community call for this review.

	2020	2021	2022
Overtime Appropriation	$350,000	$250,000	$250,000
Transferred into account	$938,947	$710,000	$675,000
Total expended	$1,288,947	$960,000	$925,000

MRI noted, and the above chart demonstrates, that the regular overtime account has been systemically underfunded with the shortfall addressed by transferring funds from other accounts

[5] Mark H. Moore and Darrel W. Stephens, "Organization and Management" in Local Government Police Management, (Washington D.C., International City Management Association, 1991) pg. 49
[6] CALEA Standards for Law Enforcement Agencies (CALEA SLEA)

that have an end of year surplus, primarily the salary accounts. It is not unusual to see overtime accounts over-expended in public safety budgets as most police managers cannot anticipate all natural and manmade emergencies, or personnel actions such as retirements, resignations, injured on-duty, or a pandemic that may draw down on the budgeted funds unexpectedly. Politically, the ability to fund the array of events possible within the budget year is a non-starter. But the historical challenges associated with the staffing levels at the Holyoke Police should be a precursor to future needs. Complicating this strategy is the reality that if all vacant positions are filled there will be no salary savings to transfer. That element is important to note when considering the exercises in this report that have identified the gap between budgeted staffing levels and recommended staffing levels needed to satisfy the minimum requirements of patrol obligations.

MRI was informed that the department submitted a supplemental budget for the current fiscal year that included funding for the following:

- $35,000: Data Management Equipment/Services.
- $35,000: Education and Training.
- $18,000: Office & Professional Supplies.
- $15,000: Ammunition.
- $32,000: Personnel Equipment which includes $18,800 for outfit for new recruits
- $13,200: Match a grant for police bulletproof vests.
- $3,000: Auxiliary officers

Typically, in MRI's experience, supplemental budgets are requested and approved for extraordinary or unforeseen expenses. A supplemental budget request for office supplies, ammunition, and training would indicate that the initial appropriation was not sufficiently funded to sustain department operations on a day-to-day level. Typically, such items may be budgeted with a high level of surety based on past appropriations and spending trends, thereby negating the need for supplementary budgeting during the fiscal year.

Worthy of note, Holyoke Police have been very active in applying for and receiving grants from outside sources. There is a grant manager overseeing several programs including the financial oversight of those programs. Many of the grants received allow the City to recoup parts of the salary for this oversight.

During MRI's interviews with city hall staff and City Councilors, several of them expressed a concern that the Holyoke Pole have repeatedly over-expended the grant allotment every fiscal year. According to financial ledgers that MRI reviewed, these concerns are warranted as depicted in the amount over-expended grant accounts. It is MRI's experience that overspending grant monies is uncommon; the city's concern is understandable.

Fiscal Year	Number of Accounts	Amount
2020	18	$301,997
2021	21	$254,841
2022	8	$200,187

MRI was informed that the city had to make up the shortfall in many of these accounts. However, according to Sgt. Hart, the Grants Manager, this is not accurate. He states that except for one grant, the Holyoke Police has not over-expended their grants. He attributes any end of year shortfall to the timing of reimbursements from the grantor. MRI, for the purpose of this review, did not conduct a financial audit. We mention it here, because if the over expenditures are accurate, they need to be addressed and rectified. MRI suggests that the city consider asking their outside auditing firm to conduct a review of the grant accounting as part of their EOY audit. MRI was informed that the Holyoke Police Department is not the only city department that struggles with grant bookkeeping. The city can then craft and adopt an overarching policy on how grants are applied for, approved, monitored, and closed out.

MRI was also provided with a copy of a special audit conducted by Melanson, Heath, and Company in 1997. Apparently, the audit was conducted in response to financial practices at the City and Holyoke Police; again, encompassing grants as well as internal controls governing the use of compensatory time and overtime. One of the primary recommendations of that audit was the creation of a Chief Financial Officer or Business Manager within the Holyoke Police Department. MRI was informed that the Holyoke Police did hire a comptroller in 2010, but the position was short lived. MRI agrees with this recommendation from twenty-four years ago. The Holyoke Police is in dire need of additional support in the Finance Department. As noted, there is currently one civilian person doing all accounting, including payroll. MRI recommends that the bookkeeping function of managing the grants be removed from the grant manager and put under the control of a civilian trained in bookkeeping and financial controls.

Capital Improvement Budget

The Holyoke Police Department routinely submits capital improvement projects to the city during the annual budget process, a fiscal management best practice. MRI has been informed that two high priority projects have been funded and are in the purchasing process. They include replacing the facility's "swipe cards" security system, internal security camaras and monitors, and the city's camera system. Both the card swipe and internal monitoring systems need to be replaced immediately. Currently the dispatchers and "house officer" cannot monitor prisoners as the cameras and/or monitors are broken. During one of our on-sites, the door into the cellblock was "temperamental" and did not open readily with the swipe card, a problem if an officer needs to enter the cellblock in a hurry. Also, the swipe card reader used to log the fifteen-minute suicide checks and the panic alarm in the cellblock do not work. Additionally, the department submitted a project to replace the HVAC system. During our SWOT interviews, MRI heard from various members of the department about the failed HVAC system. This is another CIP project that should receive a high priority as it has direct implication to the city's management of risk.

Department Property

Best practices require that police departments have policies and practices in place to manage department owned and leased property. It is important that department equipment be stored and maintained in a state of operational readiness. Police Departments routinely receive state and federal grant monies to purchase equipment. These grants typically have requirements on how this equipment can be used and ultimately disposed of. Grant auditors often need to physically see the equipment. The Holyoke Police has a very thorough and well written policy, EQ-13, Inventory Procedures, governing control of department property. However, our interviews revealed that it does not appear that the Department is following the policy. We were informed that there is no inventory, tagging, or tracking process for new equipment that is purchased by the police department.

The Grant Manager informed MRI that he has approached upper management with his concerns about grant purchased equipment. We were informed that the department bought several cameras with grant funds for the patrol cars that were lost or misplaced. Several patrol supervisors told us that they believed they were broken and removed from service. We were also informed that a light system for one of the rifles was misplaced. The department has purchased a barcode inventory system and is in the process of rolling it out for computer equipment. MRI

recommends that the system be used to tag and register all equipment purchases in accordance with EQ-13.

Recommendations

- The Police Department, with the assistance of the Finance Department should review and adjust if needed, all fees, including outside work fees, on an annual basis.

- The city should research and identify a new electronic time and attendance system with an eye towards implementing it.

- The department should carefully monitor the use of compensatory time as a cost-saving measure. Compensatory time can provide an illusion of not having to pay overtime. In many ways, you are borrowing against the future since you will be granting time off at time and a half at a future date. Federal and State labor laws limit the employer's discretion in granting compensatory time off.

- The Department should develop and report output or performance measures especially for their grant funded programs. Like many law enforcement agencies, they are capturing a wealth of data. Public agencies are being asked to demonstrate their worth during the budget process. Although one can debate the intrinsic difficulty in measuring public safety, certain performance measures can help in justifying grant funded programs, budget requests and appropriations.

- The City should hire an auditor to review the city's grant accounting practices and develop a policy that describes the grant process to include accounting practices to ensure the grants are not over-expended.

- The Department should create a master inventory of all department-wide equipment with their new bar-coding software system and follow EQ-13 as written. Property purchased with grant money may have special disposal requirements and should be tagged differently.

- The city should "fast track" the camera, swipe card and HVAC capital improvement projects.

- The Holyoke Police Department should hire a financial person to assist with the department's financial responsibilities including grant reporting.

PERSONNEL MANAGEMENT

MRI noted that the Internal Affairs policy generally adhered to accepted best practices but significantly deviated with protocol associated with citizen complaints. Industry standards and best practices require that "all complaints against the agency or its employees be investigated, to include anonymous complaints.[7]" Yet the Holyoke policy requires that if the citizen making the complaint does not sign the complaint, the complaint will not be pursued.

> *If the citizen does not wish to file or sign a formal complaint, then the Commanding Officer or Unit Commander shall explain to the complainant that without the filing and signing of a formal complaint, there will be no further internal investigation of this matter. Allegations raised in the verbal or unsigned complaint shall not be subject to further internal investigation. Additionally, since the complainant is unwilling to participate in any further investigation, the complaint shall be deemed "GROUNDLESS". Moreover, verbal, or unsigned complaints shall neither be used as a basis for any disciplinary action against any officer nor shall such reports be construed as part of such officer's personnel file.*

This procedure is inherently flawed, counter to best practices, and does not lend to the 21st Century Policing pillar calling for trust and legitimacy. Simply because a person is not signing a document does not necessarily negate the severity of the complaint. There may be countless reasons for not signing the form but there are no valid reasons for the Holyoke Police to avoid making assurances of the integrity of the organization. Best practice recognizes that it may be difficult to investigate anonymous complaints, but they must be pursued.

Sexual Harassment

When reviewing the sexual harassment policy of the Holyoke Police, it was evident that there is a desire to establish a culture of respect and equal opportunity for all employees. Best practices though require a written directive that prohibits sexual and other forms of unlawful harassment in the workplace while ensuring means by which it can be reported if the offending party is in the

[7] CALEA SLEA

complainant's chain of command. MRI noted that there was a current and applicable policy in place recognizing the inherent flaws of the past when women, many of whom are now retiring, encountered an atmosphere of slights, inconveniences, and even schemes to have them fail or worse.

Accreditation

While entering the accreditation process of the Commission on Accreditation for Law Enforcement Agencies (CALEA) would be MRI's preference, there is cost and personnel commitment by an agency the size of Holyoke. Frankly, given the issues that have been highlighted by this review, other topics should take priority. However, in MRI's opinion, entering the accreditation process will address the myriad of issues identified.

Consequently, MRI recommends that in the absence of funds and staffing, the Chief of Police establish a commitment to the Massachusetts Police Accreditation Commission (MassPAC). MassPAC provides the organization with greater accountability with a proven management system of written directives, training regimen, clearly defined lines of authority, and routine reports that support decision-making and resource allocation. Ultimately, the MassPAC process seeks to establish best practices through standards that prescribe "what" a law enforcement agency should be doing but not "how" they should be doing it! That decision is left up to the individual agency and its Chief. That said, it should be widely understood that being accredited under the MassPAC format is not a passive process; it requires a shifting and/or a retooling of the organization to ensure that there are systemic management directives in place. Every fourth year, assessors from MassPAC arrive at the agency to inspect these systems ensuring that policies and procedures have been implemented and that there is sufficient documentation demonstrating adherence and compliance to them. That is the true essence of the accreditation philosophy...best practice procedures that are followed by the agency!

Many CEOs point to the overwhelming work that must be accomplished to achieve and maintain accreditation. While this is a factual statement, MRI submits that properly managing a law enforcement agency is not without challenge but also stresses that there are no standards contained in the MassPAC format that any law enforcement agency should not be accomplishing in the first instance. The benefits of managing risk using an accreditation system of objective third-party oversight, whether CALEA or MassPAC, outweigh objections.

While having relevant policies in place that reflect the best practices of the law enforcement profession is the desired goal, if little or no indoctrination training has occurred and the

procedures are not followed and adhered to, then the policies are meaningless documents. At that point, the cost of a mistake/s can manifest in significant civil liability exposure to the City. If during litigation it can be demonstrated that viable policies were in place, but management did not require staff to adhere to the policy creating an illusion of practices, liability exposure grows exponentially.

Not to be underestimated is how this façade of best practices without adherence can have significant negative cultural implications for the police administration. Staff quickly gauges this house of cards approach to management and the police administration quickly loses credibility. Further, the Mayor and the City Council are led to believe that the organization is in good order having been told that policies and procedures, which can be observed, are in place. It is a common trait that Mayors and City Councilors do not have the law enforcement expertise to measure the validity of these systems. Not to be negated are the citizens of Holyoke who are the ultimate arbitrators of good policing as they must trust and have confidence in the local police to enforce the laws in a consistent and equitable fashion. Ultimately, if the Holyoke police lack trust and legitimacy, the entire local government apparatus is put at risk.

It is for all these reasons, combined with MRI's observations that a host of systems need to be created and applied as well as followed, that an accreditation program is strongly recommended for implementation.

CHALLENGES

Collective Bargaining Agreement

In greater detail within the workload analysis section of this report, collective bargaining agreements represent a substantial challenge to the current and future state of the Holyoke Police Department's effectiveness and efficiency. Without substantial changes to the agreement(s), inducements such as substantial leave packages, rules for shift coverage for vacated shifts, administrative assignments of sworn officers, and others will continue to pressure the City with costs needed to operationalize these so-called "non-monetary" compensation features that were liberally negotiated in the past.

Structured Maintenance Plan

MRI noted that there is a significant disconnect between city and police managers with respect to the maintenance of capital investments. Separate conversations with Holyoke Police

command staff and City Solicitor, Lisa Ball suggests that each is unsure of who is responsible for capital equipment and facilities. The result is the degradation of operational readiness across police service areas.

MRI has concluded that regardless of the technology or the equipment, a cavalier approach to maintenance exists. MRI recommends that a Citywide strategy committed to equipment maintenance be recognized as a critical and necessary component of the police operational budget that must be implemented as an early priority.

Massachusetts Civil Service

When the Massachusetts legislature enacted the civil service system in 1884, it was designed to protect hiring and discipline from patronage and political interference. Today there are numerous legislative initiatives, court decisions, and agency policies and procedures that match or supersede the intent of the system. Civil Services minimal entrance and promotional standards are a high school education or GED, accompanied by a Massachusetts driver's license. Preferences are automatically provided to disabled veterans, veterans, and children of deceased or severely injured officers regardless of qualifications. While well intentioned when founded, many agencies in the Commonwealth recognize that there may be benefits to separating from the program such as:

- Removing the City from Civil Service allows for greater flexibility within the hiring and promotional process
- The City would not be required to hire from an existing lay off list
- The Department can determine the expiration date of the hiring and promotional lists
- The Holyoke Police Department can set minimum eligibility guidelines not allowed under Civil Service such as higher education levels
- The City and the Department can determine what hiring preferences they want to acknowledge such as residency, military experience, Paramedic/EMT certifications, language proficiency, prior academy training

MRI recommends that the City consider separating from the Civil Service system.

Self-Insured Liability Insurance

MRI concurs that one of the biggest advantages of self-insurance may be the ability to reduce the cost of insurance. With traditional liability insurance, premiums increase as insurance carriers

need to cover costs due to staffing, administration, and exposure from previous litigation disbursements. Undoubtedly were the insurance purchased through the marketplace, these costs would be passed on to the customer. By self-insuring, Holyoke is clearly protected from increased premiums and these ancillary administrative costs that would escalate yearly. When everything is going well, a self-insured strategy may appear to be a solid approach to controlling costs. However, any public entity that employs workers who have the authority to detain persons, take property and possess the uncompromising ability to engage deadly force has significant risk to manage.

The hypothesis could be made that Holyoke, as a self-insured entity, would be more aware of inherent risks and take affirmative steps. Unfortunately, MRI has identified several areas including the lack of an FTO program, a minimalist approach to skills training and retraining, an organizational indifference to a strategic maintenance plan, a lack of participation in any police accreditation program, and a cultural environment where forced overtime is the norm, all of which are extremely problematic. Standing alone, each of these areas represents some amount of risk to the city. Viewed in totality, the systemic risk found at the Holyoke Police Department creates a substantial litigation hazard to the city.

With assistance from the City Solicitor's Office, MRI reviewed the eight instances when the city was litigated. While it might be reasonable to expect similar cases in any city the size of Holyoke, costs should be examined in greater detail to determine whether alternatives to self-insurance may be advisable. As stated repeatedly within this report, MRI recommends that any program of risk management should include the implementation of a law enforcement accreditation program. The costs to manage the litigation by attorneys retained by the City and any ultimate payouts under a self-insured strategy should be the subject of a much deeper analysis of future risk.

Organizational Structure

Organizations are established to allow individuals to accomplish tasks that they would not individually be able to accomplish or prefer not to accomplish alone. Once a task is identified, an organization is structured so that the goals and objectives associated with the task may be achieved. Administrators of organizations are charged with ensuring that the services to be delivered by an organization are done so efficiently, effectively, and equitably while providing clear lines of responsibility to all employees.

For police organizations to remain efficient and effective, and to provide the greatest level of service to the public, especially with the scarce financial resources available, police administrators should be open to frequent reviews of the mission of their organization. Additionally, ensuring to the extent possible that the structure of the organization, its staffing, and the management of all resources are optimal and that the chain of command is easily delineated. In essence, who reports to whom so that all tasks are completed in an efficient and expeditious manner. This is a basic tenant for any organization, including a police agency.

MRI noted a traditional organizational structure of a Police Chief overseeing the various divisions with Captains overseeing these divisions. However, during several SWOT exercises, both command and patrol officers casually expressed concern about the addition of another Captain at the/under the Operations Captain level. Apparently, this newly created Captain's position oversees the 4 PM to Midnight patrol shift, although the argument could be made that the Operations Captain does also. Confusion was noted by MRI and apparently permeates the Department as a patrol officer conveyed an incident where he needed guidance on a topic and called the Operations Captain who advised the officer that since the officer was assigned to the 4 PM to Midnight shift, he should contact the other Captain. This left the officer confused and frustrated as he simply needed a response to a question and was left without one. MRI believes that not having well-defined responsibilities, or possibly in this case, overlapping responsibilities, can lead to the possibility of redundancies, critical job tasks being missed, or in this case, annoyance. Additionally, there is the possibility of an occasional personnel conflict resulting from staff not being sure to whom they are expected to report.

This conversation served to *again* highlight that while the agency has good policies in place, including those associated with the organizational structure, the Holyoke Police were obviously not adhering to all standards as this Captain's position is not depicted in writing or graphically. The organizational design of an agency is a basic tenet of best practices whereby written policy describes the agency's structure and accompanying functions which are clear and unambiguous to all agency personnel. The application of organizational principles, which ensures unity of command, delineation of responsibilities, and the delegation of authority is a nationally accepted best practice and basic canon of accreditation programs available to the Holyoke Police department.

MRI recommends a review of job descriptions, the formulation of a productive organizational chart, and then applied in practice to assure organizational understanding.

Training

Touched on elsewhere in this report, the Holyoke Police Department training program is described again here in more detail due to the criticality of basic, in-service maintenance, career advancement, legal updating, and leadership enhancement programming, along with liability that parallels training if it is found absent or deficient. The Holyoke Police Department's training program is largely limited to the state-required mandate of 40 hours of in-service training per annum per officer along with mandatory firearms qualifications. While meeting the state-required mandate, officers expressed concern that most of the current curriculum consisted of one-dimensional video training. While this strategy was born out of necessity during the Pandemic, police training is often more effective when interactive and in person. An example was highlighted by the complete lack of defensive tactics or "force on force" training that occurred in person where effective methods of restraining resisting persons were offered. MRI learned that there is only one certified defensive tactics instructor for the entire agency, and this person has not completed training of agency personnel for some time. Other less lethal tools provided to the officers were not accompanied by adequate initial training and/or did not include recertified training. Best practice dictates that the agency's use of force policies and training for all weapon systems, both lethal and less lethal, be accomplished annually in both daylight and low-light conditions. Such tools as oleo capsicum (OC), also known as pepper spray, as well as the Taser were highlighted as weapon systems where training was severely lacking and rarely occurred. The MRI team was informed that there was no ammunition currently available this fiscal year to re-qualify all members of the agency. Most of the existing and budgeted ammunition was already committed to those officers currently attending or scheduled to attend the Massachusetts POST basic academy.

MRI was astounded to be informed that there was no field training program at the Holyoke Police Department, nor is one mentioned in the agency "standing operating procedure". Field training (FTO) is universally described in the law enforcement field as the most important stage in the process of becoming a self-reliant police officer within the community.

Primacy/Recency training theory identifies the critical nature of entry-level training due to the high retention by new employees, even under duress after the passage of significant time. Field training is the "hands-on" extension of the basic police academy where the goal of most police agencies is to engage a recent graduate of the police academy to assimilate into the professional culture of the law enforcement agency through a structured program. Skills learned at the outset of a police career during field training are retained. Those critical skills are the foundation of an

honorable, ethical, lawful career. Critical job tasks must be identified, and trained in new employees during the FTO program, and reinforced throughout an officer's career so that the principles of "recency" recur.

Nationally, FTO occurs for a 6 to 12-week duration during which senior police officers, who have been certified in the specialty, accompany, instruct, coach, counsel, and observe the new graduate during this indoctrination period. Repetitive foundational skills that reinforce the department's expectations related to ethics, integrity, values, and mission accomplishment are key components of the FTO program. Among the many topics, new police officers learn are the community streets, neighborhoods, and critical infrastructures such as schools, hospitals, and other important community establishments. Additionally, they learn the nuances and the technicalities of the agency's record management system, radio protocol, and prepare new officers for the unique complexities of *policing in Holyoke* today and in the future. FTO programming should be focused on developing each officer's learning capacity, leadership abilities, and problem-solving skills that are needed in today's contemporary policing environment. Exposure to such training is insufficient. An effective FTO program includes measurable objectives, daily observations and coaching, remedial skill building, and provisions for culling poor performers from the department before they are tenured by any applicable CBA. "How it has always been done" is not a viable option in today's policing environment.

It must be understood that the City and the Police Department assume the responsibility and liability to ensure every employee of the Department, civilian and sworn, receive continuing education. Such continuing education assures that staff remains competent and apprised of the ever-changing law(s) and regulatory requirements germane to the delivery of public safety services. Moreover, because of the immense regulatory power vested in sworn law enforcement officer(s), especially the use of force and the power and authority to abridge the freedom of the public through arrest, employees must maintain a high level of proficiency, knowledge, and understanding of all applicable laws and regulations that govern their actions, as well as the tools used to carry out their mission.

Civil tort actions taken against municipalities and individual officers arising from the application of law and or use of force underscore the fact that Commonwealth-mandated *minimum training requirements are not sufficient to immunize municipalities* and officers from the need for additional training. As such, many departments adopt the philosophy that in-service training must go beyond mandatory minimum standards to assure competency in areas that exceed state mandates. Training associated with active shooter events, scenario-based incidents, and

recurring instruction in agency policies associated with mental health and crisis intervention are more than topical given the events that were witnessed in the systemic failure of police in Uvalde, Texas. Training to reduce the incidence of the use of force when addressing incidents involving subjects suffering from mental illness or in crisis as well as critical incident management, emergency operations, and disaster preparedness along with training in the National Incident Management System (NIMS) are but a few areas that departments will be held accountable for when not providing adequate training.

Law enforcement is currently suffering through another period of justifiably hyper-sensitivity and scrutiny by the public and media in the arena of the application of force by police. Responses to incidents where police officers are assigned to mitigate and resolve non-criminal incidents involving social and medical/mental health issues can no longer depend upon the use of traditional police techniques. The realization is that when situations erupt that involve suspects actively using deadly physical force, the once traditional and accepted response by law enforcement are no longer viable nor accepted by the public. This shift in police response to the increasing number of active shooter incidents throughout the nation, including communities not dissimilar to Holyoke, requires all uniformed patrol officers to be trained appropriately to mitigate active shooter incidents.

Additionally, as society and the mental health profession transition to those in need to remain in the community, the police are increasingly called to address situations that involve individuals suffering from medical/mental illness whose behavior and actions cannot be regulated by family or loved ones. These unfortunate mental health crises initially do not involve criminal behavior but devolved into violent behavior due in part to law enforcement ineffective or non-existent application of modern and effective response techniques designed to de-escalate the situation without the use of force. Liability extends to the departments and communities that fail to ensure officers and staff receive adequate training in these and other areas.

Moreover, beyond the need to establish and maintain competency, enhanced training provides the community with competent employees who communicate more effectively and understand the importance of satisfactorily problem-solving issues as they arise. From an employee morale and retention strategy, training creates an avenue of enrichment, empowering, and renewing employee interest in their work and profession. Enabling officers who face no opportunity for advancement or assignment to specialized units or becoming instructors in areas of personal and professional interest, not only satisfies departmental needs but is highly beneficial to the employee's retention and commitment to the agency.

The Holyoke Police Department has a policy related to training in their standard operating procedures that generally discusses mandatory, in-service, and remedial training guidelines. However, there is no discussion that sets forth the agency's annual training goals and objectives. Oversight is not discussed in this policy but was noted in an organizational chart under the Professional Standards Captain. There is no Department Training Coordinator (DTC) except the Administrative Lieutenant who is responsible for scheduling training. The Department has no training committee comprised of patrol officer(s), supervisory, civilian, and command staff that could review and provide recommendations to the administration relative to identified gaps in training within the Department and assist in the development of an annual program to prioritize specific training to address those gaps in competencies. Since there are no personnel evaluations accomplished within the Department, there was no evidence of a connection between training and the need to identify and address individual and organizational deficiencies. The Department has little if any roll call training program noted. The Department policy has no requirement for supervisory training for first-line or second-line supervisors or any formal mentoring program.

- MRI strongly recommends the establishment of a training unit under the control of an Administrative Captain
- MRI recommends the formation of a Training Committee comprised of patrol, civilian and supervisory personnel reporting directly to the Administrative Captain.

Review all job descriptions for potential civilianization

MRI observed several functions within the Department are being managed or accomplished by sworn police officers. Several of these positions are guaranteed to sworn officers via previous contractual negotiations; are embedded within the current agreements; or have become institutionalized by long-time practice. Nationally, many agencies that are struggling to attract candidates for sworn positions are employing civilian personnel to fill tasks traditionally accomplished by sworn staff. Transferring duties from sworn personnel to civilians and returning these sworn positions to responding to obligated calls for service would have significant positive impacts upon officer availability in Holyoke. It is important to note that civilians have come to play significant roles in law enforcement organizations and as the number of civilians in policing has increased, their roles have expanded as well. Progressive police organizations have moved from the singular focused civilian clerical positions to key skilled positions in I.T., crime analysis, intelligence, human resources, and accreditation. Not only is this antiquated practice of filling roles that do not require sworn expertise an expensive endeavor, but the training period for

police officers is exceedingly lengthy when compared with the recruitment and selection of civilians.

A national police publication recently identified several common functions within any police agency that can be accomplished by civilians. These include:

Equipment / Fleet Management – Law enforcement agencies use a variety of specialized equipment from handheld radios to GPS to customized vehicles. Many agencies employ trained staff to maintain this equipment, preferring to hire those with associate degrees or certificates in engineering, mechanics, or engine repair.

Forensic Technicians – Some agencies hire civilian forensic technicians who are on call 24 hours a day to respond to crime scenes, take photographs, collect, and analyze evidence. A crime scene technician certificate, associate degree, or bachelor's degree in a scientific field is preferred. Often, agencies require a background investigation, physical exam, and possibly a psychological evaluation. Valuable skills include proficiency in scientific endeavors as well as photo imaging software.

Information Technology Specialists – Technological advances in crime fighting equipment such as in-car mobile data terminals (MDTs), computerized mapping, digital video, and wireless communication have generated a great demand for qualified IT professionals in police agencies. Recent discussions pertaining to acquiring ShotSpotter technology will undoubtedly require IT specialists to understand the software.

Intelligence Analysts – With an increased emphasis on intelligence-led policing, many agencies employ and/or contract analysts specially trained to collate and interpret intelligence gathered by officers in the field. For military veterans, this can be a great way to translate prior intelligence experience into a civilian job. Requirements may include possessing a bachelor's degree in a related field, passing a background investigation, and a credit check. Foreign language skills and prior experience in areas such as cryptology or intelligence collection may be beneficial.

Planners / Researchers – These professionals may perform a wide range of duties including grant management, strategic planning, and coordinating agency policy and accreditation issues. Most professional research positions require a bachelor's degree in a related field.

Property / Evidence Management – From officer uniforms and equipment to crime scene evidence and seized goods, agencies employ civilian personnel to manage and organize these inventories. Agencies require a minimum of a high school diploma or equivalent, but many larger

agencies desire a bachelor's degree in a scientific field. Computer competency, recordkeeping experience, and physical fitness are desirable qualities in a candidate. A sworn officer overseeing civilian personnel may be warranted.

Records Management – Every action an officer makes, from a field interview to a crime report or arrest, generates some record of data. Even with the increase in paperless technologies, most agencies still need assistance with data entry and records management. Records managers often possess an associate's or bachelor's degree and may have relevant certification and administrative experience.

Victim Service Providers / Advocates – These individuals offer support and assistance for crime victims, family members, and witnesses. They typically provide supportive counseling, referrals to community and social services, and act as a liaison with the criminal justice system. Some advocates have an associate or bachelor's degree and experience in social work, criminal justice, or psychology. They often receive significant on-the-job training, and some states require advocates to be licensed social workers. Extensive background investigations are likely.[8]

While MRI did not perform a civilian workload analysis, it is evident from our observations and interactions that significant potential exists for a review of all job descriptions. The ability to transfer police officers to law enforcement centric roles while having civilians support the mission of the department may prove to be productive for the Department and the City.

Police Vehicles

There is probably no other piece of police equipment that is used more than the police cruiser. Vehicles assigned to the patrol function are operating 24/7/365 in all types of weather and driving conditions. It is not exaggeration to state that the lives of the officers and citizens may depend on the condition of a police vehicle and its ability to bring police officers to an incident of crisis. Best practices in this area are designed to ensure the integrity of the fleet and include a maintenance plan, daily inspections, and a strategic replacement plan. A thoughtful vehicle fleet management program reduces total operating costs of the fleet while ensuring operational readiness.

The Holyoke Police Department has a complement of 59 motor vehicles. Most of these vehicles are Ford police products and have a variety of functions to include the following:

[8] https://www.discoverpolicing.org/explore-the-field/civilian-law-enforcement/

Marked Vehicles	28
Unmarked Vehicles	27
Command Vehicle	1
Off Road Vehicle	1
Prisoner Transport	1
Motorcycle	1

Marked vehicles are those with "police" written on them with variations of "Holyoke" often a telephone number, etc. MRI noted that one of the oldest vehicles in the marked fleet is a 2002 Ford Van originally designed for use as prisoner transport. Unfortunately, the vehicle does not have ventilation in the prisoner holding area and is reportedly used infrequently because of this fact. One officer reported to MRI that there is general concern about the use of this vehicle as it is not uncommon that officers must stop the van and let a prisoner out during the summer heat for fear of prompting a medical event due to the extreme heat.

There are several older cruisers assigned to details where officers require warning and cautionary blue lights for safety visibility due to construction on the City's roadways. These vehicles are generally older and, due to the long-term idling that occurs at these details, are considered not as reliable as those newer marked vehicles used by patrol to respond to obligated calls for service. MRI noted several vehicles that have been confiscated due to a variety of criminal acts and ownership has been conveyed to the City by legal civil process.

A police officer is assigned to oversee fleet management and is supported by one full time mechanic who is an employee of the Public Works Department. The oversight included recommending vehicle replacement which was generally accomplished when funds were available. This proved to be problematic and recently the strategy is to now lease six new vehicles, every two years with extended warranties. MRI concurs with this strategy the lease plan combined with the warranty, which replaces highly expensive and technical parts by a Ford authorized dealer, also serves to enable the Department mechanic to focus on preventive maintenance. However, MRI learned that the cruiser lease account is historically underfunded

and does not cover the extended warranties. This requires expenditures of $6,000 per year to come from the maintenance account which is not designed or funded for this purpose.

After having served as front-line marked vehicles, they are rotated to be used by detectives and administrative personnel. As their life expectancy begins to fade, they are sold at auction. MRI noted that there are currently twenty-seven (27) Holyoke Police fleet vehicles that are in this category with many having more than 160,000 miles. Until recently the Holyoke Police did not have enough spare vehicles to ensure patrol operability, but the leasing strategy has served the agency well. Under the lease program, the agency has received twelve (12) new cruisers in the last four years. Unfortunately, four of these vehicles have been "totaled" in accidents with the insurance adjustments in various stages and none replaced as of this report.

MRI noted that the maintenance account includes one of the largest expenditures within the agency. The replacement of tires on the variety of vehicles operated by the Department is not without challenges. MRI noted that the Department does not use a Request for Proposal (RFP) bidding process or engage with the established Massachusetts bidding program. It was stated that the Department purchases its tires from a local vendor that gives them a "rock-bottom" price.

MRI noted that the funding of the accounts associated with vehicles and maintenance have been chronically underfunded with funds transferred into the various fleet accounts at the end of the fiscal year due to unforeseen motor vehicle accidents, replaced motors or transmissions, and tires for EVOC training. This created difficulty in attempting to compare yearly activity without a financial audit, which this report is not designed to accomplish. MRI suggests that these accounts be funded to a historical average for the last three to five years grasping the true cost rather than injections of unexpended funds from other accounts.

MRI visited the vehicle maintenance garage located on the first floor of the Ernest Proulx Municipal Parking Garage. This area was purposely constructed as a police maintenance facility when the parking garage was built in the 1980s. There is a small office, a vehicle lift, a bathroom, and an eyewash station. A section of the garage stores vehicles that have been seized as evidence in a variety of criminal matters. MRI noted other bulky evidence that would not readily fit in the department evidence room being stored in this area. The garage has evolved into a storage area and was observed as being overwhelmed with supplies, boxes, recycle bins with fluid containers, car batteries, and tires. Although MRI noted the area is secured by a fence, there have been several burglaries. In the past, three vehicles were vandalized, and audio speakers were taken

from a vehicle that was in police custody as evidence in a homicide investigation. Recently the officer assigned used fleet maintenance funds to install video surveillance cameras that he purchased on Amazon. Monitoring of these cameras is limited to access by the officers cell phone. MRI noted that there are also 150 guns secured in a large locker within this area that is evidence from a pawn shop investigation. There is no part of the evidence storage at the fleet maintenance garage that would pass muster in any accreditation program of best practices.

Recommendations

- There should be an annual review of the vehicle replacement program which is not memorialized in writing.

- The Department should take affirmative steps to ensure the proper funding of the vehicle maintenance and repair accounts.

- Continue the strategy of purchasing extended warranties with each newly purchased vehicle.

- Evidence of any kind, especially as important as weapons, should not be stored in the garage. Separate and secure storage of items that represent high value is particularly sensitive by case, and weapons are a best practice that is also an elemental requirement of the Commonwealth and CALEA accreditation programs.

- Enhancements to the security of the vehicle evidence area is paramount. The problems of evidence integrity illustrated by an instance when a vehicle under the control of the Holyoke Police as evidence in a homicide investigation has had the stereo removed is inexcusable and may be an insurmountable hurdle to overcome in a criminal trial.

- Patrol Sergeants should ensure that police cruisers are inspected prior to each shift. Missing equipment or damage should be reported immediately. Supervisors should conduct random inspections during each shift. Supervisors should be vested with the authority to replace critical items immediately from stock. Additional consideration should be given to enabling the same supervisors to purchase critical goods valued up to a certain amount without further authorization from command. All such

recommendations must be compliant with city finance rules. If such rules disallow such activities at the police department, the Chief of Police is encouraged to work with the local government to make needed changes to city rules for mission fulfillment.

- Police officers should receive training on the topic of Blood Borne Pathogens on a regular basis. Officers should be provided additional training on how to disinfect or sanitize their cruisers.

- Patrol vehicles in accidents should be replaced. MRI was advised that insurance awards often do not match the vehicle replacement value stifling the replacement.

- Enter a cooperative bid process with the Commonwealth to ensure parts, oil, tires, and other vehicle maintenance products are being purchased at the most attractive pricing.

RECRUITMENT, RETENTION AND TRAINING

At the top of every police chief's concerns is the hiring and retention of quality employees, especially during this period of a tight market and waning attraction to the police profession. As a larger agency that is perceived to offer greater compensation and benefits as well as internal promotions and opportunities for specialized assignments, Holyoke may have an advantage over many smaller agencies. However, Holyoke is not immune from the national crisis regarding attracting qualified persons who are interested in a police career. In today's environment, there is a "perfect storm" of challenges which make it difficult for agency leaders to maintain appropriate staffing levels and generate job satisfaction as well as positive morale.

A 2021 survey from the Police Executive Research Forum (PERF) showed a 45% increase in retirements, and nearly 20% spike in resignations, over the previous year[9]. Unfortunately, the applicant pool for police officers across the nation, especially when the nightly news broadcasts another bad police officer action, is not very deep. Nationally, police agencies are struggling to keep departments fully staffed as resignations increase and hiring gets tougher in a tight labor market. At the same time, officers describe the job as more stressful, less rewarding than it was in the past, and the awareness that the role of policing is expanding with new duties requiring officers to have a greater breadth of unique skills. Additionally, Holyoke as a member of the

[9] https://www.policeforum.org/workforcesurveyjune2021

Massachusetts Civil Service, is bound by several regulations which many believe are antiquated and obstruct the ability to reach a wider audience of interested candidates.

Once hired, the challenge is finding affordable ways to retain good officers. This fact is resulting in certified and highly trained officers to evaluate their positions and explore alternative opportunities elsewhere. The demand for qualified applicants from a labor pool that is sparse is challenging police agencies who have now attached a name to the reality that is now occurring openly in the profession. "Poaching" certified officers to higher paying police agencies has evolved into a definitive strategy of some agencies to fill their vacant positions. By all accounts that appears to be the situation where several trained officers have left Holyoke for area agencies where there is more career diversity, higher wages, modern equipment, and a lessened workload. While MRI is aware that police managers throughout New England face multiple challenges in recruiting and retaining staff, this recent, rather negative strategy is becoming more prevalent throughout the Commonwealth.

Employee turnover is an expensive proposition. Significant research has concluded that it is better to avoid the necessity of recruiting "new" employees by focusing efforts on retaining incumbent staff. While some of the retention techniques used by police agencies have included increased salaries and benefits there is significant data to support the premise that job satisfaction, supportive work environment, mentoring programs, and other job enhancement strategies has more to do with why employees remain at a position. Simply stated, they find that positions that offer these attributes provides them with fulfillment. In their book "The Leadership Challenge," Kouzes and Posner suggest that employees remain in their positions in spite of significant pay increase opportunities elsewhere when they are "proud to tell others they are part of the organization, they feel a strong sense of team spirit, they see their own personal values as consistent with those of the organization, they feel attached and committed to the organization and ultimately have a sense of ownership of the organization[10]." However, as noted in the SWOT exercise, employees are feeling less satisfied in the current work environment complicated by employee "buzz" in the aftermath of elected officials for the City referring to the Department as a "gang"! As one officer stated to MRI, "we don't like it, but we get it when people we arrest insult us but it's really difficult when we all are lumped together and insulted by a City Council member."

[10] The Leadership Challenge; Kouzes and Posner

In the past, the cost of employee turnover has been simply considered the price of doing business and is routinely absorbed into the operating budget. Since these costs do not appear as a line item, little attention has been given to the cost of losing employees. However, it is important to first have a full understanding of the organizational and financial investment an agency has in its staff. Often, there is a tendency to focus on the short-term costs of replacing an officer and ignore the investment that has compounded over the years. Much of the knowledge and experience an officer possesses can only be obtained by doing the actual job itself. A great portion of this knowledge is gained in the first five years of employment. When an officer is recruited away, or "poached", the financial and time investment in knowledge and experience for the officer leaving for greener pastures is lost forever. This investment serves as a substantial grant to the new employer. Basically, the contributing agency paid to train the officer for the receiving employer. Compounding the problem, the strength and cohesion that a department gains by having experienced staff is diminished and cannot be replaced. Over time, agencies with higher turnover and less experienced officers often suffer reduced productivity, lower quality of service delivery, more frequent complaints, and liability risks. While these costs are difficult to quantify, they are just as real to the organization as salaries and training costs.

As MRI attempts to project a conservative estimate of Holyoke's financial investment in an employee, the goal is to focus upon the cost of selecting and training a newly hired police officer. However, there are a host of intangible costs when an incumbent officer leaves employment such as the expenditure of the Captain's salary and benefits from the role already expected of this position. While often mundane work, there are a host of tasks that need to be addressed in the process to hire a new employee.

Currently, much of the selection process at the Holyoke Police Department is the singular responsibility of the Captain who oversees the 4 PM to 12 AM patrol shift. The Captain is supported by one civilian staff person. In seeking to understand the recruitment, selection and retention protocols of the agency, a review of the Holyoke policy manual found references to the Massachusetts Civil Service protocol and a host of blank forms that are used during the selection and "on-boarding" process.

In the current state of the Holyoke Police Department, newly hired personnel that have been recruited, in part, to replace tenured officers that have left for opportunities elsewhere are put "on the street" immediately after they've received basic police training at the academy. Academy training provides new police officers with a playbook of minimum skills needed to address the most basic calls for service. When circumstances change at a call, new Holyoke

officers don't have the necessary field training, advanced training, or time-honed experiential training to be agile enough to effectively go with the flow. The cost of the KSA gap between an entry level police officer and one substantially tenured is almost impossible to calculate...until the City is litigated. Tens of thousands, hundreds of thousands, or even millions of dollars may be the measure.

In the exercise below, MRI attempts to analyze the costs for a variety of functions within the Holyoke Police upon the function of processing the recruitment, selection, and training of a new employee. Ultimately, MRI recommends that Holyoke Police review best practice strategies and implement policies and procedures related to engaging the most effective ways to recruit and more importantly, to retain employees.

Recruitment Costs

While there are no direct annual advertising and recruitment costs due to the City being part of the Massachusetts Civil Service (MSC), the Captain and the civilian staff member who oversee this process diverts their time and energy towards this endeavor. Two hours of their estimated combined salary ($58 and $24 per hour = $82) per recruit are diverted to completing forms, receiving, and processing a list of qualified candidates. MSC will forward a list containing "double plus one" of candidates to Holyoke. If the agency has ten (10) openings for patrol officers, MSC will send a list containing twenty-one (21) qualified candidates, double plus one.

2 X $82 = $164.00

The Captain is tasked with reviewing all the resumes, determining who may be qualified and interested in the Holyoke Police Department, then notifying the candidates who now have seven days to confirm their interest. If nothing is heard, the Captain routinely contacts the applicant ensuring that their silence is deliberate. The time reviewing, analyzing, and determining who proceeds to the next phase, consumes approximately eight (8) hours of time over the course of this process:

8 X $82 = $656.00

The next phase involves scheduling each candidate's participation in the Coopers physical agility testing to ensure that the candidate has the capacity to pass this PT exercise. Passage is required to enter the Massachusetts police academy. Holyoke has learned to accomplish this activity in the beginning of the selection process rather than expend funds on candidates who do not have

the physical capacity to succeed. The assignment of additional police staff to proctor the testing adds additional expense.

4 X $43.21 x 4 hours =	$691.36

If the candidates pass the Coopers Test, they are scheduled for a medical examination, drug screening, and psychological testing. During this time, the Captain personally conducts a background investigation on each candidate unless there are multiple candidates and then he will obtain additional support from the Detective Bureau. According to the Captain, each background consumes twenty (20) hours of his time. Also, during this early phase, the Captain briefs the Chief on each candidate and schedules interviews with the Chief and the Mayor, who's time will not be calculated in this exercise.

Cost of the applicant's medical and drug screening:	$425.00
Cost of psychological screening exams:	$450.00
Background Investigation	$1,160.00
Total selection costs	**$3,546.36**

New Employee Costs

Once the position is offered, there is an orientation for salary, benefits, setting up new employee credentials, and ancillary completion of required employment paperwork, often with City Hall staff. In addition to the new officer's salary and benefits for the time committed to these tasks, these numerous administrative duties consume most of one-day for an officer who accompanies candidate/s to assist and coordinate:

8 X $28.80 =	$230.40

The new employee requires a set of uniforms and equipment to attend the academy.

	$700.00
	$930.40

Training Costs

Massachusetts charges tuition and supplies for basic police training: $3,200.00

Recruit's salary and benefits while attending academy training: $29,753.36

Once graduation occurs the officer is provided uniforms and other nuances associated with providing services to the Holyoke community. In most police agencies, Field Training (FTO) would commence where the officer is accompanied by a certified Field Training Officer so that the new officer can be oriented to the nuances of providing policing services to the Holyoke community. Familiarity with all the community streets, businesses, radio protocol and report completion requirements are accomplished throughout this ten to twelve-week period and are part of this critical training. As MRI has noted, the lack of a structured FTO program is an omission that we recommend be rectified immediately. Normally the costs of that training would be included in this analysis at this point but are obviously absent.

The total cost associated with recruiting, selecting, and training a new employee is conservatively assessed at ***$37,430.12***. There are a number of ancillary tasks that require accomplishing and while it is factual that they are accomplished by persons already on the Holyoke Police Department payroll, when they are focusing upon a new hire, they are not accomplishing their original job description. Additionally, MRI notes that to have an employee at the rank of Captain accomplishing these mundane tasks is not recommended. This rank would be better engaged at more technical managerial tasks then personally conducting background investigations. In addition, these are the tasks and nuances of employee retention that while difficult to dissect appropriately, dominate the agency's time and distract from the mission of the organization.

CONCLUSION

In its current state, the Holyoke Police Department represents a substantial risk to the City. Aged policies are not always followed, absence of governing policy, not adhering to the best practices of the profession in critical areas of law enforcement delivery, terms of collective bargaining agreements, and other factors represent a systemic contribution to physical, financial, and reputational risk to the police department and city.

MRI strongly endorses a commitment to accreditation. Accreditation, even at the certification level offered by MAPAC, provides a road map that will guide Holyoke Police Department as they work toward overcoming deficiencies and managing risk. The accreditation process will assist the department to address the areas of concern or interest articulated in this report, and those identified as weaknesses (even if only a perception) through the various SWOT exercises with the Holyoke Police that are covered by standards required by accreditation. Engaging with the Massachusetts Police Accreditation or CALEA accreditation programs is the professional preference of Chief Pratt. The critical component is the need to ensure departmental adherence to the policies is in place. The fact that accreditation requires on-site assessments will minimize risk while addressing discrepancies that are found.

Oft repeated by the Mayor and city employees preceding and during this study is the belief that overtime paid to employees is extraordinary, which was confirmed. However, MRI has observed that the current state of the department as it relates to staffing levels, coupled with the terms of collective bargaining agreements between the employees and the city, does not offer any realistic alternative. To overcome the perception and reality of overtime, substantial steps will be required. It is likely that there will be an equally substantial increase in operational and personnel costs (other than overtime) that will go along with reversing the expenditure of overtime. Without drastic steps, the city will likely experience increased risk associated with employee turnover, exhaustion, burnout, and community dissatisfaction, at the very least.

Though numerous areas of concern exist, MRI believes that the gap between the current state of the department and best practices can be overcome by working in partnership with the Mayor, City Council, community groups, employees, and other key stakeholders. The Holyoke Police Department would benefit from a comprehensive strategic plan developed in cooperation with these critical groups. By identifying goals and measurable objectives with reasonable completion dates, commanders and employees will be able to track improvements and celebrate short term wins. When plans with subsequent wins are shared with the stakeholder groups and the larger

community using a comprehensive communications plan, the department will likely find itself in the enviable position of achieving excellence more quickly than they ever thought possible.

EXECUTIVE SUMMARY OF RECOMMENDATIONS

This review provides a snapshot of the current state of the Holyoke Police Department as it relates to managed risk. For consideration while moving forward, MRI makes three generalized recommendations:

1. Holyoke Police Department should work with key stakeholder groups to develop a strategic plan.

2. Holyoke Police Department should develop a comprehensive communications plan to effectively provide critical information to the community and key stakeholders as the department works to close the gap between the current state and operationalizing best practices.

3. Holyoke Police Department should identify an accreditation program for use as an outline for achieving organizational excellence.

Though shown numerically, these recommendations are not listed in order of priority. Generally, they are repeated here in part from the contents of the report. Working together, the Mayor, City Council, and the Chief of Police should review these recommendations and establish an order of priority. MRI further recommends that those items found below that are related to life safety risks should be addressed soonest.

1. **Renegotiate collective bargaining agreements:** As MRI noted, over the years the City has been generous with paid leave time for employees during negotiations. A strategy to reduce these obligations for newly hired personnel should be undertaken.

2. **Develop a maintenance plan**: MRI recommends that the Holyoke Police perform an agency-wide inventory of all equipment. From that inventory, determine which equipment is antiquated and not useful. Those items deemed relevant should be supported via a defined maintenance plan to keep in operational readiness with an

associated budget to support the initiative. Additionally, a Capital Improvement Plan (CIP) should be developed in coordination with the City Administrator and the City Council.

3. **Separate from Massachusetts Civil Service**: The once viable system is now antiquated, cumbersome, and hinders the ability of Holyoke Police to cast a much wider net to attract viable candidates.

4. **Remedy the patrol allocations:** As noted in this report, the patrol function is not adequately staffed. There are several resolutions including hiring an additional seventeen (17) to thirty (30) officer positions, reviewing all positions to determine the viability of civilianizing the function, and renegotiating collective bargaining agreements to lessen the vacation allocations for new hires.

5. **Review all employee functions**: Conduct an analysis to determine the viability of having civilians accomplish tasks within the organization that are currently being accomplished by sworn staff.

6. **Training:** The training program for the Holyoke Police was found to be lacking in a number of areas, including the establishment of a Captain overseeing all agency training with a budget to support the initiative. The formation of a training committee and establishment of a succession plan have all been discussed in more detail earlier in this report.

7. **Field Training Program**: As a sub-topic of training, the development and implementation of a field training program for newly hired employees is imperative. By extension, similar training should be provided to newly promoted personnel at each level of the organization as part of the aforementioned succession planning.

8. **Evidence storage:** A number of recommendations are offered for consideration earlier in this report. The proper storage of evidence is critical to the law enforcement role of the Holyoke Police Department. Absent of an appropriate system, the department may be exposed to financial and reputational risk.

9. **Fiscal management:** MRI has offered several suggestions for consideration by the City regarding the overall formation of an operating budget for the Police Department.

10. **Organizational assessment:** MRI recommends that there be an updating of the organizational chain of command. The review may be appropriate in the aftermath of the civilianization analysis to reflect those findings. As part of this update, job descriptions and assignments should be considered.

11. **Fleet oversight:** Several recommendations are included earlier in this report to enhance police vehicles.

ATTACHMENT A

Municipal
Resources, Inc.

SurveyMethods
ASK. ANALYZE. IMPROVE.

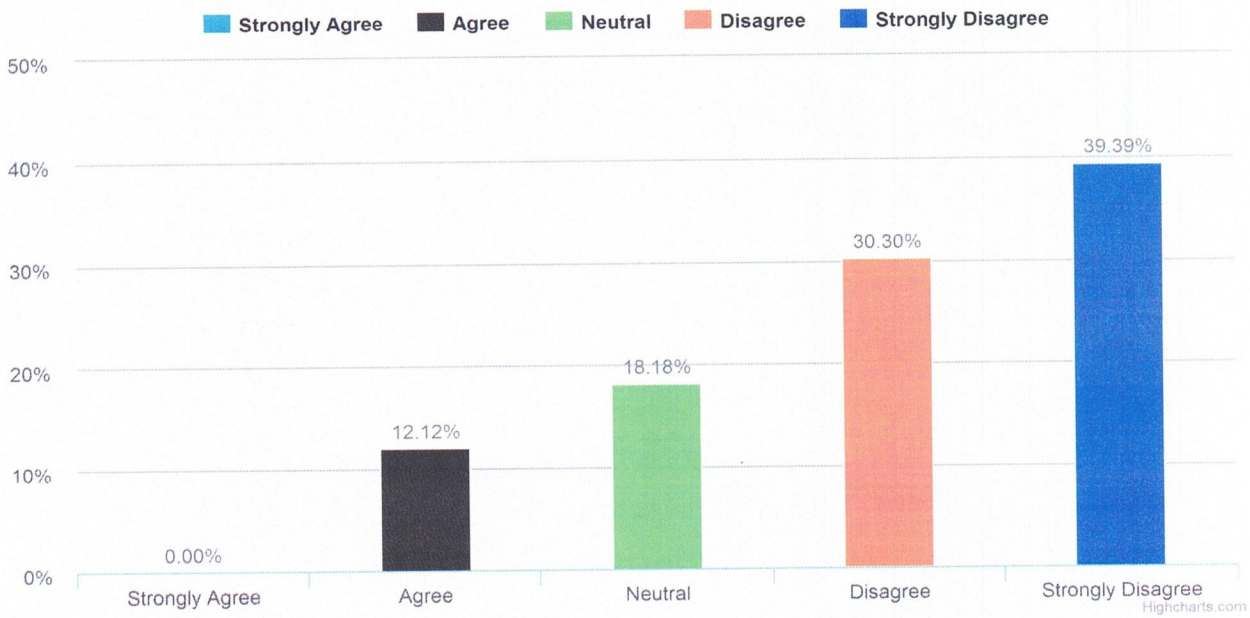
Survey: Holyoke, MA Police Department Survey

Report: Default Report

Survey Status		Respondent Statistics		Points Summary		
Status:	Live	**Total Responses:**	33	**Max Attainable:**	0	100%
Deploy Date:	10/19/2022	**Completes:**	33	**Highest:**	0	0%
Closed Date:		**Partials:**	0	**Lowest:**	0	0%
				Average:	0	0%
				Median:	0	0%
				Standard Deviation:	0	0%

1. My department is a well managed organization.

	Responses	Percent
Strongly Agree:	0	0%
Agree:	4	12.12%
Neutral:	6	18.18%
Disagree:	10	30.3%
Strongly Disagree:	13	39.39%
Additional Comments:	11	33.33%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%



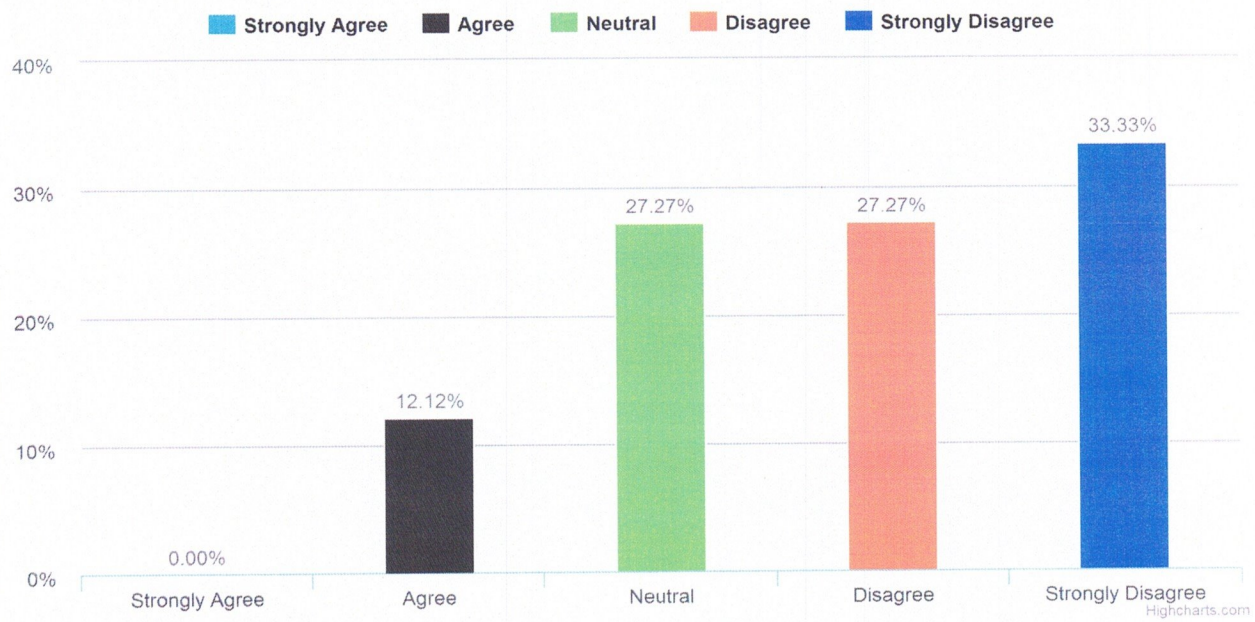
1. My department is a well managed organization.

Response	Comments
1	Due to lack of manpower people are tasked to do more with less.
2	The management is atrocious. Higher ups are not on the same page.
3	Organizational chart is not too to bottom. Instead it's top to horizontal to bottom causing continuous confusion as to who's in charge of what and who.

4	poorly managed, too many supervisors doing the same jobs
5	our department is managed by greedy individuals who make sure that they get what they want.
6	It seems to basically limp by.
7	Its a sinking ship and has been for decades.
8	It does not feel well managed at all, on a day-to-day basis.
9	There is not a division of work (tasks/jobs) to allow for an efficient functioning department. A small handful of people do most of the jobs which nets them all the benefits(greed) which come with
10	There are several that try but are vastly outnumbered by those who dont
11	Terribly managed with little to no accountability/direction or leadership.

2. There is a high level of mutual respect across all ranks within the department.

	Responses	Percent
Strongly Agree:	0	0 %
Agree:	4	12.12%
Neutral:	9	27.27%
Disagree:	9	27.27%
Strongly Disagree:	11	33.33%
Additional Comments:	7	21.21%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0 %
Total:	33	100%

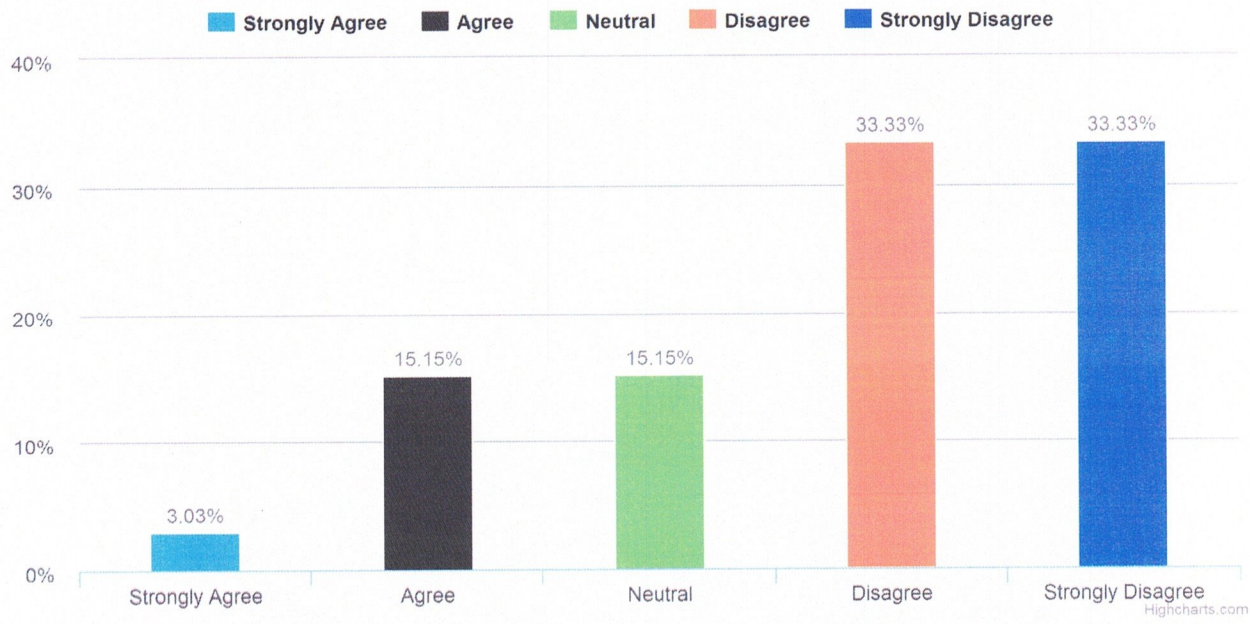


2. There is a high level of mutual respect across all ranks within the department.

Response	Comments
1	Bad moral and a lot of animosity among all ranks.
2	Moral is at an all time low, management no concerned with welafare of officers
3	Some of the supervisory staff are very good with the men and women who work for them, but the majority of the supervisors in our building who passed a test to get promoted believe they are smarter
4	Most of us hate each other and are only nice out of a professional obligation to behave in that manner.
5	There is no respect among ANY of the officers regardless of rank
6	Respect is one of the few areas where I do not think there is much of a problem.
7	We only coexist but most hate one another and talk shit on a daily basis.

3.
Performance expectations are made clear to all employees at every rank and assignment.

	Responses	Percent
Strongly Agree:	1	3.03%
Agree:	5	15.15%
Neutral:	5	15.15%
Disagree:	11	33.33%
Strongly Disagree:	11	33.33%
Additional Comments:	6	18.18%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

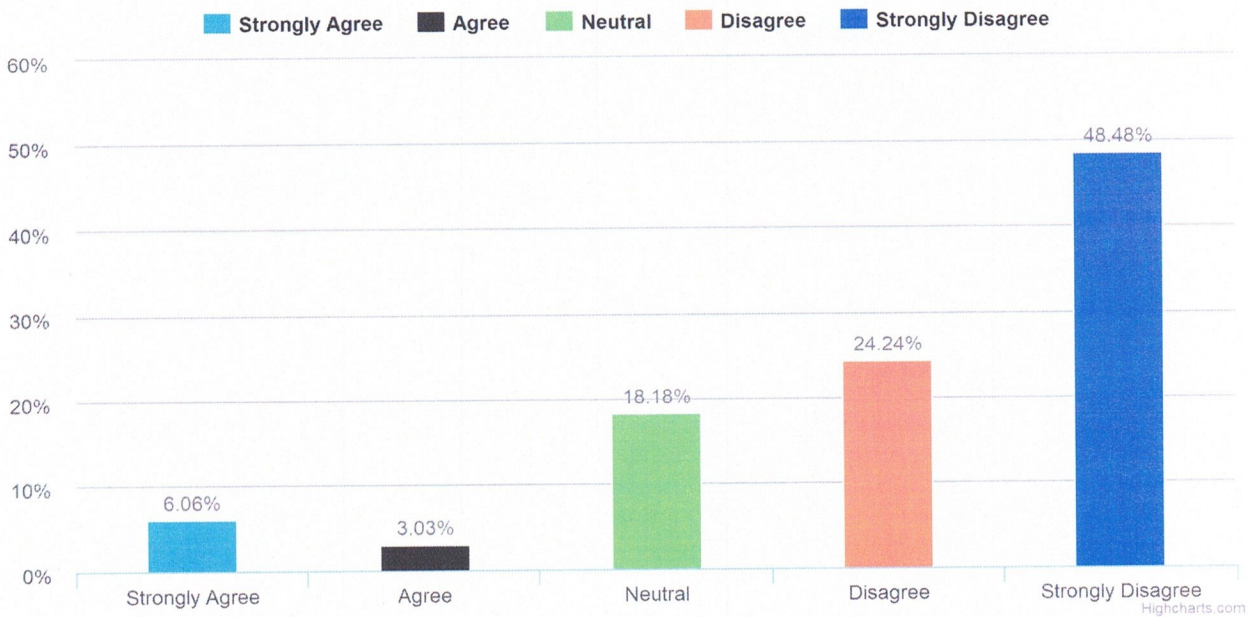


3.
Performance expectations are made clear to all employees at every rank and assignment.

Response	Comments
1	There is always room for improvement. POST commission did away with Reserve program and there is no FTO program for rookies.
2	Our motto could be "A confused employee is a controlled employee" Administration keeps it this way to more easily execute their power needs.
3	There are no clear cut expectations made early on to the officers
4	rarely
5	We have supervisors who actively tell patrolmen not to do there jobs
6	There are no expectations here. Supervision avoids work and often tells the patrol guys to go to sleep and not do anything at all.

4. Internal discipline for policy and rule violations are administered in a fair and consistent way.

	Responses	Percent
Strongly Agree:	2	6.06%
Agree:	1	3.03%
Neutral:	6	18.18%
Disagree:	8	24.24%
Strongly Disagree:	16	48.48%
Additional Comments:	11	33.33%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%



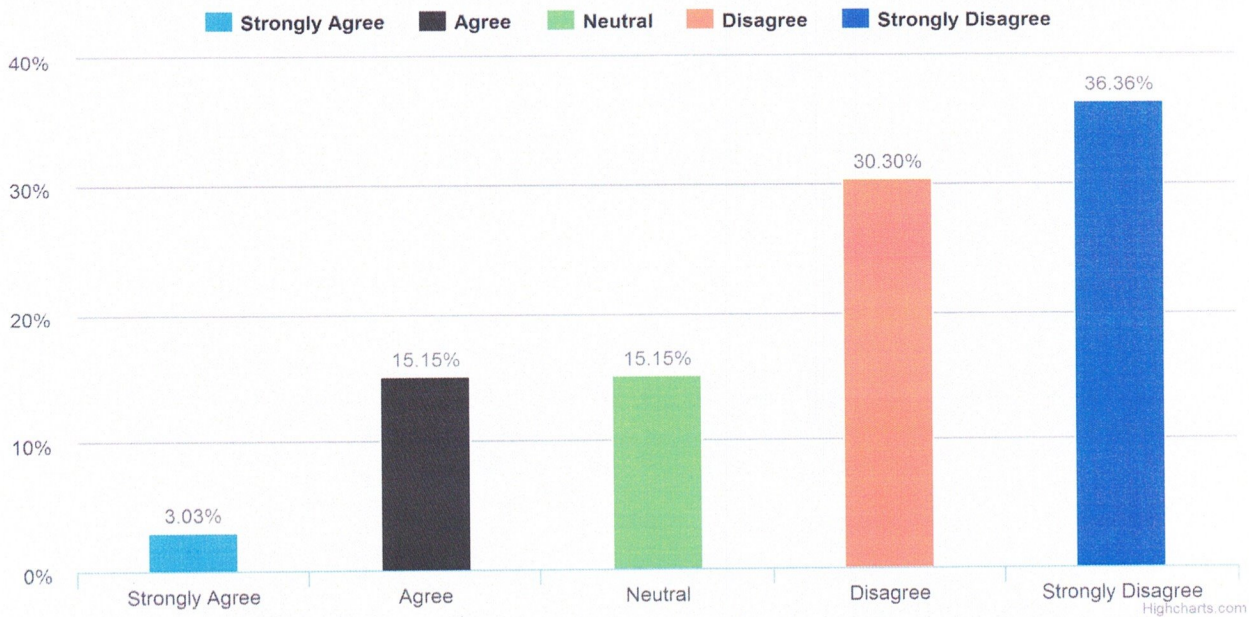
4. Internal discipline for policy and rule violations are administered in a fair and consistent way.

Response	Comments
1	Not consistant nor is it speedy.
2	There is an officer that are broke the law and our SOP that has been on paid leave traveling to a different country (that is in violation of our SOP) and nothing has been done about it.
3	Depends on who's getting disciplined. Too many politics involved.
4	internal investigations take forever and some are never completed
5	It depends who you are as to what the discipline is
6	Who you are comes first. What you did comes second.
7	Depends on who you are and our IA bureau is run by a moron
8	example: Officer Roca's termination in comparison to the numerous other officer's (mainly white officer's) who have been involved in more egregious policy violations or crimes.
9	Everyone knows that the punishment differs for everyone, even for the same violations, and is not vetted out at all for some, who are then still given lucrative assignments due to who they know.
10	Discipline is neither certain nor swift
11	No. Lt Reyes is a joke that doesn't handle things well and most issues are swept under the rug. Unless you're a low guy, then you become the example.

5.

I receive adequate training to perform my duties as an employee of the department.

	Responses	Percent
Strongly Agree:	1	3.03%
Agree:	5	15.15%
Neutral:	5	15.15%
Disagree:	10	30.3%
Strongly Disagree:	12	36.36%
Additional Comments:	9	27.27%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%



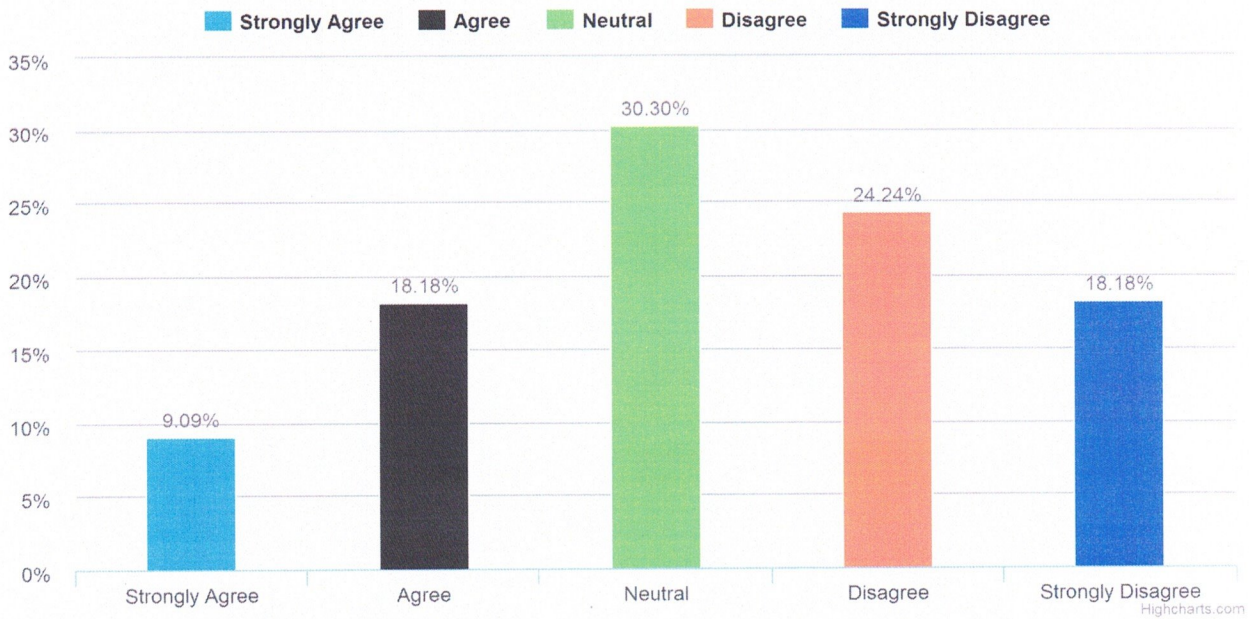
5.

I receive adequate training to perform my duties as an employee of the department.

Response	Comments
1	No FTO program, no formal Detective training, and most imporatntly we do the bare minimum of requireded training. All due to lack of budget.
2	No money for training. No FTO program.
3	Training is only available if free and does not cause overtime
4	There is no training for most within the building.
5	No Field Training program. Little consistency. No real culture of professional motivation.
6	Training budget is almost nothing. Only will receive mandated training that the State of Mass requires.
7	There is no standardized training within the department outside of annual in-service training. No field training program for new officer's
8	The department does the best with what they have, and this is mostly due to lack of funding.
9	No training after the academy.

6. I receive timely feedback from my supervisors.

	Responses	Percent
Strongly Agree:	3	9.09%
Agree:	6	18.18%
Neutral:	10	30.3%
Disagree:	8	24.24%
Strongly Disagree:	6	18.18%
Additional Comments:	5	15.15%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

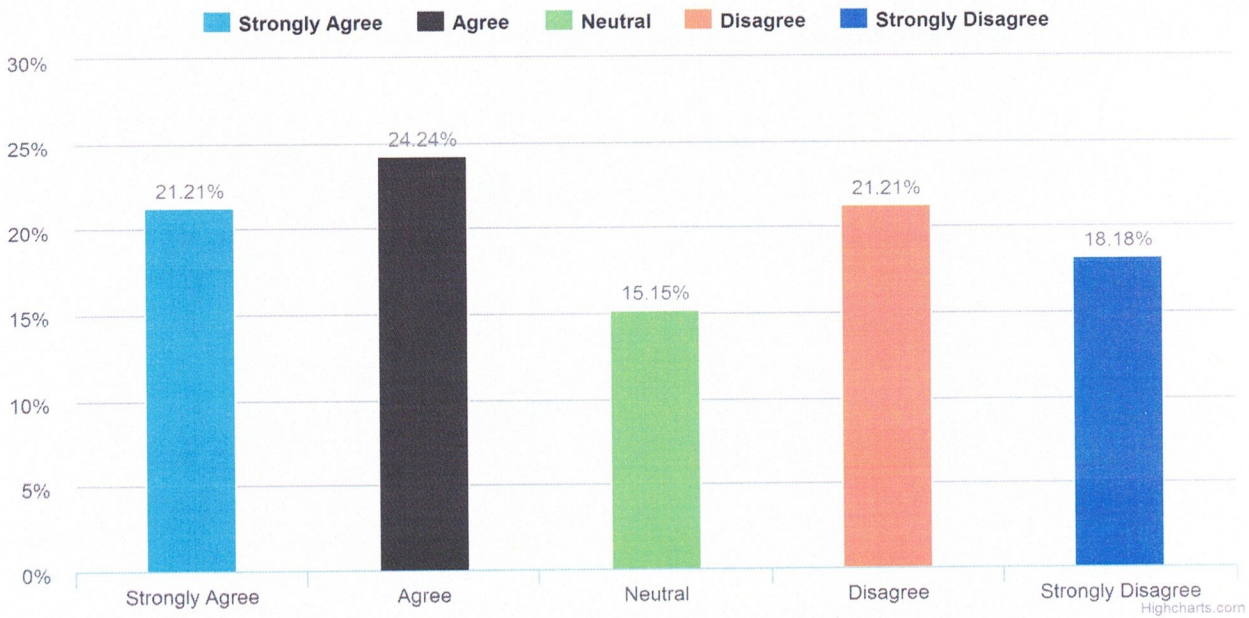


6. I receive timely feedback from my supervisors.

Response	Comments
1	It is not always correct but it is timely so they can get back to not being bothered.
2	Depends on the Supervisor you talk too.
3	It depends on who the supervisor is that day-- sometimes I get no feedback at all.
4	Those who try are vastly overtasked and spread thin
5	Most supervisors only care about the raise and are afraid to confront anyone on performance whether good or bad.

7. I am welcome and respected by the community.

	Responses	Percent
Strongly Agree:	7	21.21%
Agree:	8	24.24%
Neutral:	5	15.15%
Disagree:	7	21.21%
Strongly Disagree:	6	18.18%
Additional Comments:	9	27.27%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

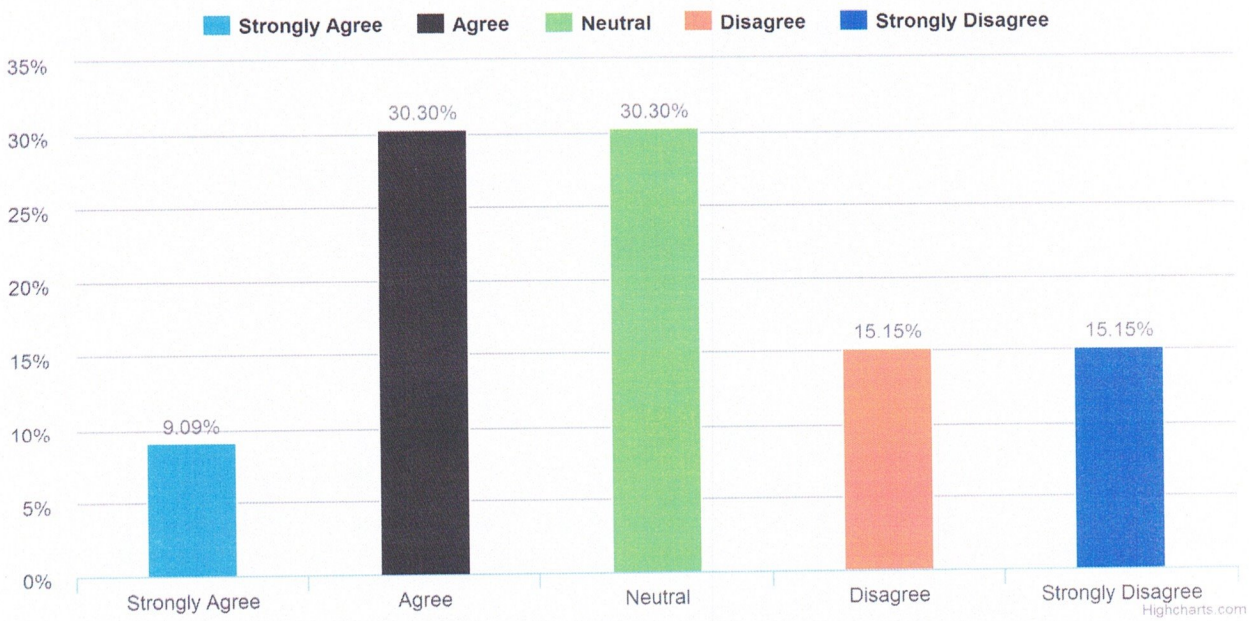


7. I am welcome and respected by the community.

Response	Comments
1	The most distrubing is the a grwoing number of local politicians do not support HPD. Most of the people of Holyoke respect HPD.
2	Members of the City Council portray us gang members to the public. The Mayor is just as bad.
3	When city counselors marching with others in front of the station yelling "f the police" does not help. Several city counselors do not like the police.
4	top down right from the mayor and council members. they don't respect us or what we do
5	Depends who you are dealing with.
6	Mayor and City Council do not have or backs and even puiblicly disrespect us during meetings
7	I am welcomed by my community due to the rapport, I've built with the community. However, I'm told regularly by community members that they have little faith in the Police Department as a whole
8	I feel the city mostly supports us.
9	We all have our circle of liked co-workers but this place is toxic and worse than a high school.

8. Department employees are treated fairly when it comes to shift assignments, overtime distribution, private details, and specialty assignments.

	Responses	Percent
Strongly Agree:	3	9.09%
Agree:	10	30.3%
Neutral:	10	30.3%
Disagree:	5	15.15%
Strongly Disagree:	5	15.15%
Additional Comments:	9	27.27%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

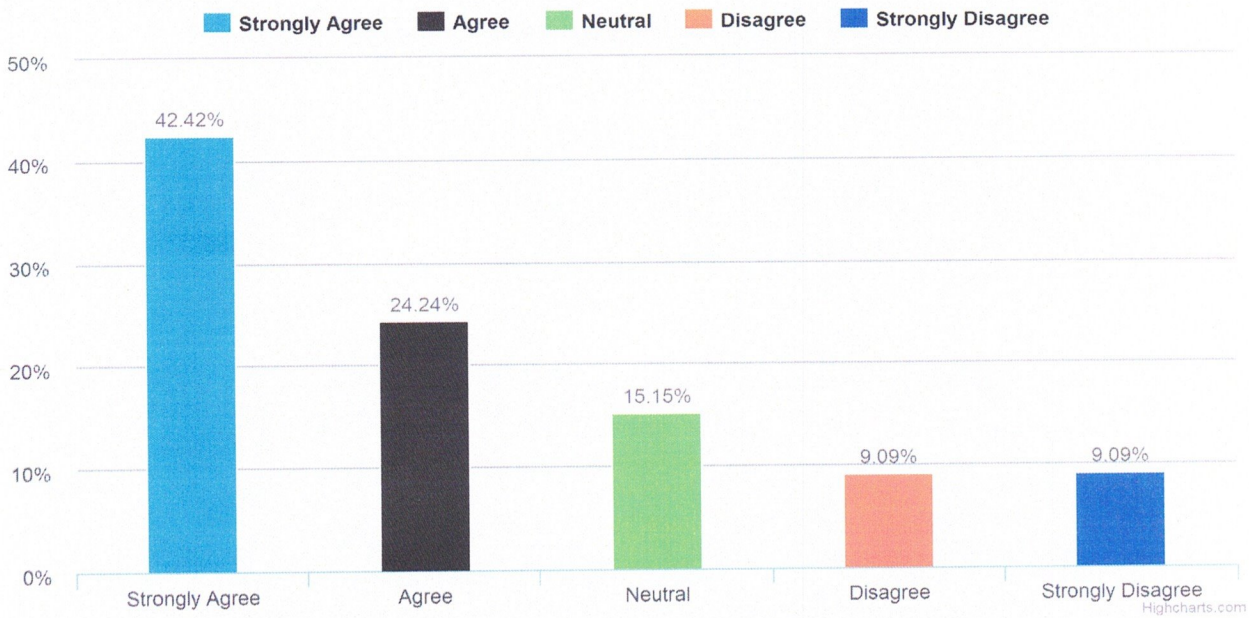


8. Department employees are treated fairly when it comes to shift assignments, overtime distribution, private details, and specialty assignments.

Response	Comments
1	Local 388 Union President does a good job about equity.
2	In terms of special assignments it's nepotism and political. Especially if you're a minority.
3	Favoritism and politics rules the day.
4	Due to short staffing officers are often forced to work extra shifts regardless of what you may jhave go9ing on after your own shift
5	specialty assignments are never offered to entirety of the Police department. Administration selects who they would like in these positions, in a closed door fashion.
6	They are fair except for assignments such as Grant assignment and how one of the worst employees in the department is the only on in CP and is never seen
7	Special assignments are wrought with nepotism. If you do not suck up to the right people, you do not get good assignments. No interviews, no selection process, just promotion of friends, ALWAYS.
8	agree to all except the last (specialty assignments)
9	Only now that we have a digital system. For years it was favoritism. The supervisors detail distribution is a joke.

9. I have never witnessed acts of discrimination based on race, sex, age, ethnic origins, or sexual orientation/identification from department employees toward members of the public.

	Responses	Percent
Strongly Agree:	14	42.42%
Agree:	8	24.24%
Neutral:	5	15.15%
Disagree:	3	9.09%
Strongly Disagree:	3	9.09%
Additional Comments:	4	12.12%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

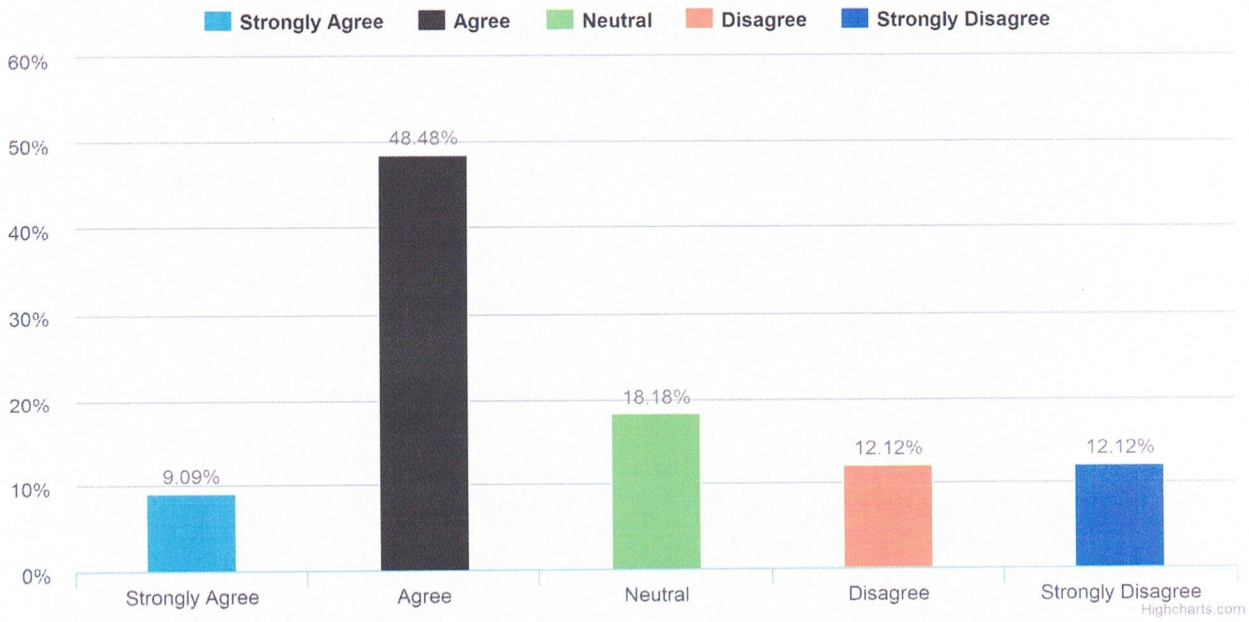


9. I have never witnessed acts of discrimination based on race, sex, age, ethnic origins, or sexual orientation/identification from department employees toward members of the public.

Response	Comments
1	We have plenty of issues, this isn't one of them.
2	The department has been outstanding in addressing anything of this manner, and I do not know ONE officer that would tolerate any of that discrimination.
3	Very many when offered a specialized job decline because of added work
4	For all the negatives that this place has we do things properly on the streets.

10.
The policies, procedures, rules, and regulations of the department provide clear guidance for performance of all critical job tasks for my position.

	Responses	Percent
Strongly Agree:	3	9.09%
Agree:	16	48.48%
Neutral:	6	18.18%
Disagree:	4	12.12%
Strongly Disagree:	4	12.12%
Additional Comments:	5	15.15%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

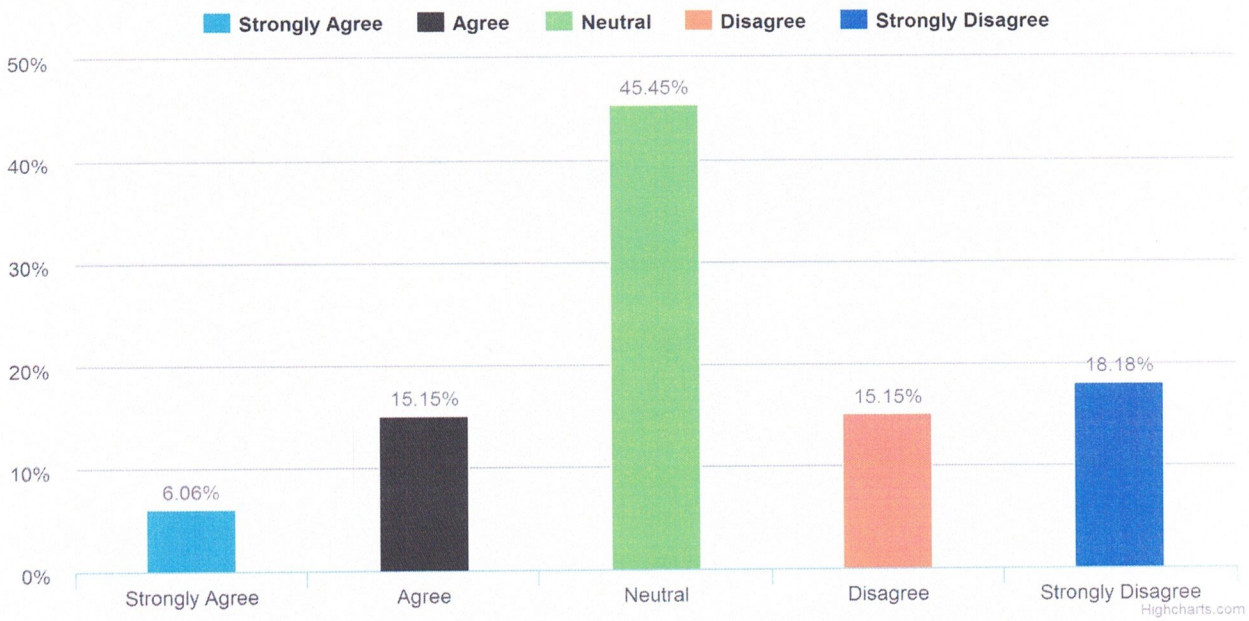


10.
The policies, procedures, rules, and regulations of the department provide clear guidance for performance of all critical job tasks for my position.

Response	Comments
1	Updating policy and procedures take a back seat to putting out the day to day fires.
2	Very little training in this area, either upfront or ongoing.
3	Learn as you go policy regardless of rank.
4	When they are enforced
5	We have antiquated SOP's that are only now being revised

11. The administration of the department welcomes suggestions and input.

	Responses	Percent
Strongly Agree:	2	6.06%
Agree:	5	15.15%
Neutral:	15	45.45%
Disagree:	5	15.15%
Strongly Disagree:	6	18.18%
Additional Comments:	4	12.12%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

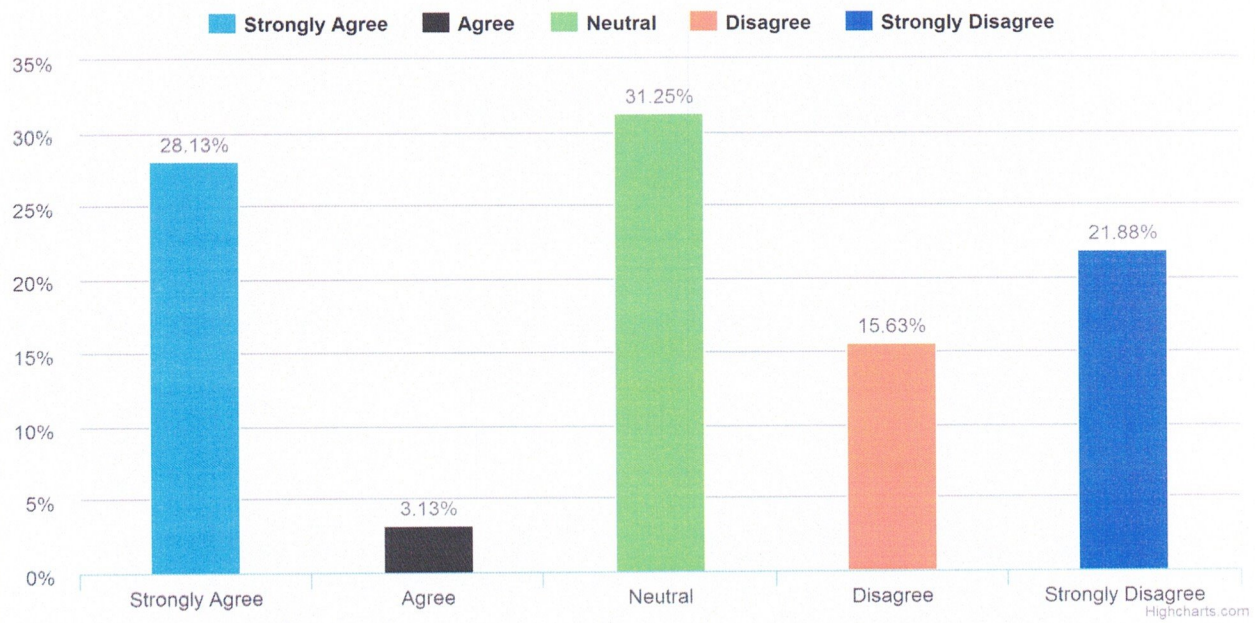


11. The administration of the department welcomes suggestions and input.

Response	Comments
1	Yes but if it cost money then it will not happen.
2	How they will use it is another story.
3	Nothing has changed in ten or more years, so it is safe to say that suggestions are ignored at best, and unwelcome at worst.
4	They'll listen to it but do they hear it? We don't think so.

12. I would like to see the City of Holyoke separate from Massachusetts Civil Service.

	Responses	Percent
Strongly Agree:	9	28.12%
Agree:	1	3.12%
Neutral:	10	31.25%
Disagree:	5	15.62%
Strongly Disagree:	7	21.88%
Additional Comments:	6	18.75%
Total Responded to this question:	32	96.97%
Total who skipped this question:	1	3.03%
Total:	33	100%

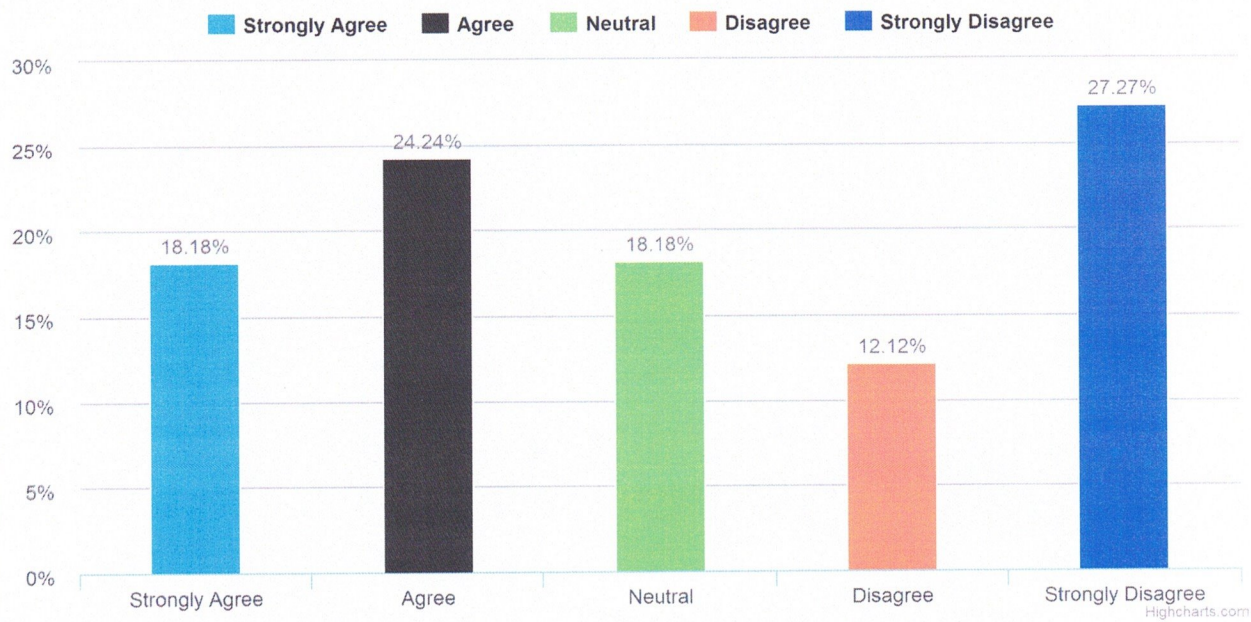


12. I would like to see the City of Holyoke separate from Massachusetts Civil Service.

Response	Comments
1	No longer suits our departments needs especially in hiring and promotions.
2	The city would have to negotiate the time and they have said they won't pay for it. Therefore it won't happen
3	Definitely need this oversight.
4	Civil service has lead to supervisors that I would never trust on the road. It is all about who can take a test better, and that is not just bad, it is dangerous.
5	If compensated as other departments have been
6	As shitty as Civil Service is, without it we would only hire friends and family.

13. Promotions within the department are made using a fair and understandable process.

	Responses	Percent
Strongly Agree:	6	18.18%
Agree:	8	24.24%
Neutral:	6	18.18%
Disagree:	4	12.12%
Strongly Disagree:	9	27.27%
Additional Comments:	9	27.27%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

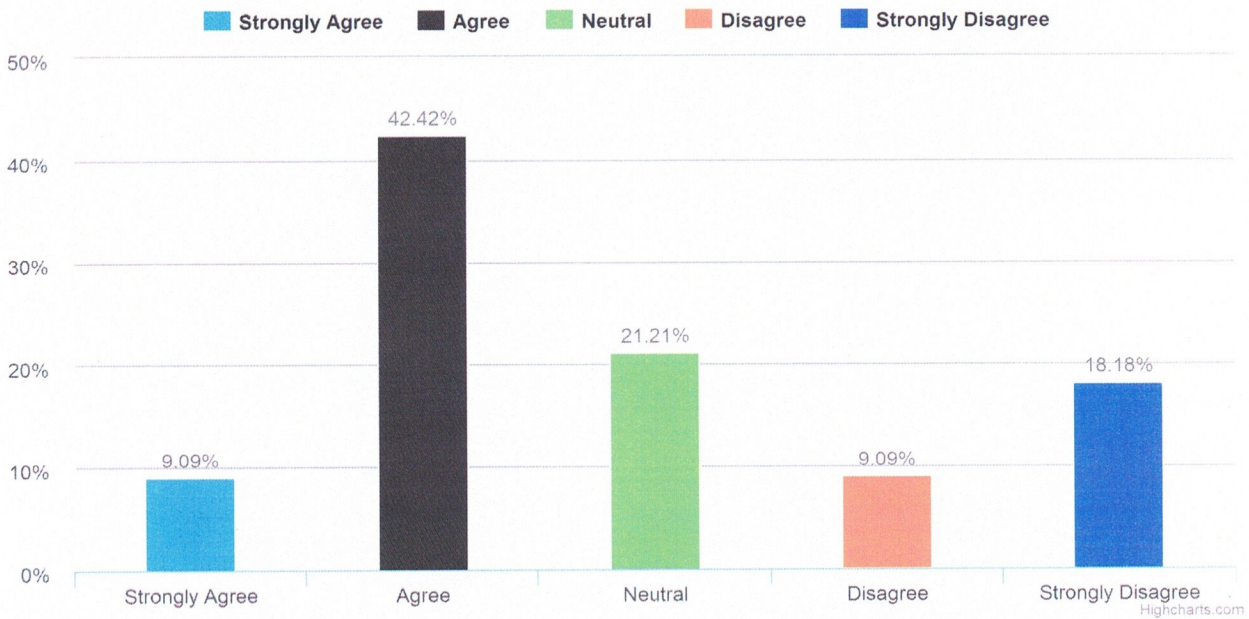


13. Promotions within the department are made using a fair and understandable process.

Response	Comments
1	Promotions are based only on Civil Service test scores.Promoted officers with only 1 year of on the job experience. Performance, attendance, and willingness to take on additional duties not considered
2	Politics play a part.
3	the only requisite is passing the test
4	Sometimes like in the process of promoting the most recent Capt., there was nothing fair about it. The mayor and the Captaincies. were friends and many people were screwed over when they made that pr
5	Civil Service helps but they'll try to manipulate it as much as possible.
6	Its only one test to take to get promoted. If youre a horrible officer but a good test taker you can be promoted.
7	Supervisor promotions ARE fair. Getting special assignments is the complete and utter opposite of fair.
8	There should be a time of service requirement and a performance evaluation
9	It is fair and understandable but its a joke. Any idiot can pass the promotional exam but nothing else is taken into account. No merit!

14. The Holyoke Police Department is trusted by the community.

	Responses	Percent
Strongly Agree:	3	9.09%
Agree:	14	42.42%
Neutral:	7	21.21%
Disagree:	3	9.09%
Strongly Disagree:	6	18.18%
Additional Comments:	3	9.09%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

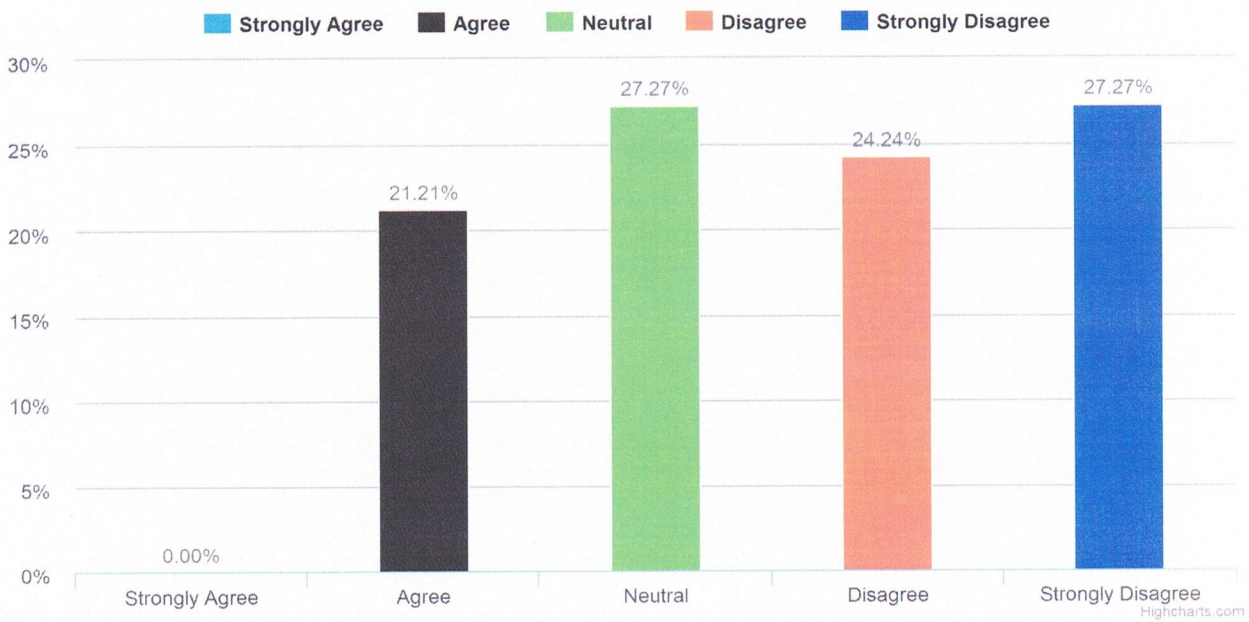


14. The Holyoke Police Department is trusted by the community.

Response	Comments
1	By most although the distrust of police is growing.
2	Depends who your dealing with. Again, this is not our issue.
3	I think the haters of the police are more vocal than the ones who appreciate us.

15. The community works cooperatively with the police to prevent crime.

	Responses	Percent
Strongly Agree:	0	0 %
Agree:	7	21.21%
Neutral:	9	27.27%
Disagree:	8	24.24%
Strongly Disagree:	9	27.27%
Additional Comments:	6	18.18%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0 %
Total:	33	100%

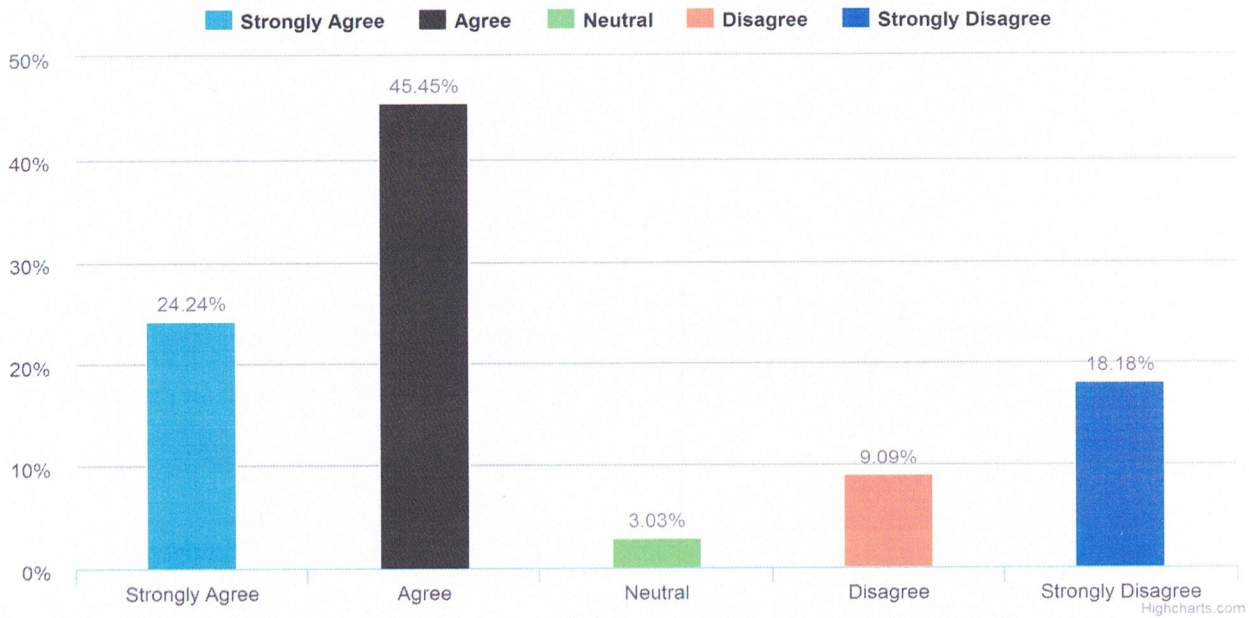


15. The community works cooperatively with the police to prevent crime.

Response	Comments
1	People are affraid of gangs and drug dealers.
2	32 shots fired and not a single call.
3	There is effort put forth on prevention but could be better managed so effort is not wasted.
4	Minority neighborhoods tend to be less cooperative with us.
5	Most would love to however are afraid of talking out of fear of retribution. We are specialist in making the public feel safe as much as possible
6	So do some don't.

16. I have never felt threatened or intimidated by co-workers or supervisors.

	Responses	Percent
Strongly Agree:	8	24.24%
Agree:	15	45.45%
Neutral:	1	3.03%
Disagree:	3	9.09%
Strongly Disagree:	6	18.18%
Additional Comments:	4	12.12%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%



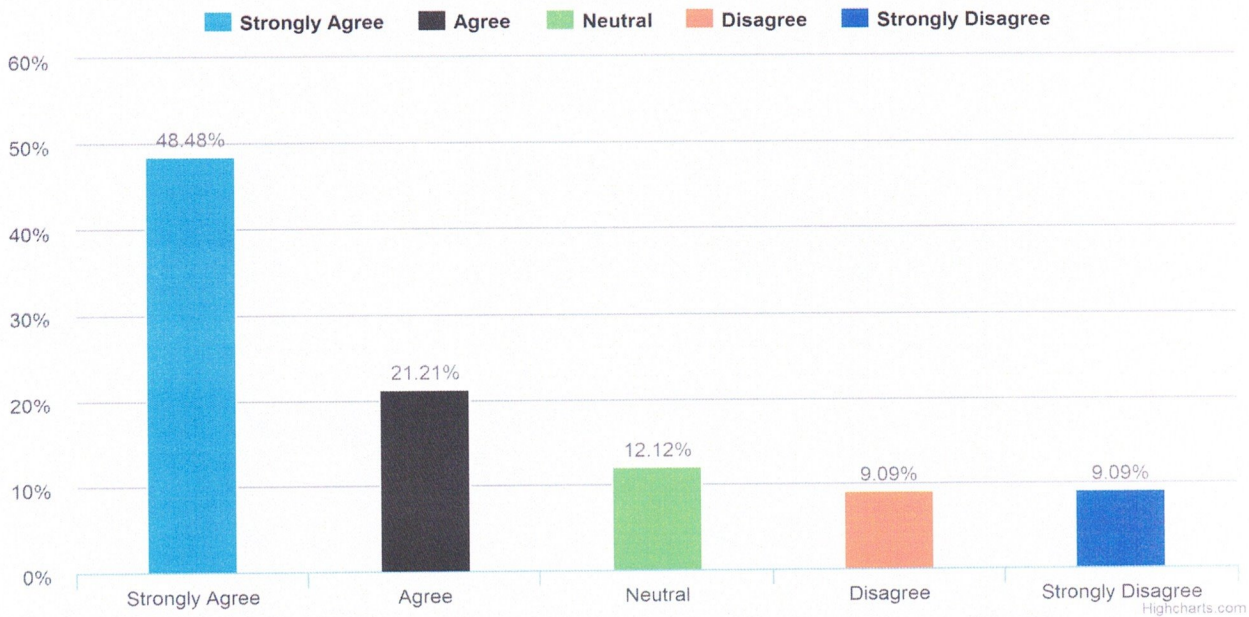
16. I have never felt threatened or intimidated by co-workers or supervisors.

Response	Comments
1	It's the normal state of operations. Very hard to trust the true motives of superiors. Seems like a Chess match.
2	A couple that were really bad supervisors have retired
3	On numerous occasions, by several members of the command staff
4	This has never been an issue whatsover.

17.

I have never witnessed, nor have I been a victim of, harassment within my department based on gender, race, age, ethnic origins, or sexual orientation/identity.

	Responses	Percent
Strongly Agree:	16	48.48%
Agree:	7	21.21%
Neutral:	4	12.12%
Disagree:	3	9.09%
Strongly Disagree:	3	9.09%
Additional Comments:	2	6.06%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%



17.

I have never witnessed, nor have I been a victim of, harassment within my department based on gender, race, age, ethnic origins, or sexual orientation/identity.

Response	Comments
1	Again, not our issue.
2	I have never known this to be an issue.

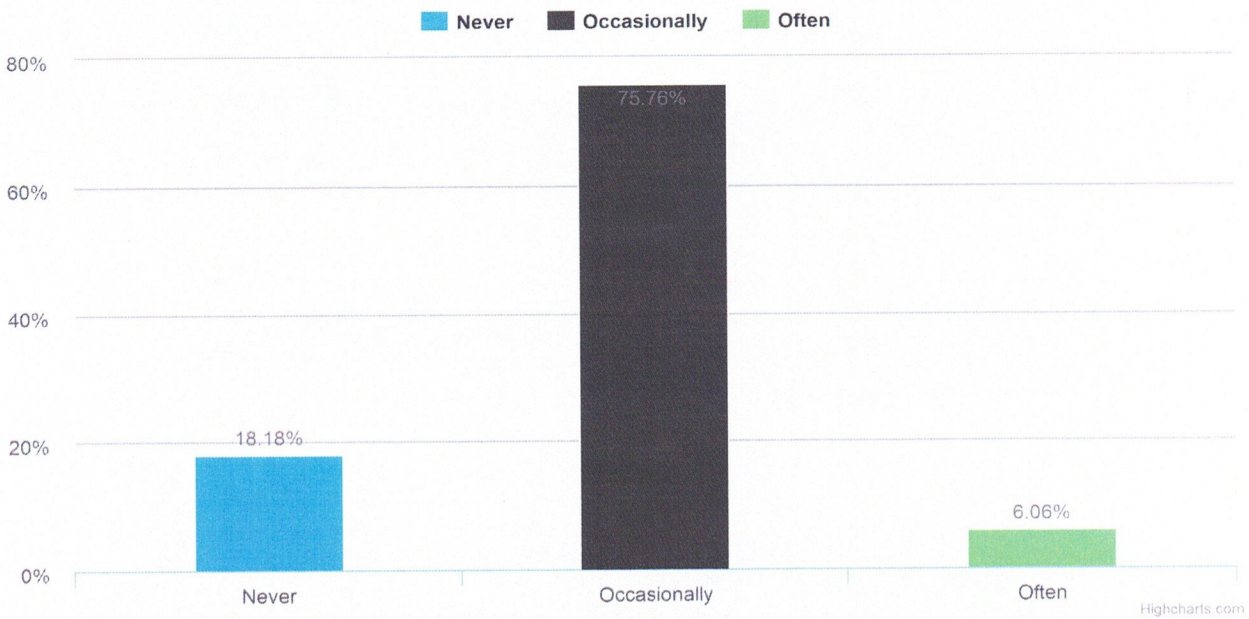
18.

The Mayor and City Council support the police department.

	Responses	Percent
Never (0 Points):	6	18.18%
Occasionally (0 Points):	25	75.76%
Often (0 Points):	2	6.06%
Additional Comments:	14	42.42%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

Points Summary:

Highest: 0 **Lowest:** 0 **Average:** 0 **Median:** 0 **Standard Deviation:** 0



18.

The Mayor and City Council support the police department.

Response	Comments
1	Recent years there is less support for PD by politicians.
2	task specifc. Think Mayor should publicallly support Police more
3	When politically correct support, however overall no support
4	The mayor puts on a good show for the public, most of the Council are anti-police
5	when convienent for them
6	depends the issue and which member you are talking about. Over all the mayor and certain council members do not support the police
7	When it's politically appropriate.
8	Some do, some don't.
9	Some do, some do not, and that is just the way it goes.
10	The mayor occasionally. However there is a contingent on the city council who openly speaks of there hate for us and fights anything with the word "police" in it.
11	Theirs no trust on their end
12	City Council members are bias towards the department. These memebes don't want us to have improved equipment.

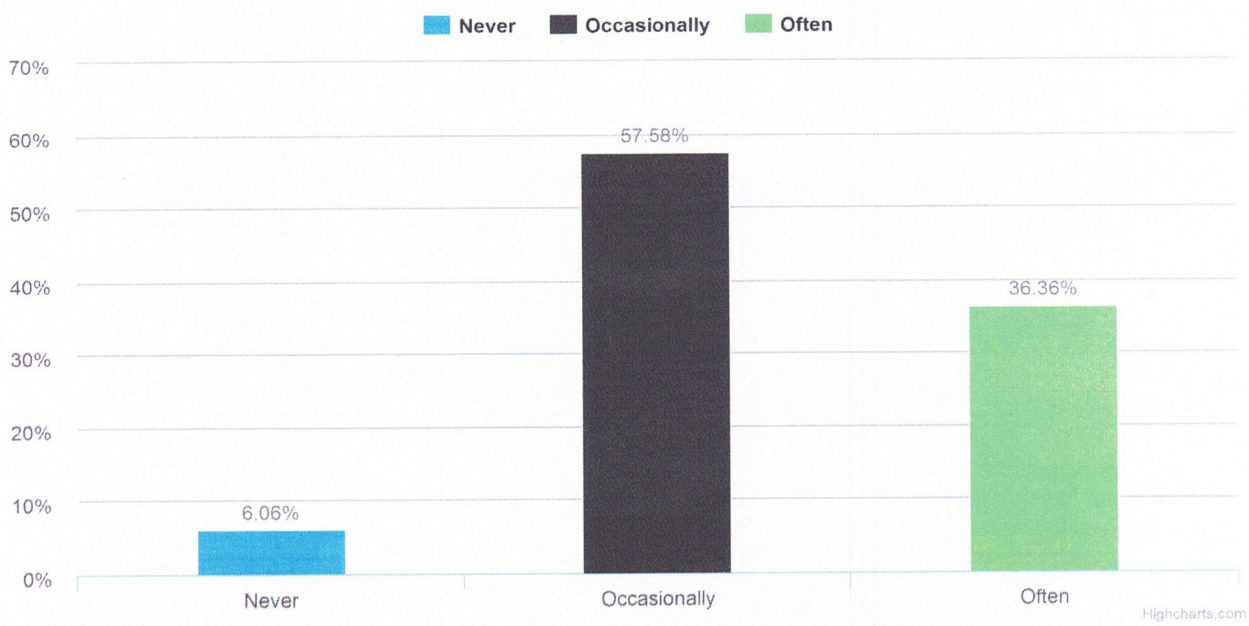
13	Mayor does but city council DOES NOT and has made harsh comments towards officers
14	The Mayor is a liberal anti police joke!

19.
I like the amount of overtime work that is available.

	Responses	Percent
Never (0 Points):	2	6.06%
Occasionally (0 Points):	19	57.58%
Often (0 Points):	12	36.36%
Additional Comments:	13	39.39%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

Points Summary:

Highest: 0 **Lowest:** 0 **Average:** 0 **Median:** 0 **Standard Deviation:** 0

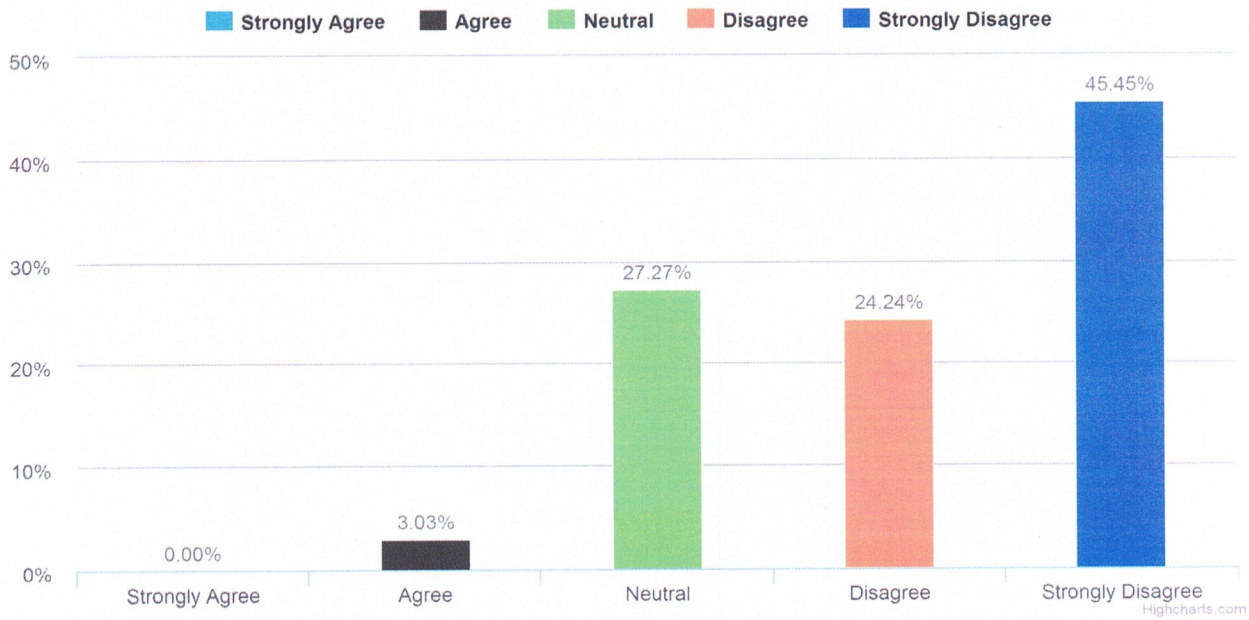


19.
I like the amount of overtime work that is available.

Response	Comments
1	Too much overtime
2	Lack of manpower causes too much OT and has collasped PD morale.
3	Plenty of OT for people that want it
4	We need more staffing.
5	most officers won't work overtime unless forced
6	Various grant-funded opportunities available.
7	There are so many opportunites to make extra mponey no one should complain
8	the amount of forced overtime is completely out of control. The obvious persistent carelessness when supervisors are making the schedules, with a reduced patrol staff, is one of the primary factors.
9	There is absolutely no shortage of overtime available, to a detrimental level, but what that consists of varies considerably.
10	when not forced to work because of staffing shortages
11	Most of the time its overwhelming
12	There are officers that help out with overtimes and other officers that only care about themselves.
13	It's there if you want it.

20. The department is keeping up with the technological advances necessary to provide a modern and professional level of services to the public.

	Responses	Percent
Strongly Agree:	0	0%
Agree:	1	3.03%
Neutral:	9	27.27%
Disagree:	8	24.24%
Strongly Disagree:	15	45.45%
Additional Comments:	8	24.24%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

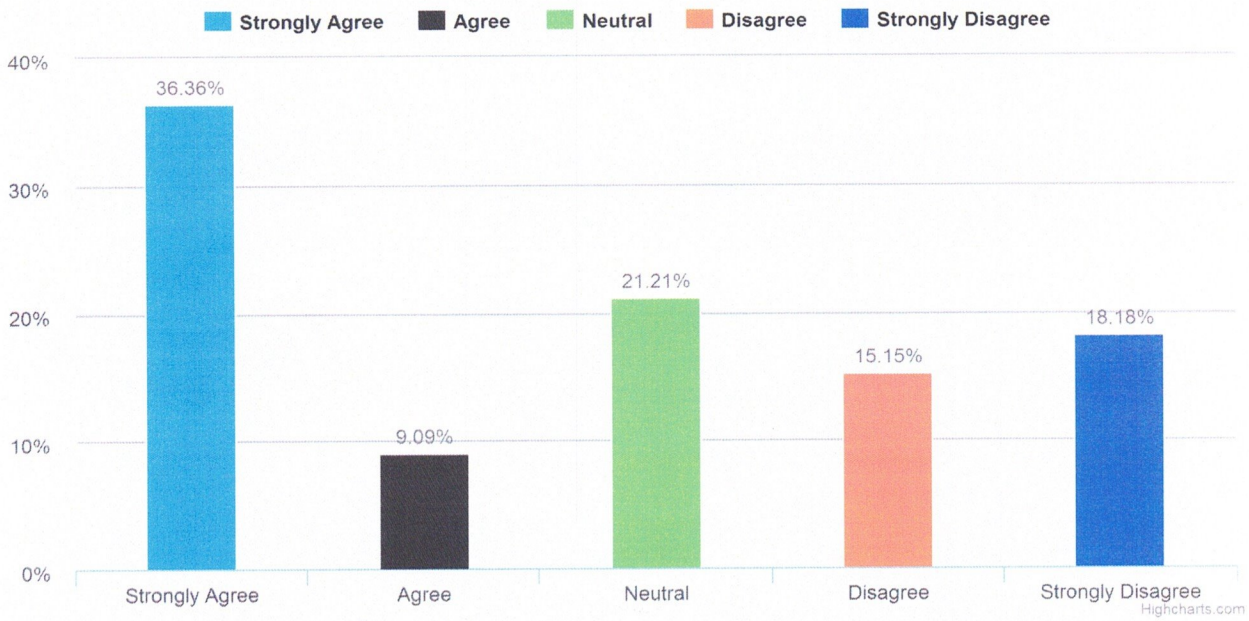


20. The department is keeping up with the technological advances necessary to provide a modern and professional level of services to the public.

Response	Comments
1	We are decades behind. Nothing works and eventually it will be a liability.
2	No money for equipment and the fleet is always falling apart.
3	many technical things are handed over to State Police
4	We barely have running police cars
5	This is a comical question. The Chief himself told me that an audit done in 97 told the department to computerize its payroll and various other things. Still hasnt been done. He actually laughed.
6	This is 100% due completely to [lack of] funding, not due to no desire to keep up by the department.
7	it is taking very slow steps
8	We're so far behind. Mostly because we're broke. Movement is being made but it's very slow

21. Quality training is an important part of being a Holyoke PD employee.

	Responses	Percent
Strongly Agree:	12	36.36%
Agree:	3	9.09%
Neutral:	7	21.21%
Disagree:	5	15.15%
Strongly Disagree:	6	18.18%
Additional Comments:	10	30.3%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

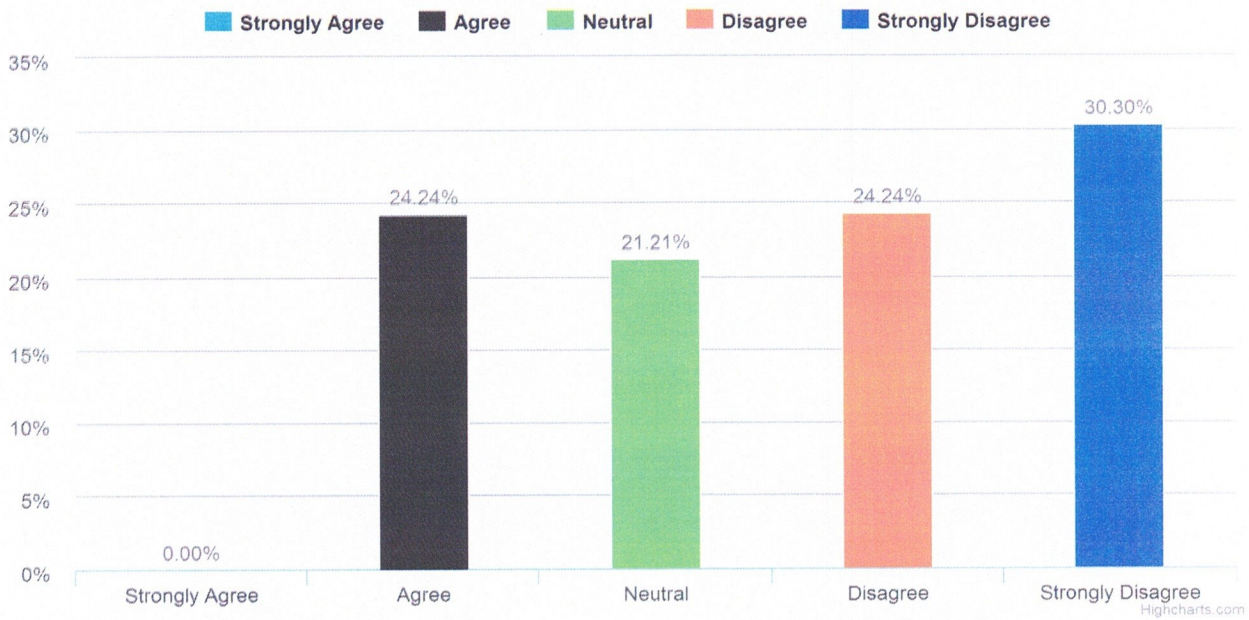


21. Quality training is an important part of being a Holyoke PD employee.

Response	Comments
1	Need better training not just bare min
2	Holyoke is consistanly #1 in Massachusetts in all crime categories. We need more training to combat these issues.
3	what training? need an FTO program
4	No money for training. Just basic training.
5	there is no training
6	but the dept rarely sends officer for the training they need
7	Training is one of our greatest weaknesses. With an emphasis on the actual quality of the training.
8	We rarely receive training
9	The city invests almost nothing in training. It is very sad.
10	Yes but we don't get any. Again, no money.

22. The administration of the department provides fair and equal treatment to all employees.

	Responses	Percent
Strongly Agree:	0	0%
Agree:	8	24.24%
Neutral:	7	21.21%
Disagree:	8	24.24%
Strongly Disagree:	10	30.3%
Additional Comments:	7	21.21%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

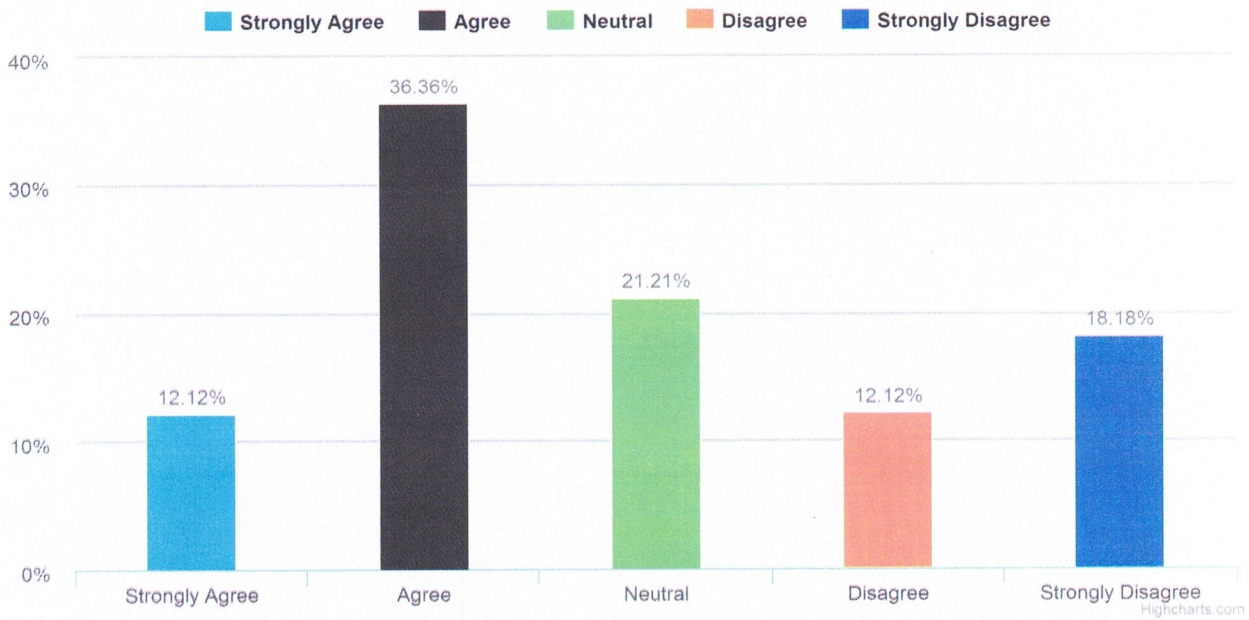


22. The administration of the department provides fair and equal treatment to all employees.

Response	Comments
1	There are a few "choosen" officers that did not (refused) to do a 6 week TDY to help patrol with manpower. Created a huge morale and division amongst officers/detectives.
2	certain employees are taken care of
3	everything at the HPD depends on who you are and if your on the right team.
4	The Chief picks his buddies and many other higher ups do too. Everyone knows it. How to change it is another story.
5	Depends on who you are.
6	Treatment of officers is wholly dependent upon what supervisor's circle you are in. Those who pick the right circle are taken care of, those that don't sit in the same patrol position for 25 years.
7	This depends on a lot of factors but the upper management is mostly bullies.

23. I receive personal and professional satisfaction from my job with the department.

	Responses	Percent
Strongly Agree:	4	12.12%
Agree:	12	36.36%
Neutral:	7	21.21%
Disagree:	4	12.12%
Strongly Disagree:	6	18.18%
Additional Comments:	6	18.18%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

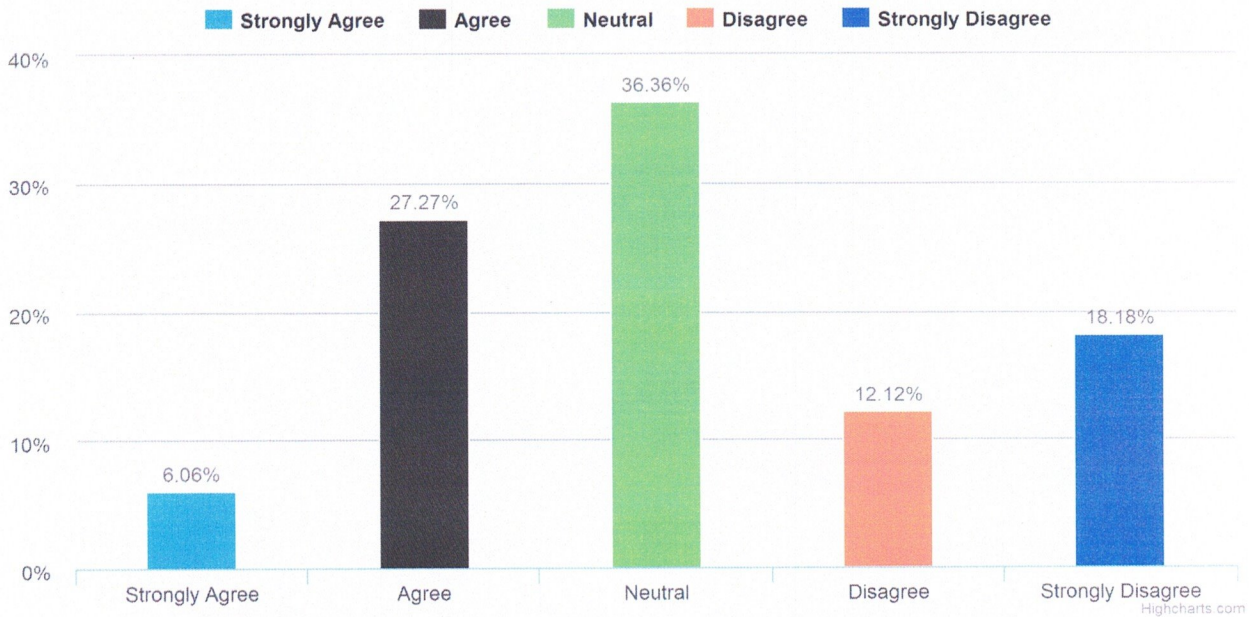


23. I receive personal and professional satisfaction from my job with the department.

Response	Comments
1	Lack of funding, manpower, and training causes undo stress.
2	It has been the worst decision of my life.
3	No opportunites for being placed into a bureau or given extra responsibilities
4	Due to the negative issues in this survey, my job satisfaction is horrible. I would leave in an instant if I could afford to.
5	occasionally
6	I hate working here. I would leave if I could. City Hall hates us and most are so lazy that the job becomes more hazardous than it has to be.

24. Training is distributed to employees fairly and equitably.

	Responses	Percent
Strongly Agree:	2	6.06%
Agree:	9	27.27%
Neutral:	12	36.36%
Disagree:	4	12.12%
Strongly Disagree:	6	18.18%
Additional Comments:	6	18.18%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

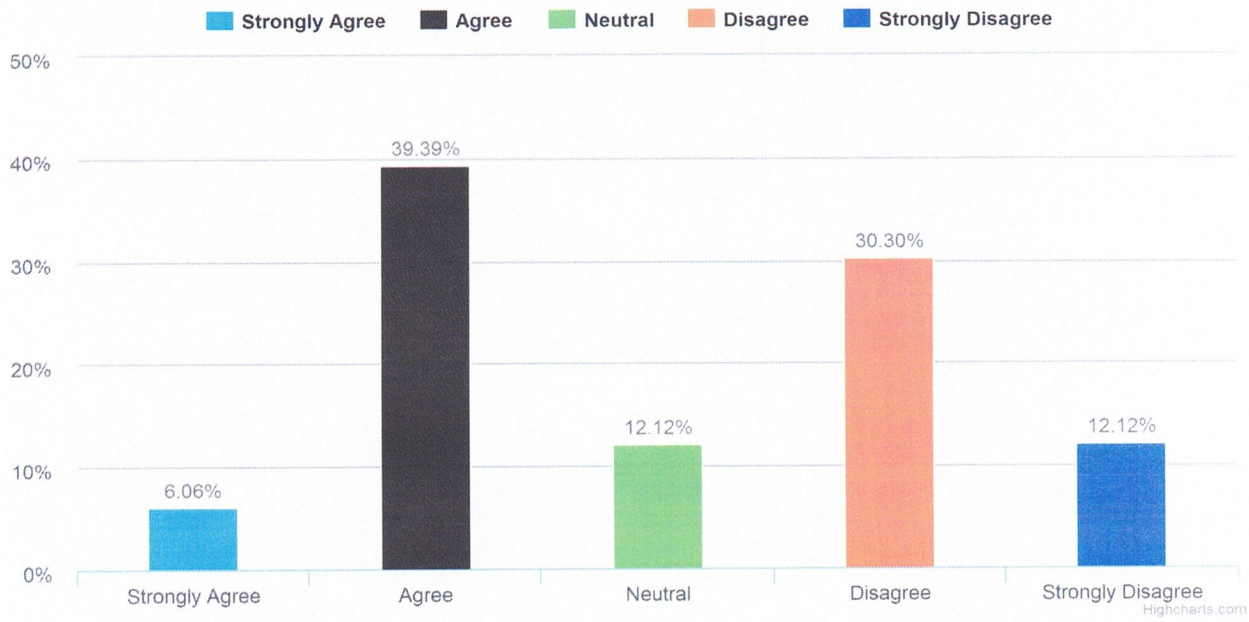


24. Training is distributed to employees fairly and equitably.

Response	Comments
1	Only if it is mandated. No budget or personnel for training
2	what there is of our minimal required training
3	It rarely happens
4	There is no issue with this. If the city can afford it, and you ask for it (training wise), you will almost always get it.
5	Most say they want to partake but never follow through
6	Most opportunities go to the golden ones. We have no money for most but when it's a favorite they'll find the cash.

25.
My chain of command is easy to understand; the sergeants, lieutenants, and captains provide quality guidance and support to me and the people I work with regularly.

	Responses	Percent
Strongly Agree:	2	6.06%
Agree:	13	39.39%
Neutral:	4	12.12%
Disagree:	10	30.3%
Strongly Disagree:	4	12.12%
Additional Comments:	9	27.27%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

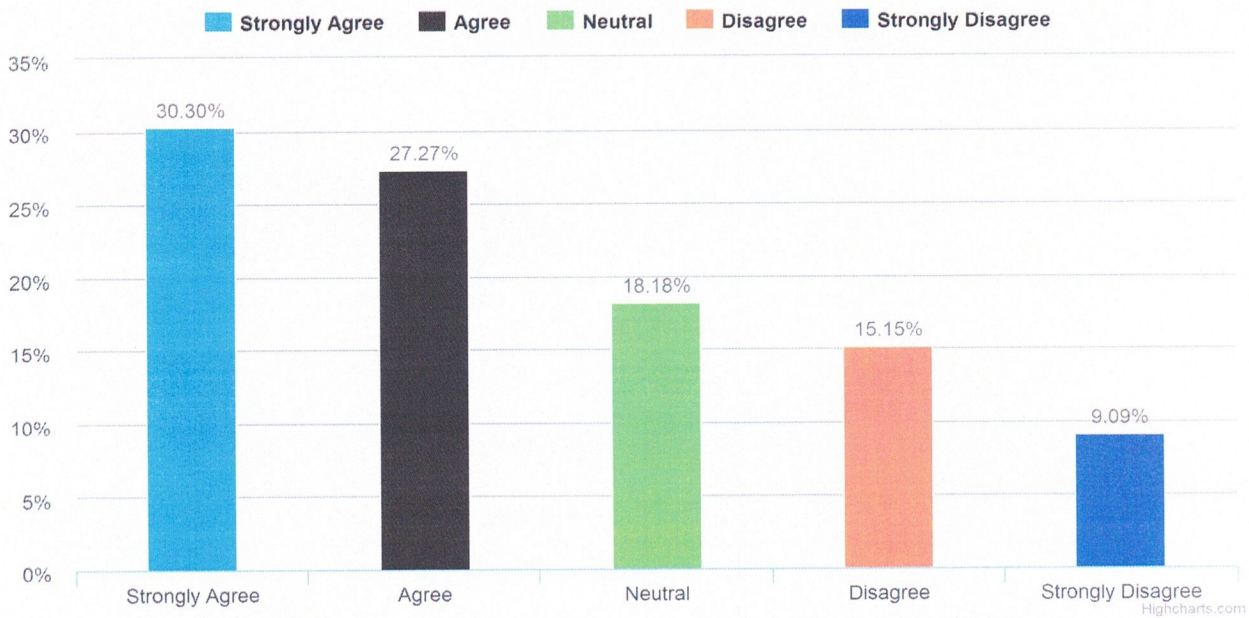


25.
My chain of command is easy to understand; the sergeants, lieutenants, and captains provide quality guidance and support to me and the people I work with regularly.

Response	Comments
1	Some Captains seem to have to do more then others
2	My current chain of command is good and provides support when needed..
3	Disorganized
4	Whole system is screwed up.
5	Not sure who my captain is.
6	This is true only for those supervisors that actually work. The lazy supervisors are the most indifferent people you can imagine.
7	how many Field Operations Bureau Commanders are there?
8	Some, most do not and pass the buck
9	Not all within the chain. The lower links yes but the higher it goes the worse it gets.

26. If I had the opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department.

	Responses	Percent
Strongly Agree:	10	30.3%
Agree:	9	27.27%
Neutral:	6	18.18%
Disagree:	5	15.15%
Strongly Disagree:	3	9.09%
Additional Comments:	6	18.18%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0%
Total:	33	100%

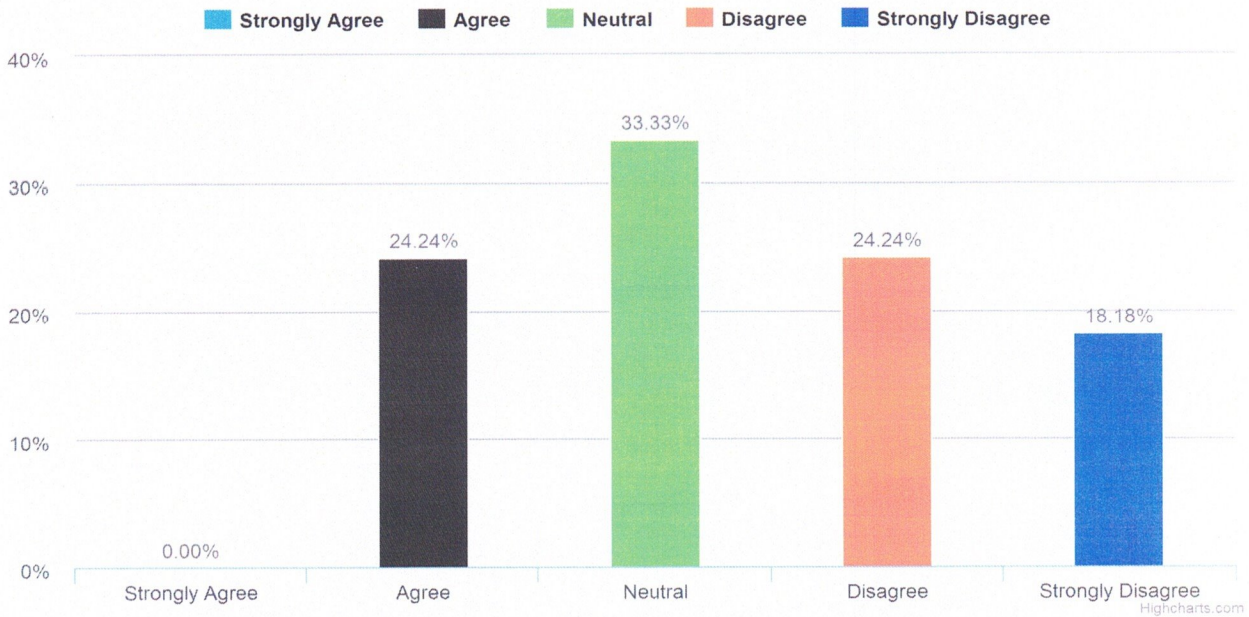


26. If I had the opportunity to take a similar job with a different employer with comparable pay and benefits, I would leave the department.

Response	Comments
1	getting to end of career so would not leave now
2	absolutely, because the command staff and city do not support the members of the HPD
3	It's literally the only reason many of us stay.
4	Because I wouldn't leave the city
5	In a heartbeat, and that is due completely to the nepotism and lack of concern for overworked officers.
6	No hesitation!

27. I receive the support and encouragement from my department that I need to be successful.

	Responses	Percent
Strongly Agree:	0	0 %
Agree:	8	24.24%
Neutral:	11	33.33%
Disagree:	8	24.24%
Strongly Disagree:	6	18.18%
Additional Comments:	4	12.12%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0 %
Total:	33	100%

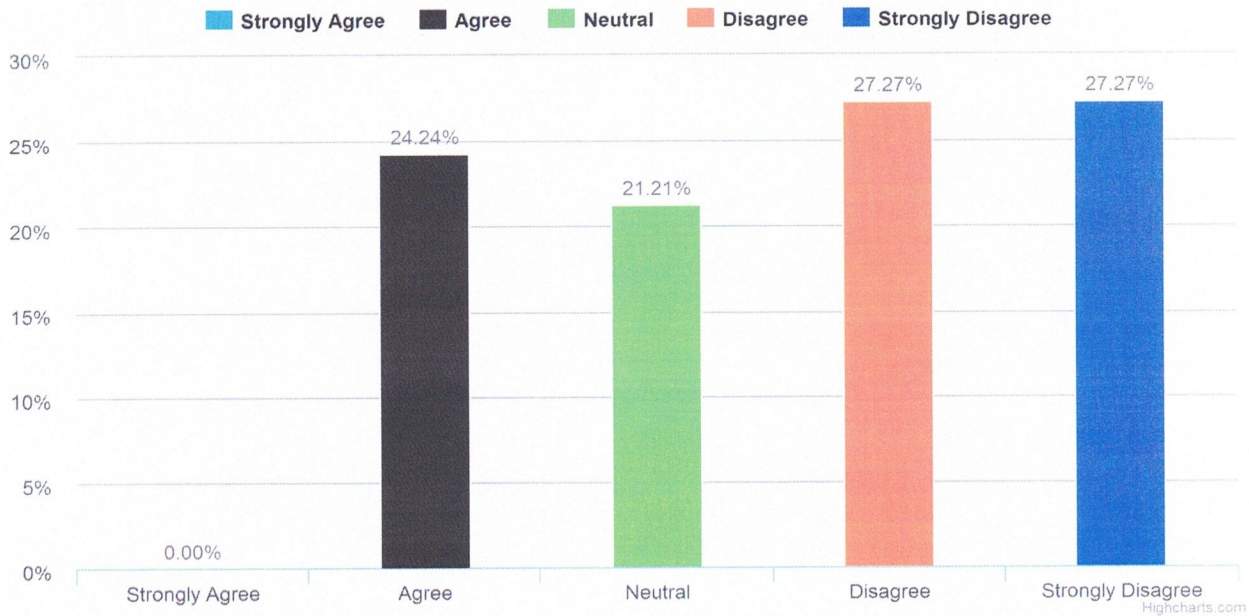


27. I receive the support and encouragement from my department that I need to be successful.

Response	Comments
1	Lack of manpower, funding, and training
2	The only equally toxic environment might be Hell.
3	Place is negative from the day a new officer walks in the building
4	There is no measure of success here. Once you're hired you can sleep every shift away and no one will say a thing.

28. The police station, cruiser fleet, and issued equipment are adequate to safely complete my duties.

	Responses	Percent
Strongly Agree:	0	0 %
Agree:	8	24.24%
Neutral:	7	21.21%
Disagree:	9	27.27%
Strongly Disagree:	9	27.27%
Additional Comments:	8	24.24%
Total Responded to this question:	33	100%
Total who skipped this question:	0	0 %
Total:	33	100%

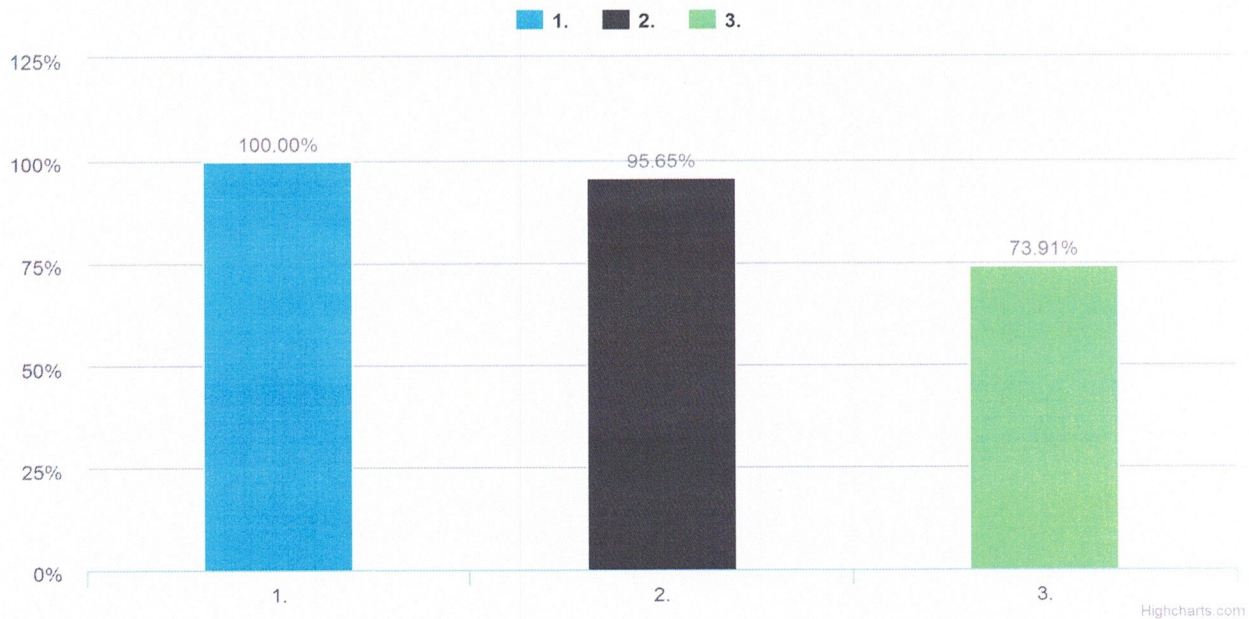


28. The police station, cruiser fleet, and issued equipment are adequate to safely complete my duties.

Response	Comments
1	Our fleet is terribly under funded and vehicle guys do the best they can with what they got.
2	Station is not adequate
3	Noting works.
4	equipment is outdated especially IT equipment, pistols are 10 years old
5	Equipment is substandard, poorly maintained and not replaced when needed.
6	Cruiser maintenance is horrendous
7	Short comings are due to budget constraints, and the department does well with what the city gives them.
8	What we have is good but we're still lacking.

29. Please list the three things you like best about working for the department.

	Responses	Percent
1.:	23	100%
2.:	22	95.65%
3.:	17	73.91%
Total Responded to this question:	23	69.7%
Total who skipped this question:	10	30.3%
Total:	33	100%



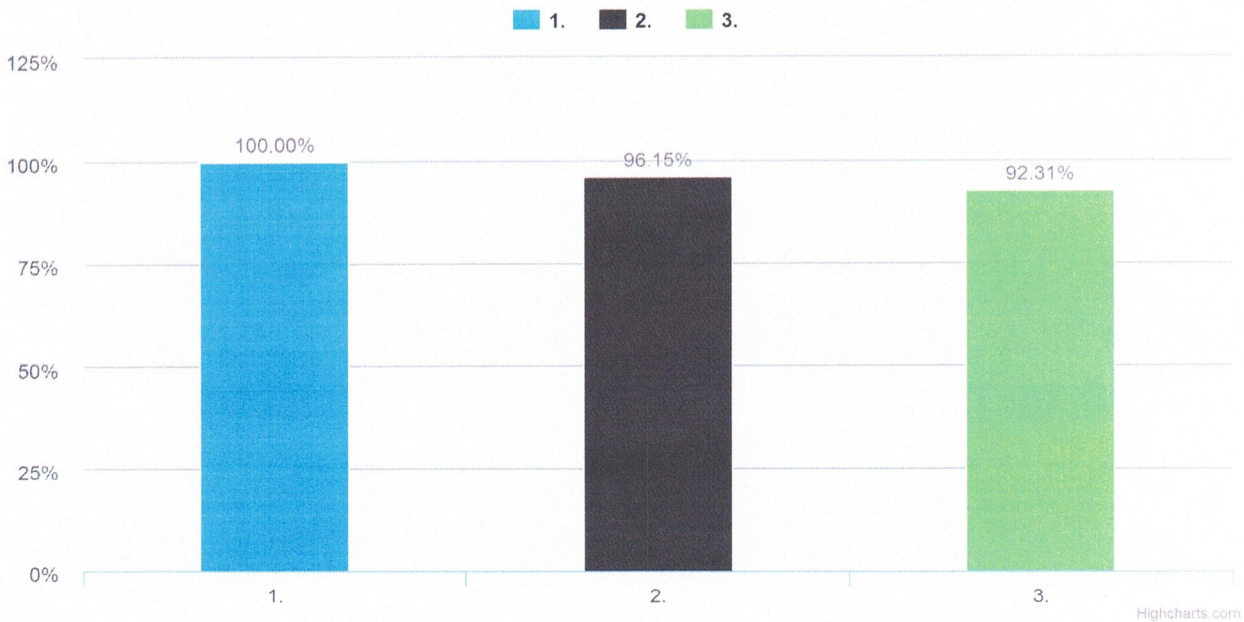
29. Please list the three things you like best about working for the department.

Response	1.
1	the respect from neighboring communities
2	the diversity
3	Being a Police Officer
4	More staffing
5	flexibility
6	The pay
7	most of the people
8	working in public safety
9	its almost over
10	Public Service
11	Good Pay
12	Nothing
13	the community
14	benifits package, time off, sick time, vacation etc.
15	The esprit de corps with the lower level officers is high, but that is due mostly to suffering together.
16	Support amongst patrol
17	the benefits negotiated by contract
18	Perseverance
19	The city

20	Great coworkers
21	I love the coworkers on my shift easy to ask questions
22	Some supervisors are helpful.
23	Assignment
Response	**2.**
1	my fellow officers are good officers
2	the pride I have as a Holyoke Officer
3	Ability to help others,
4	Accountability
5	available overtime
6	It's my home town
7	the job itself
8	every day / hour / minute is different
9	its almost over
10	Pay/Benefits
11	Good Time Off
12	the time off
13	opportunity for advancement
14	Training is never turned down unless the department cannot afford it.
15	Support within Dept regardless of public perception
16	the retirement
17	Honor
18	Co workers
19	Type of workload
20	My assigned shift
21	Some of the guys are willing to help.
22	Details
Response	**3.**
1	Time off opportunities
2	the room for improvement
3	Short commute
4	Better supervisors (Captains)
5	personal satisifaction
6	the community
7	making a difference to someone unknown
8	its almost over
9	Retirement/Pension
10	overtime opportunities if wanted to work
11	The sense of pride in protecting the city I love.
12	Serving hometown community
13	Community oriented
14	Time owed
15	Opportunity to gain experience in specific fields
16	Every call is still a learning opportunity
17	Working with the public

30. Please list the three things you dislike about working for the department.

	Responses	Percent
1.:	26	100%
2.:	25	96.15%
3.:	24	92.31%
Total Responded to this question:	26	78.79%
Total who skipped this question:	7	21.21%
Total:	33	100%



30. Please list the three things you dislike about working for the department.

Response	1.
1	public perception of police department is not reality
2	Lack of funds to correctly service our city
3	Lack of manpower and funding
4	Not enough personnel
5	No one is held accountable for their actions.
6	lack of specific training
7	Disorganized
8	Moral
9	employees doing "swap" shifts
10	The lack of respect out of city hall
11	Corruption
12	Upper Management
13	Morale
14	Favoritism
15	community support
16	Nepotism in regards to special assignments, including the lack of any system whatsoever to fairly give out special assignments. It is all about who you know.
17	Disparities in time off between divisions/ bureaus
18	the lack of discipline

19	Lack of staffing
20	Lack of leadership
21	No divisions
22	Outdated equipment
23	Some supervisors are the biggest gossipers
24	Equipment outdated. Like cameras.
25	Inner feuding
26	Lack of accountability and motivation.
Response	**2.**
1	lack of support from city
2	lack of support from city or even inculded in most things having to do with funding
3	Lack of training
4	Pathetic funding
5	We run bare minimum shifts because there isn't enough officers
6	lack of KNOWLEDGABLE supervison
7	Too political
8	favoritism
9	employees who don't like to work
10	The terrible management of the men and women at the HPD
11	Favoritism
12	Lack of discipline
13	No privacy
14	lack of equality and fairness
15	lack of staff levels of officers
16	The indifference to officers held for overtime by admin, supervisors, and even other patrolmen.
17	Treatment between divisions/ bureaus
18	the lack of an organization structure that can function/spread out the work
19	Lack of training
20	Show of favoritism
21	No staff
22	City Council with extreme bias towards our department
23	Some supervisors disorganized and have favoritism.
24	Police morale is down
25	Supervisors telling the patrol guys to avoid work and sleep behind the city gas pumps.
Response	**3.**
1	manning shortages
2	alot of the ranked leadership on OP seem to just be there not really doing anything surpvision wise
3	No accountability by Supervisors.
4	Equipment is bare standards
5	lack of chain of command enforcement
6	No room for advancement to bureaus for minorities.
7	nothing done to make improvements
8	employees who are whiners and those with poor people skills "Jerks"
9	The salary
10	Lack of a true Mission focus
11	Working in the city in general. Its a dump.
12	Schedule
13	Hidden racism

14	need more cruisers on the road per shift, more officers
15	Double standards for overtime being allowed; I have been denied training and days off that *might* create overtime, while supervisors regularly earn four hours for sending out an e-mail off-duty.
16	Amount of supervisors with often sense in lack of direction
17	the lack of a field training program
18	Lack of quality equipment
19	Unapproachability from some supervisors
20	No extra opportunities
21	Staffing issues
22	Expectations are high but training is not the best.
23	Inconsistent
24	Communication! Nothing is put out properly and we get constantly blasted with request that no one follows up on.