



City of Cambridge
Police Department
Office of the Commissioner

TELEPHONE
(617) 349-3300

FAX
(617) 349-3320

Perry L. Anderson, Jr.
Police Commissioner

Robert W. Healy
City Manager

May 25, 1995

Walter Boyle
Superintendent

Mr. Robert W. Healy
City Manager
City of Cambridge
Cambridge, Mass.

Harold Murphy
Superintendent

Subject: City Council Order # 33, dated 4/24/95

David Degou
Deputy Superintendent

Sir:

Enclosed please find an extensive report on Community Policing prepared by Lieutenant Steven Williams, Commanding Officer of the Community Relations Section.

Michael Giacoppo
Deputy Superintendent

Yvonne Hall
Deputy Superintendent

Perry L. Anderson, Jr.
Police Commissioner

Gloria Pimentel
Deputy Superintendent

PLA:smc

Lt. Thomas O'Connor
Quality Control Detail

Enclosure

cc: All Command Staff

Mr. Raymond Santilli
Planning, Budget & Personnel

Mr. Frank Pasquarello
Aide to the Commissioner

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OFFICE OF THE CITY MANAGER

Sandy Coppola, *Secretary*
(617) 349-3377



ADDRESS ALL COMMUNICATIONS TO
5 WESTERN AVENUE, CAMBRIDGE, MASSACHUSETTS 02139



CITY OF CAMBRIDGE
POLICE DEPARTMENT

INTEROFFICE CORRESPONDENCE

To: Superintendent Harold Murphy
From: Lieutenant Steven Williams
Date: May 22, 1995
Reference: REF: #154 - City Council order #33

Sir:

Attached is a report on the progress of Community Oriented Policing in Cambridge in response to City Council Order # 33.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Lieut Steven Williams".

Lieutenant Steven Williams
Community Relations Section

Community Oriented Policing is a concept which has taken root and flourished within many communities throughout the United States. It is a philosophy whereby a partnership is formed between the police, other service providers, and the citizens they serve in order to collaboratively create permanent solutions to problems thereby enhancing the quality of life in Cambridge.

The Cambridge Police Department has traditionally been committed to service within and to the community but in the past several years there has been a concerted effort to enhance the level of commitment. In 1991 several programs were implemented which were the vanguard of these strategic changes. One of the most important of these programs was the "Signal 86" Program whereby patrol officers would, either on their own volition or by being dispatched, go to certain "hot spots" within the city during various times of the day. Once at these locations the officers would interact with the residents to determine the scope of any problems or concerns they may have and then take steps to address them.

Another means of re-establishing contact with the community was the concurrent redesigning of the geographical routes and sectors which officers patrol and the establishment of overtime assignments of officers within the neighborhoods. The routes and sectors utilized by the police department in the past were randomly delineated in the 1940's and rarely changed since then. The redesigning of the routes was made so that they more accurately reflect the thirteen neighborhoods throughout the city. All routes and sectors now follow the same geographical boundaries which the neighborhoods do. The purpose of this change was so that personnel who work the same assignments would be better able to become familiar with the citizens of "their" neighborhood. This concept of being "joint-stakeholders" in a neighborhood is fundamental to C.O.P.

The addition of overtime officers to supplement the regular shift personnel allowed these officers to better interact with the citizens in that the requirement to clear a call and to be prepared to respond to the next call was eliminated. The officers could meet with the citizens and converse with them in depth to determine their concerns.

The establishment of these programs, in addition to the Drug Abuse Resistance Education (D.A.R.E.) Program, the School Resource Officer and the enhancement of the Crime Analysis Unit, led the Cambridge Police Department to the inevitable decision to formalize its efforts into recognizing Community Oriented Policing as the best means at hand to accomplish to goals of the department and serve the community.

In 1993 the Cambridge Police Department applied for and received a grant from the Commonwealth of Massachusetts to formally implement C.O.P. The scope of this initial phase was limited to Neighborhoods 4, 5, 6 and 7 with the plan to go citywide in the second year. The need to limit the size of the initial phase was so that we could better monitor its progress. The neighborhoods selected represent approximately 60% of the population of city and 60% of the crimes committed and it was felt that the greatest impact would be felt there.

One of the first tasks for the department was to determine the means to accomplish the goals of C.O.P. A decision had to be reached to establish a dedicated teams of officers who would perform all C.O.P duties, thereby leaving the reactive patrolling to other officers or to instill the philosophy to all members of the department so that they may incorporate this coactive approach into their daily activities. The latter was chosen as we determined that, while the initial phases of indoctrination and training would require more time and effort, the long term benefits of having all personnel functioning as a C.O.P. officer would outweigh the drawbacks. The only concessions to this thought process was the establishment of a Community Oriented Policing Coordinator and the Bicycle Patrol Unit (to be outlined later).

Once the police department committed itself to the path of C.O.P. several activities followed. Those activities are as follows:

Community Oriented Policing Coordinator:

The assignment of a lieutenant to oversee the implementation of C.O.P. was made in January of 1994. Working directly for the Operations Division Superintendent his responsibility was to begin the outreach to both the citizens of the city and the personnel within the police department relative to C.O.P. Among the tasks performed within the first year was the establishment of training for departmental personnel, the selection of a Neighborhood Task Force Coordinator, the establishment of a Leadership Council and the establishment of a Transition Team.

In addition to these tasks the C.O.P. coordinator is to continue existing relationships between the police department and community groups while establishing new partnerships. This interaction enables community groups to develop rapport with individuals within the police department who then act as a contact person with whom the group can discuss their problems and concerns.

Training:

The area of training was determined to be vital in the implementation of C.O.P. As a result one of the first tasks performed was the establishment of a 32 hour training session conducted by three members of the Baltimore County, Maryland Police Department. This department's C.O.P.E. Unit, begun in 1982, is nationally recognized in the field of Problem Oriented Policing (P.O.P.). These three officers came to Cambridge and spoke with thirty-five personnel from the Cambridge Police Department regarding Baltimore's methods and strategies of Problem-Solving. The emphasis of the training was the linkage created between the community and their service providers in identifying the problem, developing the solution, then implementing the solution. The C.P.D. personnel participating in this session (a mix of patrol officers and superior officers) were able to sense the value in working together and establishing rapport in making their tasks easier with the help of the community. This session took place in March of 1994.

In addition to this training, as well as on-going In-service training, another series of workshops were held during the week of May 23 - 27, 1994. These workshops, conducted by personnel from Community Research Associates, Nashville, Tennessee were designed to afford the participants an overview of the tenets of C.O.P. The United State Department of Justice contracts C.R.A. to conduct these workshops throughout the country and targets various groups within a community to attend.

One of the workshops performed was for police department personnel of all ranks and it outlined the philosophy and the benefits to the citizens, the city, the police department and the officers themselves. Another workshop was for the elected officials in Cambridge. At that session their roles and responsibilities were discussed. Another workshop was for the recognized leaders throughout the communities of Cambridge. Community group leaders, city department heads, clergy, court personnel and many others attended. They were encouraged to gather the information imparted during the workshop and continue the effort by establishing a Leadership Council whose members will represent the various communities. During these workshops were laid the groundwork of the creation of the groups who are collaboratively addressing issues of concern throughout Cambridge.

In January of 1995 a C.R.A. Phase II series of workshops was held to build on the progress since the Phase I training. Again a series of workshops were held with the audience being more target-specific. The training for the C.P.D. personnel was delineated along rank structure. A specific workshop was held for supervisors and the issues of decision making and risk taking were discussed along with the role of the supervisor in a C.O.P. department. The patrol officers were given a more in depth workshop dealing with Patrol Techniques in a C.O.P. setting. An additional workshop was held for the Leadership Council, which had been established in August of 1994, during which they were given the task of establishing goals and objectives for themselves as well as developing a mission statement. The last workshop was held for the command staff of the police department during which their roles in the progression of C.O.P. were discussed.

In May of 1995 another workshop was held at which all senior supervisors and the command staff were able to openly discuss issues within the police department. All were encouraged to participate in the frank dialogue with the need for further follow-up being recognized by all. This process will continue with future meetings with these groups developing to specific issues and problems.

The training process in this field for departmental personnel is ongoing and we will continue to seek and develop instructional methods which will enhance the level of service and professionalism of personnel of the Cambridge Police Department.

Neighborhood Task Force Coordinator:

Outreach efforts to the community groups regarding Community Oriented Policing is a task of all officers while performing their duties. However, there was a recognized need for a person who was both familiar with grassroots organizations and could coordinate the activities of these various groups throughout the city with the efforts of the police department. The police department was fortunate that a person was identified for this position who was both a recognized leader in one of the targeted neighborhoods and was available immediately.

Since being hired in June of 1994 Vicky Boulrice has been the driving force behind the outreach efforts to the community. Much of the coordination of effort is progressing through her work with the groups and with the C.O.P. Leadership Council. Issues and problems are being identified and discussed and solutions being formed.

Some of the issues addressed by Ms. Boulrice and the C.O.P. Unit were the two parks in the Riverside Neighborhood; one being at the corner of Green Street and Bay Street (Michael Sullivan Park) and the other being a city owned park on Franklin Street near Bay Street. The issues at both of these parks was the deterioration of the parks. In both instances neighborhood meetings were held where the residents were able to speak out on the issues and were encouraged to come up with solutions. Ongoing discussions are proceeding with Cambridge College (the owners of Michael Sullivan Park) and the residents to implement solutions while the residents themselves have stepped forward to improve the situation at Franklin Street. They asked for some immediate improvements from the Department of Public Works (trimming the trees and shrubs and painting the walls) which they received but they developed a plan for the revitalization of the park and have submitted these plans to the City of Cambridge Community Development Department. Both groups are now working to obtain funding for the redevelopment of the park to make it more useful and functional.

These efforts and many others are at the heart of the work which is done by Ms. Boulrice. It is the established networks which she has cultivated and utilized to accomplish these tasks that makes her role so vital. In her position she also works very closely with the C.O.P. Leadership Council and its Steering Committee in developing agendas and topics of discussion. All of these efforts help maintain the continuity of the progression of C.O.P. in the neighborhoods of Cambridge.

Leadership Council:

The Leadership Council is a group of recognized community leaders who have accepted the challenge of acting as liaison between their respective groups and the various service providers in Cambridge. Their task is to bring issues to their regular monthly meetings at which time an open discussion takes place and solutions to the issues and problems are formulated. The group was formed during the C.R.A. Phase I training in May of 1994 and held its first independent meeting in August of that year.

The Leadership Council's agendas were originally determined by the C.O.P. Coordinator and Neighborhood Task Force Coordinator but it soon became evident that the meetings were being bogged down with procedural issues rather than addressing problems. At the December meeting there was a recognition by the coordinator that the group was still unclear as to their function within the scope of C.O.P. It was at that meeting that the duties of formulating topics of discussion and agendas were given to the Leadership Council members themselves with both coordinators acting as facilitators. It is as a result of this that the members of the Leadership Council have developed a better understanding of their scope and role and have taken the responsibility very seriously.

The issues now discussed are those which are of most concerns to the citizens of Cambridge as they perceive them rather than those problems which the various service providers (Police, DPW, Human Services etc.) believe are important. The result is that when the problems are identified and solved there is a greater impact in the community because their problem has been addressed and they were empowered to assist in the process. It is this empowerment which is extremely important to C.O.P.

The Leadership Council has enabled many issues to be brought forward and has many successes for their efforts. They will continue to seek out the concerns of the neighborhood and bring them to their forum for solutions.

Transition Team:

The Cambridge Police Department Transition Team is a group comprised of officers and supervisors who volunteered to act as an intra-departmental Leadership Council. They seek out concerns of the personnel they represent and bring these issues to their meetings for discussion. Solutions are developed so that constructive dialogue may then take place between members of the team and personnel of the command staff. It is in this fashion that progress is made in the development of C.O.P.

As previously stated the Transition Team are a group of volunteers, some of whom were elected by their peers. As such the group acts independently from the command staff. They are charged with acting as liaison between the command staff and other personnel within the department.

One of the tasks which the Transition Team has taken upon themselves is the development of a Citizens Police Academy. The C.P.A. is a 10 week course offered by the police department for residents of Cambridge. The purpose of the academy will be to expose the resident to what being a police officer in Cambridge is like. Participants will be given instructions in current laws, constitutional procedures and domestic violence issues, among others. In addition participants will have an opportunity to Ride Along/Walk Along with an officer on patrol to gain a better understanding of the routine of police work.

The major focus of the Citizens Police Academy will be the strengthening of linkages between the citizens and police. Only by breaking down barriers and establishing relationships can police and citizens work together to improve the "Quality of Life" in the neighborhoods.

The Transition Team has dedicated itself to seeing the C.P.A. through from its kickoff on August 22, 1995 to its completion with a graduation ceremony in November. This program has been highly received in other communities and the Transition Team is making every effort to ensure its success in Cambridge.

Linkage:

Several community groups expressed concerns that while police department personnel were available at meetings there was no continuity in that a different officer would attend each month. These groups were seeking a linkage with one officer so that they would have a contact person with whom they could discuss their concerns.

As a result of these requests the C.O.P. Unit made contact with several existing community groups to determine their feeling in having the same officer(s) attend their meetings and actually be part of the group. All groups contacted were very enthusiastic about this concept. The C.O.P. Unit then solicited volunteers from the police department for this task. Cambridge Police Department personnel now attend the regular meetings of the North Cambridge Crime Task Force, The East Cambridge Planning Team, The Area IV Crime Task Force, The Riverside Community Neighborhood Watch, The Men of Color Health Task Force and others. Their presence is a visible sign to the community of the commitment of the department in their "Quality of Life".

Bicycle Patrol Unit:

While the commitment to C.O.P. is department wide in that all officers would perform their duties under the philosophy, a determination was made in 1994 that the establishment of a Bicycle Patrol Unit would enhance these efforts. In June a group of 6 patrol officers were selected to begin patrolling on police mountain bicycles. It was quickly discovered that members of the Bicycle Patrol Unit would make an impact on both crime issues and "Quality of Life" issues.

Once these officers received their safety training and their equipment they began their patrols. Citizens quickly realized that their presence in the neighborhoods had a positive influence in that the officers were readily accessible. The B.P.U. personnel were instructed to stop and speak with citizens while on patrol. While this type of interaction occurs frequently between officer walking the routes within the major square areas it was not observed as often in the neighborhoods. It was a refreshing change for the residents who could tell the B.P.U. personnel of problems in the neighborhoods.

The mode of patrolling conducted by the B.P.U. lends itself well to the concepts of C.O.P. The officers are able to interact freely with the residents while maintaining a level of mobility which the walking officers cannot have. The B.P.U. personnel are able to respond to many of the emergency calls which would normally only be handled by patrol cars. In addition their mobility through alleys and small streets gives them an advantage previously unknown. They have been able to make many arrests in addition to assisting patrol units on others.

The B.P.U.'s inherent flexibility, in that they do not normally respond to many of the routine calls (report writing, blocked driveways etc.), renders them available to address tactical situations where a uniform presence is required for long periods of time. The unit works very closely with the Crime Analysis Unit and the Traffic Unit in determining where the trouble spots are so they may direct their attention there. The C.A.U. has developed an "Allocation Sheet" where the members of the B.P.U. are given daily assignments to place them where they may be most effective.

The B.P.U. continues to review its role and use within the communities with constant adjustments being made. This effort will continue so that their effectiveness will be maximized.

Police Service Centers:

In 1993 the first Cambridge Police Service Center was opened at the Galleria Mall in East Cambridge. This center served as a resource for citizens of the neighborhood to whom the main police station in Central Square was not readily accessible. The center was staffed primarily by personnel of the Community Relations Section during the day and evening hours and was the office of the Crime Prevention Officer. In addition to this staffing, patrol officers working their tours of duty went to the center for various reasons. They may have gone there to complete a report and to conduct a "Signal 86". The result was that the center was staffed quite often by police personnel.

Due to circumstances beyond the control of the police department, the service center was shut down in 1994. Since that time the department has been working with the management of the Galleria Mall with the result that a new service center is ready to open. The Crime Prevention Officer will be moving in and staffing scheduled will be formulated in the same fashion as in the past.

In 1994 members of the North Cambridge Crime Task Force began to seek a site for the implementation of a service center in North Cambridge. Several options were studied with the most viable being the citing of a city owned 45' trailer at the corner of Massachusetts Avenue and Cameron Avenue within the M.B.T.A. yard. During the intervening months the members of the task force approached the Cambridge Police Department for assistance with this task. The members and the C.O.P. coordinator worked together and made presentations to other groups in the area. Meetings were also held with representatives of the M.B.T.A. and the Cambridge Department of Public Works as to the requirements of the citing of the trailer. A License for Entry was formulated and signed by M.B.T.A. personnel and forwarded to the City of Cambridge Legal Department for review. Once this document is approved and signed by the City Manager and funding is obtained for removal of an existing fence and erecting of a new fence the trailer can be moved onto the site.

While the Cambridge Police Department is committed to staffing the North Cambridge Service Center upon its establishment, we reserve the commitment of level of staffing until it is actually cited. We believe that since the impetus for this center came from community members, who have previously requested that the center be multi-faceted, the decision on staffing should not unilaterally be made by the police department. Community members have expressed a desire to have other agencies , such as court probation officers, and residents of the area staff the center as well as police officers. The suggestion has been made to have a blue light on the outside of the trailer so that passing motorists and pedestrians will readily know when a police officers is inside the center. These issues will be addressed once the trailer is in place.

The Central Square Police Box will continue to function as it has for the last 10 years. Officers have and will continue to utilize the box as a base for their patrol activities and, while not actually walking their routes, will take their calls from that location. This affords citizens as easily recognizable location to which they may go to obtain assistance or direction.

Youth Coordinator, Elderly Coordinator, Community Grants:

The Cambridge Police Department is currently advertising and interviewing for two new positions to assist the C.O.P. efforts. These positions are the Youth Coordinator and the Elderly Coordinator. These positions are similar to the Neighborhood Coordinator in that they will act as a liaison for C.O.P. with the difference that the group they represent will be just elderly or youth.

While many of the efforts in C.O.P. and other initiatives move forward in the city the perception among the youth and elderly is that their views and concerns have become secondary and that they are seldom listened to. The Cambridge Police Department does not share this belief and through these coordinators will seek out issues within their communities. The youth coordinator will work closely with the recognized organizations within Cambridge (Human Services, Positive Edge, etc.) along with the children. The coordinator will be selected based on his/her ability to listen to the needs of the youth and their ability to establish rapport so that sincere dialogue may be maintained. The elderly coordinator will maintain similar contact with the senior citizens in addition to personnel of the Cambridge Housing Authority.

In addition to these positions the Cambridge Police Department has made funding available to grassroots community groups to further the tenets of C.O.P. The purpose of these \$500 grants is to encourage closer relationships and understanding between the residents and police personnel. Through these efforts several of the goals of C.O.P.; enhanced dialogue between police and community, collaborative problem solving, etc, will be fostered.

We are firmly committed to the progression of Community Oriented Policing in Cambridge. Many of the programs previously listed will be enhanced or expanded so that these efforts will continue to spread both within the police department and throughout the city. Some programs and training which will enhance these efforts are still to take place.

The need for computerization in the tracking of projects was recognized long ago. With that in mind the police department has made a commitment to upgrade its computer system in both the Record Keeping and Communications Dispatch. This will enable department personnel to have access to information, now only available on hardcopy, to better assist the public. A more effective system of tracking motor vehicle accidents will enable any officer to determine problem areas where selective enforcement would be most useful. The entry of owners of Firearm Identification Cards and License to Carry Firearms into a database will enable officers to instantly determine if a person accused of domestic abuse has one of these licenses and has potential of having firearms in the home. The expansion of the level of prioritization of calls for dispatch so that call takers may tell the citizen approximately how long it will take for a unit to be dispatched will reduce the frustration levels of late responses. All of these and many more functions which the computers may perform will assist police personnel in our tasks.

The Police Department is currently upgrading its computer system but the need for training for personnel was essential. As a result a vendor was located whereby 100 selected personnel from the department will receive 3 days of computer training to enable them to utilize this resource. A total of ten weeks have been set aside for this training.

One of the larger growth areas in the field of strengthening and formalizing our joint problem-solving efforts. The need for police personnel to become more in-depth in these efforts and to learn to utilize the various resources available to them and the citizens is crucial. As a result a further series of training is currently being planned which will take place in June. This training will be held in Baltimore.

While the members of Baltimore County's C.O.P.E. Unit came to Cambridge in March of 1994 and the instructions were beneficial in that Cambridge Police personnel were exposed to the tenets of C.O.P., the actual hands-on learning was lacking. A determination was made to send selected members of the police department to Baltimore to work with the personnel from there during their tours of duty. This would enable our personnel to gain first hand knowledge and experience from a highly successful organization in the field.

Twenty-four Cambridge Police officers will drive to Baltimore for this training. It will be held over a two week period in June with twelve officers participating each week. The twelve officers will receive an indoctrination into the history of Baltimore's efforts and then pair off and be transported to six of Baltimore's precincts to begin work with their personnel. As members of the Transition Team are encouraged to attend this training and their role is to pass along their experiences to all other personnel with whom they work, it is hoped that the benefits of this training will reach far beyond the participants.

The Cambridge Police Department will continue to identify groups or citizens in need of assistance is solving long term issues and will enlist the support of any resource available to eliminate the problems.

Within the police department we will foster open dialogue between all members of the department so that all personnel will understand their role and the importance of it. The ability to work with the community in problem-solving strategizing and to make decisions which will effect their "Quality of Life" will be encouraged. The thought process behind taking risks during these decision making efforts will allow personnel the freedom necessary to address the communities' needs.

In summary many of the tenets of the philosophy of Community Oriented Policing were commenced long before the formalization of C.O.P. and the Cambridge Police Department will continue to foster these efforts while making Cambridge a more desirable place to live and work.



CITY OF CAMBRIDGE
CAMBRIDGE, MASSACHUSETTS 02139

TEL. 349-4300
FAX. 349-4307

EXECUTIVE DEPARTMENT
ROBERT W. HEALY
City Manager

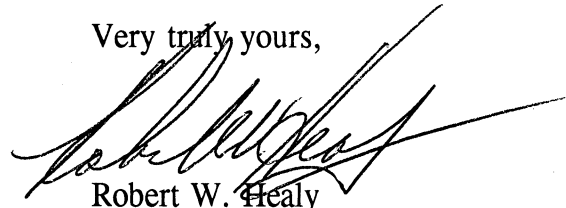
RICHARD C. ROSSI
Deputy City Manager

June 5, 1995

To The Honorable, The City Council:

With reference to Awaiting Report Item No. 38, regarding a report on Community Policing, please find attached a response from Police Commissioner Perry L. Anderson.

Very truly yours,



Robert W. Healy
City Manager

RWH/mev
attachment

Consent Agenda # 7 5/97

REsponse to Awaiting Report Item Number
Thirty-Eight regarding a report on
Community Policing.

In City Council,

June 5, 1995

Placed on file