

# BOSTON POLICE

2005 ANNUAL REPORT



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2005



# **MISSION STATEMENT**

OF THE BOSTON POLICE DEPARTMENT

Police and Community  
sharing responsibility  
to ensure safe, secure,  
and livable neighborhoods

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# AT A GLANCE

## City of Boston

Founded	1630
Government	Mayor/City Council
City Budget	1.92 Billion
Area	48.9Sq. Miles
Open Space	19.27%
Altitude (in feet above sea level)	28
Average Annual Temperature	51.6 F.
Rainfall (in inches)	42.53
Resident Population	589,141
Daytime Population	2 Million
Annual Average Income - Household	\$47,979
Annual Average Income	\$59,423
Police Officer Population Ratio	1 per 285 residents
Public Safety Spending per Capita	\$654.02
Population Density	12,166
Registered Voters	272,740
Average Median Selling Prices for Homes	\$394,874
Residential Property Tax per 1K	\$10.73
Commercial Property Tax per 1K	\$32.68
Paved Streets (miles)	784
Sidewalks (miles)	1500
Parks & Recreation Facilities	541
Private/Parochial School Population	12,930
Public School Population	58,000
Per-Pupil Spending	\$11,678
Public Schools	145
Charter Schools	16
Non-Public Schools	72
Pilot Schools	17
Colleges & Universities	35
Hospitals	22
Major Daily Newspapers	2
Television Outlets	9
MBTA Travelers	1.2 Million Boarding Daily
Languages Spoken in Boston Homes	140
Ethnicity in Boston	More than 100 Types

## Boston Police Department

Organized	1854
Sworn Officers	2,067
Civilian Personnel	808
Budget	\$209.6 Million
Median Age	35
Mean Years of Service	11
Facilities	23
Patrol Vehicles	467
Specialty/Support Vehicles	77
Motorcycles	66
Water Craft	7
Horses/Ponies	12
Canines	13
Total Calls Recorded	560,595
Foreign Languages	40
Special Events Policed	500



Mayor Thomas M. Menino



Police Commissioner Kathleen M. O'Toole



## A YEAR OF SYSTEMIC CHANGE

2005 was a year of systemic change for the Boston Police Department. The department built on past efforts to enhance and restructure units that are critical in reducing crime. The department also built upon the partnerships that were formed and strengthened during the 2004 Democratic National Convention, and leveraged those partnerships to help increase our ability to prevent and investigate crime.

Boston in 2005 remained one of the nation's safest cities. Overall crime fell 7 percent. However, the department was challenged in 2005 by a rise in violent crime, particularly in the number of homicides. There were 73 homicides in the city of Boston, a 20% increase from the year before, and the highest number in ten years. The number of non-fatal shootings also increased in 2005, up 28% from 2004. Both of these increased percentages reflect the availability of illegal firearms on the streets of Boston.

In order to control the increases in violence, the department worked closely with community and law enforcement partners throughout 2005. The department continued its emphasis on partnerships and a balanced, coordinated approach of prevention, intervention, and enforcement initiatives. Utilizing the new Boston Regional Intelligence Center (BRIC), the department began focusing on the intersection of high impact activities, locations, and people. It is the department's belief that a small percentage of criminals account for a majority of the crimes that are committed. A majority of those crimes occur in a limited number of areas of the city, often only within a few square blocks. Careful analysis and focused attention in these high-risk areas was a logical strategy.

In order to specifically confront the problem of illegal guns on city streets, the department developed tactical and strategic initiatives. Leading these initiatives were the front line officers and investigators of the department, who continued to work tirelessly and with great determination. Officers worked harder than ever in 2005 making a record number of gun arrests – 754, an increase of 39% from 2004. Officers also seized 797 firearms, a 35% increase from the previous year in which 592 firearms were recovered.

2005 saw the lowest number of motor vehicle accidents, pedestrian accidents, and fatalities in over 10 years. Prior to 1998, the city of Boston averaged over 14,000 motor vehicle accidents, 1,000 pedestrian accidents and 25 fatalities a year. The numbers for 2005 were 10,786 motor vehicle accidents, (down from 11,037 in 2004), 664 pedestrian accidents (down from 801 in 2004) and 7 fatalities (8 in 2004). The department credits these improvements to increased enforcement during a number of traffic safety initiatives.



In 2005 the Department remained focused on four main priorities, first identified in 2004:

1. Reducing and preventing crime and violence.
2. Securing the homeland, one neighborhood at a time.
3. Enhancing public trust and department accountability.
4. Welcoming and respecting Department personnel.

2005 was the year we built upon those priorities by engaging in a series of deliberate systemic changes and the launching of several initiatives designed to further improve our ability to ensure that Boston remained a safe city to live and work.

# PRIORITY ONE

## Reducing and Preventing Crime and Violence

Boston was challenged in 2005 by violent crimes, including homicide, in neighborhoods already affected by serious crime. The department resolved to face these challenges by implementing innovative, systemic changes in the deployment of resources at the district and unit level. A collaborative approach included the support of specialized units and teams and district personnel to complement their efforts. Examples include the deployment of a tactical bicycle unit, the formation of a Firearms Investigation Center, and a series of multi-agency operations targeting specific high crime areas.

### **Establishment of the Tactical Bicycle Unit**

In the spring of 2005, the department established a Tactical Bicycle Unit (TBU) within the Bureau of Special Operations. The TBU is responsible for citywide patrol and is called upon to supplement the district patrol force. The unit also provides additional support at special events. A distinct advantage of the TBU is that it can respond quickly and quietly with more maneuverability than a police patrol car in typically inaccessible areas such as sidewalks, alleys, and trails. In 2005, the TBU was deployed as a Mobile Field Force during multiple protest/peace events, rallies, marches and crowd control situations. The TBU is a great asset to the department in terms of economy, efficiency, and effectiveness that the public perceives as a positive impact on the community.

### **Firearms Investigation Center**

In November 2005, the Boston Police and the federal Bureau of Alcohol, Tobacco, Firearms and Explosives (ATFE) launched a new multi-agency Firearms Investigation Center (FIC) at Boston Police Headquarters. The FIC includes 10 ATFE special agents working full time with BPD detectives assigned to the Special Investigations Unit (SIU).

The FIC's mission is to aggressively pursue the criminals who buy and sell illegal firearms, both in Boston, Massachusetts, and other states. By merging the expertise of ATFE agents, the street-level knowledge of BPD investigators, and culling information from BPD and ATFE databases, the department significantly enhanced its ability to prevent the flow of illegal guns to the streets of Boston.





This change in tactics came about because the illegal gun market of 2005 differs vastly from that of the 1990's. During the 90's, BPD personnel saw a glut of brand new firearms that were diverted to Boston soon after they were purchased at a retail location – often in the I-95 states of Florida, Georgia, Virginia, North Carolina, and South Carolina. The department's ability to recover these illegal firearms and track offenders eventually helped to slow the smuggling of guns into the area.

This type of gun trafficking soon lessened and officers on the street began to recover older firearms – guns more than 7 years removed from the point at which they were purchased. Intelligence indicated that these guns (so-called community guns) were shared among violent offenders and were used in multiple incidents. Tracking the origins of these guns posed a more difficult dilemma for BPD investigators. The department anticipates that the formation of the FIC will provide the outlet to overcome this new challenge through intensified, collaborative, investigative focus.

The FIC concentrates on four main priorities to accomplish its mission:

- 1) The immediate and extensive debriefing of anyone arrested with an illegal firearm
- 2) The tracking of all recovered firearms, using various ATFE systems
- 3) Information sharing, ensuring that the ATFE has direct access to BPD units such as Ballistics, Licensing, and to department reports
- 4) Engaging in proactive investigations, making undercover purchases of illegal firearms, securing search warrants, and recovering contraband

## A SERIES OF MULTI-AGENCY OPERATIONS TARGETING SPECIFIC HOT SPOT AREAS

In 2005 the BPD engaged in a number of large-scale enforcement operations within Boston's neighborhoods. These enforcement efforts typically involved BPD districts and bureaus collaborating with other law enforcement and city agencies in a series of saturated targeting tactics. Using intelligence analysis provided by the BRIC, personnel directed their efforts on specific neighborhood "hot spots" plagued by chronic violence and/or quality of life violations. Among the operations:

### **Operation Home Safe**

Boston Police, Transit Police, and Mayor Menino's Office of Neighborhood Services worked together to address public safety concerns and quality of life issues in several neighborhoods throughout the city. The team focused on prostitution, after-hours parties, drugs, gangs, firearms, and wanted persons. Home Safe called upon the BPD to employ high visibility and saturation patrols with many specialized units including the Bicycle Unit, the Mounted Patrol, the Drug Unit, the Licensing Unit and the Youth Violence Strike Force. While the BPD targeted the residential and commercial areas of the neighborhoods, the Transit Police conducted safety checks on MBTA buses traveling through the area.

At the conclusion of the enforcement stage of the operation, the Mayor's Office of Neighborhood Services coordinated with other city agencies to address issues such as street cleaning, street light repair, and tree and brush removal in the affected neighborhood.

### **Operation Criss-Cross**

This operation originated in the East Boston police district (A-7). The district commander assigned patrols to target high crime and/or problem-plagued areas within the district for 35-40 minutes during the regular tour of duty. Officers engaged in zero tolerance enforcement operations. Officers worked in cooperation with Inspectional Services Department code enforcement officers to address quality of life issues.

### **Operation Red Zone**

Designed to specifically address firearm violence in the city, Operation Red Zone relies on the BRIC to identify particular geographical city neighborhoods/blocks considered "Red Zones," because of their incidence of violent crime. Ten of the most violent areas in the city were identified and became the focus of "Red Zone Teams." The teams consist of department personnel, federal law enforcement agencies, community partners, faith-based partners, business partners and academic partners.

### **Operation Hydra**

This operation focused on the Chinatown, Theater District of Area A-1 to address drug and prostitution activity through a series of high visibility and saturation deployments. Faced with a transitory offender population, operation planners concentrated on product demand rather than supply. BPD personnel targeted offenders coming into the area from outside neighborhoods, cities, and towns who sought to buy drugs or solicit prostitutes. Operation Hydra also targeted quality of life issues such as vandalism, traffic/parking offenses, loitering, and littering and more serious offenses such as drug distribution, robbery, and assault.

## **Operation Silent Night**

Operation Silent Night was a three-day warrant sweep that targeted domestic violence offenders. The sweeps took place during the Christmas holiday season. In 2005, the 5th annual Operation Silent Night helped ensure a safe holiday for Boston families as 25 domestic violence offenders were arrested. Silent Night began within the Dorchester neighborhood, but was extended citywide in 2005 to mark the advent of the recently centralized Domestic Violence Unit, located at the new Family Justice Center of Boston. Members of the Youth Violence Strike Force and detectives from the department's Family Justice Center partnered with probation officers from all Boston district courts. Also participating in the 2005 operation were officers from Brockton, Brookline, and Quincy.

## **Operation Cloak and Dagger**

Operation Cloak and Dagger was a District B-3 (Mattapan) initiative that used creative crime analysis to address trends throughout the neighborhood. This strategic plan and operation was a 2005 Herman Goldstein Problem Oriented Policing Finalist. Cloak and Dagger utilized the Youth and Police in Partnership Program to effectively address issues involving young people at risk. The operation used unmarked vehicles and a large number of undercover officers on patrol. Undercover officers targeted individuals with outstanding arrest warrants in a strategy named, "Pick Off." With intelligence gathered throughout the police district, officers targeted firearm related incidents and other crimes by focusing on stolen motor vehicles. Another part of the plan, "Party Time," targeted after-hours parties to address firearm violence that took place between 2:00 AM and 6:00 AM. Officers also stepped up traffic enforcement in "Target Tango," increasing police presence in the neighborhoods. Many of the traffic stops led to the seizure of illegal firearms and other contraband.

## **Operation Rolling Thunder**

Another operation in which the department used high visibility and saturation to quell neighborhood crime, Operation Rolling Thunder deployed one patrol car from each of the 11 police districts and merged them into a Mobile Field Force that spent one to two hours at specified locations. These personnel coordinated with the Transit Police and other agencies to address all levels of criminal activity in high crime areas.

Operation Rolling Thunder rotated through each of the city's 11 police districts, or on a prioritized basis as determined by the BRIC analysis of emerging crime trends. MBTA Transit Police assigned additional uniformed officers to patrol buses and rapid transit stops within the affected districts. Resources from both agencies provided area residents with a malleable presence that served as an effective deterrent to crime.

Rolling Thunder evolved from Operations Hydra and Criss Cross and enlists the support of the District Attorney's Office and the District Courts for prosecution of offenders.

## **Operation B Smart**

The Boston Police Department was a major participant in Operation B-Smart (Boston's Strategic Multi-Agency Response Teams), a comprehensive, community-based crime prevention and neighborhood services initiative aimed at providing security to neighborhoods that have been most impacted by violence. Launched in 2005, "B-Smart" was an initiative developed to realize Mayor Thomas Menino's vision that all of the city's youth and families will live in safe neighborhoods and in communities that are devoted to the personal, educational, and economic well being of its residents. B Smart represents a partnership between the Boston Police Department, the Office of Human Services and the Office of Neighborhood Services. B-SMART operates as a complement to law enforcement by bringing city and social services where they are needed, thereby improving the quality of life and working towards community stabilization.

# PRIORITY TWO

Securing the Homeland / One Neighborhood at a Time

## **Boston Regional Intelligence Center**

In 2005, the Boston Police Department unveiled the Boston Regional Intelligence Center (BRIC). The BRIC is a first of its kind local law enforcement resource dedicated to the collection, evaluation, analysis, and dissemination of information about individuals and groups involved in criminal activity, especially street and firearm violence and terrorism.

The BRIC was developed as a result of the department's experience during the successful 2004 Democratic National Convention. Law enforcement officers from local, state and federal agencies worked side by side to collect and analyze intelligence helpful to convention operations. The collaborative effort revealed the value of information sharing in any anti-crime or homeland security endeavor.

The BRIC was conceived as a way to further integrate the intelligence capabilities of Boston, local, state, and federal law enforcement partners and represents a strategic overhaul to the department's traditional intelligence operation. Civilian crime analysts are now embedded with intelligence investigators and they jointly identify, analyze, and disseminate patterns and other relevant data. This significantly enhanced the department's ability to respond to emerging crime trends.

The BRIC focuses on the intersection of high impact criminal activities, locations, and people. This includes a daily review of information from the previous 24 hours by civilian crime analysts and intelligence detectives who provide BPD personnel with vital, "real time" analytical data pertaining to crimes, crime trends, and the people perpetrating crimes. This data is also provided to the department's leadership to support specific operational objectives.

The BRIC also collaborates with other agencies such as the MA "Fusion Center" and the Boston FBI Field Intelligence Office. In addition, the BRIC publishes weekly updated crime statistics. BRIC makes these statistics routinely available to the public via the city of Boston website and the [BPDNews.com](http://BPDNews.com) blog.

Within months of its launch, BRIC membership expanded. Full or part time participants include representatives from other law enforcement agencies, including the MA State Police, the MBTA Transit Police, the MA Department of Correction, the Suffolk County Sheriff's Office and the Brookline and Cambridge Police Departments. Also included is a representative from the private sector who serves as a liaison between law enforcement and the business community.

# PRIORITY THREE

## Enhancing Public Trust and Department Accountability

Earning and maintaining the public trust requires that the department remain committed to transparency, accountability, and diversity. In 2005, the department implemented several steps to fulfill this commitment.

### **Diversity**

Diversity lends itself as one of the city's great strengths. As Boston becomes more ethnically and racially diverse, it is imperative that the department reflects that diversity. In 2005, the BPD achieved the highest level of diversity among its personnel in department history.

For nearly 30 years, the BPD has been guided by a court-ordered consent decree that mandated a workforce that clearly reflects the percentage of Boston's Black and Hispanic population. The decree remained in full force and effect until November 23, 2004. By that time, the BPD's Black and Hispanic workforce made up 34.5% of the entire department. The city's population stood at 38%.

In an effort to ensure the continued diversity of the department, Police Commissioner Kathleen O'Toole utilized a Civil Service Special Certification option for recruit officer candidates. This allowed the department to give preference to individuals with proficiency in Spanish, Cape Verdean, Haitian-Creole, and Vietnamese. The department also launched a campaign to encourage individuals of all races and ethnicities who resided in the city to take competitive police examinations.

As of December 31, 2005, the department reached its highest level of diversity in its history. Nearly 36% of the entire department workforce was now made up of African-American, Hispanic, and Asian officers.

## **Investigative Excellence**

In 2005, the department continued its commitment to improving investigative techniques and practices. After implementing the recommendations of the 2004 Task Force on Eyewitness Evidence, the department issued new policies on how investigators conduct photo and live lineups, and interrogations. Efforts continue to accredit the latent print and ballistics units of the department.

The main purpose of the Task Force on Eyewitness Evidence was to improve the quality of investigations and prosecutions, and prevent wrongful convictions. Homicide investigations are among the most complicated and must be conducted in a thorough and methodical way. Justice will only be served if a homicide investigation identifies the correct perpetrator(s) and that perpetrator is properly convicted. Boston Police Homicide investigators and Suffolk County prosecutors continued to present high quality cases in 2005. More than 90% of homicide defendants were convicted after trial.

## **Launch of BPDNews.com**

In November 2005, the department launched BPDNews.com (<http://www.bpdnews.com>), a first-of-its-kind police "weblog." The new website allows the department to provide direct, unfiltered communication with members of the public. BPDNews.com is updated daily and is administered by the personnel at the Office of Media Relations, the BRIC, and the Office of the Police Commissioner.

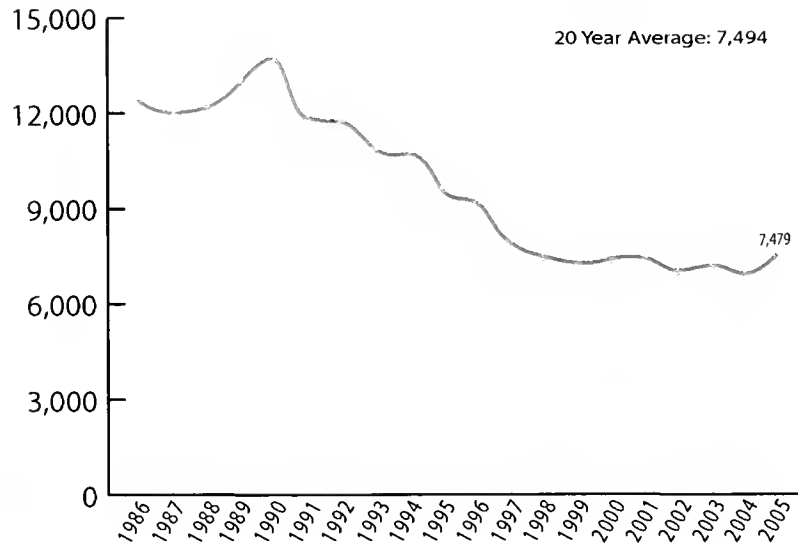
BPDNews.com provides up to the minute news releases, crime advisories, event notifications, preliminary statistics, and other information. The website is also used to post press releases, corrections and responses to published media reports, full transcripts of interviews and correspondence between the department and the media, missing person information and updates to high profile incidents and events.

BPDNews.com does not replace the official Boston Police Department website (<http://www.cityofboston.gov/police>). That site provides detailed, biographical information about the department, including directories of neighborhood stations, reference documents, contact lists, and official crime statistics.

BPDNews.com is a great example of how the department is exploring new ways to communicate directly with the public. Since the launch of BPDNews.com last November, other police departments have contacted BPD and asked for help in establishing their own blog.



Figure One: Violent Crime 1986-2005



# CHARTS

## Crime Statistics

Figures 1 and 2 reflect the downward trend of violent and part one crime within the City of Boston over the last 20 years. Part one crime includes homicide, rape, robbery, aggravated assault, burglary, larceny, and auto theft.

Figure Two: Part One Crime 1986-2005

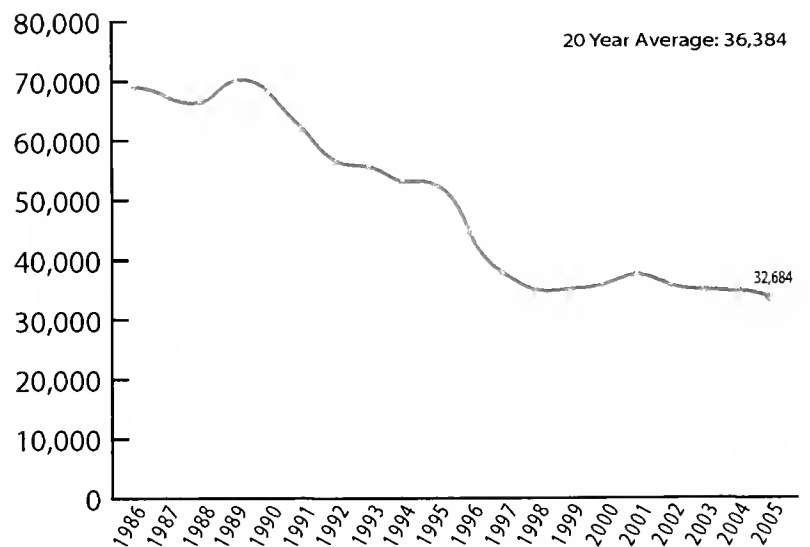




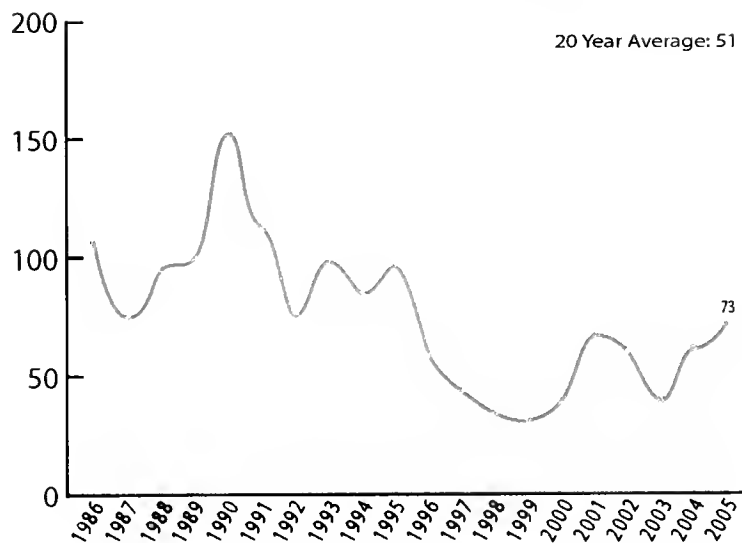
Figure Three: Part One Comparison 2004-2005

Crime Types	2004	2005	Change
Homicide	61	73	20%
Rape*	269	268	0%
Robbery*	2,428	2,649	9%
Aggravated Assault	4,159	4,489	8%
Burglary*	4,545	4,531	0%
Larceny*	17,526	15,957	-9%
Vehicle Theft*	5,545	4,717	-15%
Total Part 1	34,533	32,684	-5%

\*Includes Attempts

Figure 3 reflects the 5% decrease of part one crime when comparing 2005 and 2004. Figure 4 represents the trends in the occurrence of homicide, from the highs of the early 90's and the gradual decrease at the end of the decade. As 2000 approached, the incidence of homicide increased and the department saw this increase continue in 2005.

Figure Four: Homicide 1986-2005



## Internal Affairs Investigative Process

After researching a complaint against an officer, the IAD investigator prepares a report and submits it with his/her recommendation to the IAD Team Leader. After further review the reports are forwarded through the chain-of-command to the Chief of the Bureau of Internal Investigations (B.I.I.). After the Chief of B.I.I. reviews and accepts the reports, the completed report with a recommended finding is forwarded to the Legal Advisor for the Boston Police Department, and ultimately to the Police Commissioner.

There could be multiple allegations within one case, with varied dispositions. The hierarchy for how a decision or finding is categorized is:

### Sustained:

Sufficient evidence supports the complainant's allegations and personnel are subject to disciplinary action. This finding may reflect a need for some action.

### Not Sustained:

Investigation failed to prove or disprove the allegations. The weakest finding, as it reflects the inability to prove or disprove.

### Unfounded:

Investigation reveals action complained of did not occur.

### Exonerated:

Action complained of did occur - however, action was reasonable, proper and legal. May reflect a need for training or a change/creation of a policy.

If a citizen is not satisfied with the investigative process, he/she may make an appeal to the Community Appeals Board.

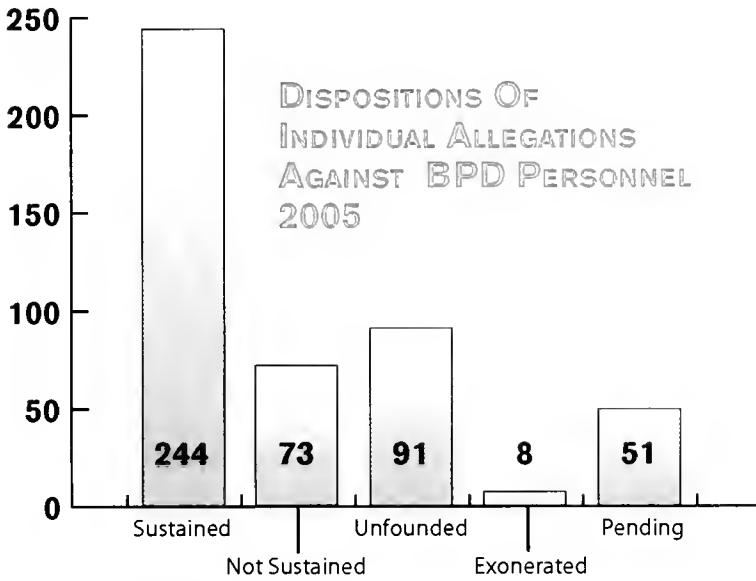
## ALLEGATIONS AGAINST DEPARTMENT PERSONNEL - 2005



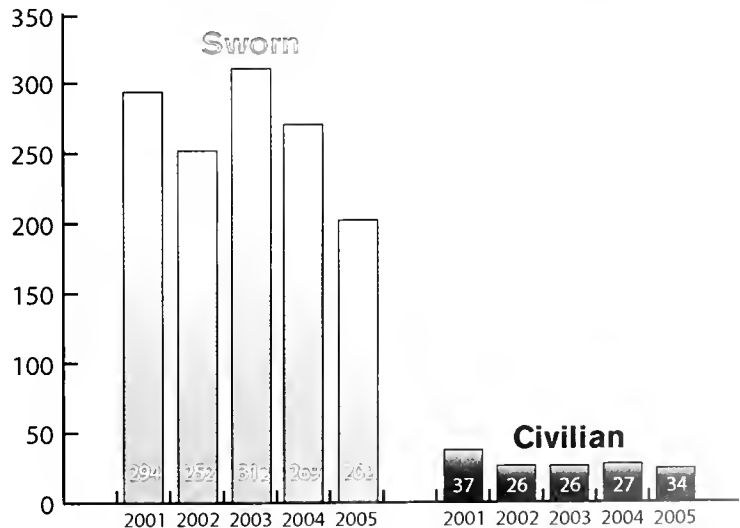
1%	..... Self Identification (5)
1%	..... Details/ Overtime (7)
3%	..... Alcohol & Substance Abuse (12)
3%	..... Duties & Responsibilities (15)
4%	..... Directives & Orders (19)
5%	..... Untruthfulness (23)
5%	..... Attendance/Reporting for Duty (24)
7%	..... Miscellaneous Rules Violation (35)
7%	..... Conformance to Laws (37)
10%	.... Excessive Force (49)
13%	.... Conduct Unbecoming (62)
16%	.... Negligence/Abuse of Discretion (78)
17%	.... Respectful Treatment (84)

# CHARTS

## Bureau of Internal Investigations



### IAD COMPLAINTS 2001 - 2005



# PRIORITY FOUR

## Valuing and Respecting Department Personnel

### Ideas for Change Awards

In 2005, the department held its first "Ideas for Change" Award Program. Conceived by the Commissioner's Advisory Committee, the program was a competition open to all department employees who had innovative ideas to improve the efficiency and operation of the department. The Advisory Committee consisted of rank and file sworn and civilian personnel. Candidates for the award submitted their idea in writing to the Advisory Committee for consideration and a final list of nominees was presented to the Police Commissioner.

Candidates submitted 86 ideas for consideration by the award program committee and 12 were selected as winners in 2005. Six department personnel received honorable mention. The award winning ideas were presented to the appropriate police bureaus for implementation.

### Law Enforcement Memorial Dedication

On Monday, October 3, 2005, the department unveiled the Law Enforcement Memorial at Boston Police Headquarters. This beautiful memorial honors all Boston Police Officers, from the first watchmen in 1854 to police officers of the 21st century.

The Memorial is the culmination of a 10-year-long project created and organized by the Boston Police Relief Association and chaired by Captain Robert Flaherty and was funded by the contributions of department employees, sworn and civilian.

The memorial is set upon a granite plaza. On the memorial itself is a sculptural relief that depicts the history of the department and a stainless steel Boston Police badge. In front and to the right of the memorial is a sculpture of an eternal flame, a bright blue glow reflecting throughout the site, a symbol of the department's perpetual commitment to serve the community.

At the dedication ceremony, Police Commissioner O'Toole read the following quote attributed in 1937 to Boston Police Captain Thomas S. J. Kavanaugh:

*"The calling of a policeman is a profession – a very useful and responsible one – with duties, tasks and obligations so numerous and of such importance that no young man should ever try to become an officer unless he is ready to meet these obligations and has a special aptitude or vocation for the position."*



RIE O BOSTON POLICE OFFIC

# 2005 ORGANIZATIONAL CHART



## Office of the Police Commissioner



Office of  
Labor  
Relations

Office of  
Administrative  
Hearings

Office of  
Communications

Office of  
Media  
Relations

Office of the  
Legal  
Advisor

Office of  
Multi-  
Media

Family  
Assistance  
Unit

Bureau of  
Investigative  
Services

Bureau of  
Field  
Services

Bureau of  
Administration  
& Technology

Bureau of  
Internal  
Investigations

Bureau of  
Professional  
Development



