



POLICE EXECUTIVE
RESEARCH FORUM

September 28, 2023

Carl P. Fortuna, Jr.
First Selectman
Town of Old Saybrook
302 Main Street
Old Saybrook, CT 06475

Re: Proposal to Conduct an Organizational Review with a Focus on Recruitment and Retention for the Old Saybrook Police Department

Dear Mr. Fortuna,

On behalf of the Police Executive Research Forum (PERF), I am pleased to present our proposal to conduct an Organizational Review with a Focus on Recruitment and Retention for the Old Saybrook Police Department.

Our experience includes assisting state, county, and local police departments, sheriffs' offices, and federal law enforcement agencies, within the United States and internationally. We have in-depth experience evaluating law enforcement agencies and helping them reach optimal effectiveness. We have worked extensively to help law enforcement agencies develop: long-term and short-term goals, policy, training, and measurable benchmarks to track progress.

Established in 1976, PERF exists to improve the delivery of police services and the effectiveness of crime control. We are a private, non-profit 501 (c) (3) research, development, and consulting organization, as well as a membership organization of police executives and others with an interest in exercising national leadership and participating in public debate on policing and

criminal justice issues. We perform research, develop policy, and provide vital management and leadership training services to police agencies. Because of our long-standing commitment to progressive leadership in policing, **police leaders nationwide rely on PERF to provide critical management services and technical assistance.**

PERF is uniquely suited to conduct this project. PERF was commissioned to conduct a thorough recruitment and retention study for the Prince William County (VA) Police Department. And PERF has written several recent publications regarding police recruitment and retention: 2023's Responding to the Staffing Crisis: Innovations in Recruitment and Retention; and 2017's Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success.

PERF very much looks forward to the opportunity of working with the Town of Old Saybrook and the Old Saybrook Police Department. Thank you for allowing us to submit this proposal.

Sincerely,

Thomas Wilson
Director, Center for Management and Technical Assistance
Police Executive Research Forum
1120 Connecticut Ave. NW, Suite 930
Washington, DC 20036
Phone: 202-454-8328
twilson@policeforum.org

About PERF

Founded in 1976, the Police Executive Research Forum (PERF) is a police research organization and a provider of management services, technical assistance, and training to support policing and the criminal justice system. As an international, private, nonprofit 501(c)(3) organization located in Washington DC, PERF improves the delivery of police services and the effectiveness of justice system through:

1. The exercise of strong national leadership;
2. Public debate of police and criminal justice issues;
3. Research and policy development; and
4. The provision of vital management and leadership services to police agencies.

PERF is a source of expertise on the policies, practices, and operations of police departments. For more than 40 years, PERF has provided consulting services to law enforcement agencies, conducted research on the issues of greatest concern to police executives, educated up-and-coming police leaders at its Senior Management Institute for Police (SMIP), and fostered debate about critical policing issues. PERF's audience is large and includes members of the policing profession, the news media, academics, policy-makers, and the public.

As one of the nation's leading management consulting providers, PERF has conducted comprehensive studies of police departments of all sizes across the nation. We offer a full range of consulting services to police organizations, including:

- Comprehensive management surveys, performance audits, and organizational studies;
- Human resource management reviews;
- Organizational climate reviews and development planning;
- Strategic planning assistance;
- Education and training development, delivery, and review;
- Productivity analyses and recommendations for improvements;
- On-site assistance in implementing recommendations;
- Core process identification and process mapping;
- Development of use-of-force policies and training and early intervention systems; and
- Assistance with police communications and dispatch functions.

PERF has provided technical assistance in specialized areas such as use of force, records management and information processing, budgeting, communications, crime prevention, management of criminal investigations, school safety, vice and narcotics unit operations, and police officers' response to special populations.

PERF has conducted several hundred comprehensive management studies of law enforcement agencies across the United States. Through this work and with PERF's close relationships with police executives and other practitioners, PERF enjoys an excellent national reputation for being in touch with contemporary law enforcement leadership approaches and effective organizational structures, operations, and tactics.

PERF's consulting studies are based on the collection of timely and accurate information, which is paramount to facilitating an effective study of a law enforcement agency. PERF gathers comprehensive information from the police department to provide a complete picture of departmental operations. Through our experience conducting management studies, our research, and our daily contacts with police executives, PERF has gained a thorough knowledge base on all aspects of contemporary policing. Our studies identify opportunities to improve policies and practices, and expand relationships with the community and other stakeholders. We also identify any processes and functions that add minimal value to the department and are good candidates for realignment or elimination.

PERF's final work products are thorough and comprehensive, based on detailed analysis of the information obtained.

Recent relevant publications

In 2023, PERF published *Responding to the Staffing Crisis: Innovations in Recruitment and Retention*. This work continues our previous research on recruitment and retention challenges (discussed below). To understand agencies' challenges in recruiting and retaining officers, as well as the efforts many agencies are undertaking to address them, PERF conducted extensive background research, collected and analyzed responses from more than 250 member questionnaires, conducted one-on-one interviews with over 100 police leaders, and convened 275 stakeholders in Washington, DC for a discussion forum on the issue. PERF's report provides recommendations for ways in which agencies can address their staffing challenges and strengthen themselves overall.

This report notes that "By creating or strengthening programs and policies that address officers' stake in the department, their values and expectations for the job, their health and wellness, and the department's commitment to its values, agencies can help build a more positive culture within the organization."

PERF's report may be found here:

<https://www.policeforum.org/assets/RecruitmentRetention.pdf>

PERF's 2019 publication *The Workforce Crisis, and What Police Agencies Are Doing About It* examines the police recruiting crisis and the changing dynamics of the police workforce. Input into this book from the field was provided via a survey sent to PERF members who were the head of their agency, and by participants at our 2018 conference, "The Changing Dynamics of Policing and the Police Workforce."

PERF's report may be found here: <https://www.policeforum.org/assets/WorkforceCrisis.pdf>

In 2017, PERF published *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success*. This book is the result of PERF's 2016 forum "Hiring for the 21st Century Law Enforcement Officer," a follow-up to the President's Task Force on 21st Century Policing's recommendations on hiring officers who reflect the diversity and values of the community.

PERF's report may be found here:

<https://portal.cops.usdoj.gov/resourcecenter/ric/Publications/cops-w0831-pub.pdf>

One area in which PERF has devoted significant attention in recent years has been de-escalation practices and training officers to safely resolve encounters with people experiencing mental health or behavioral crises. In 2016, PERF published [Guiding Principles on Use of Force](#) and a training program to implement the Guiding Principles, called [ICAT \(Integrating Communications, Assessment and Tactics\)](#). **The training program is anchored by the Critical Decision-Making Model that helps officers assess situations, make safe and effective decisions, and document and learn from their actions.** Nearly 100 law enforcement [agencies](#) across the country have trained their officers in ICAT.

Over the past decade, PERF has also focused on a variety of technology-related issues. In conjunction with the U.S. Department of Justice's, Office of Community Oriented Policing Services, PERF developed national guidelines on police use of [drones](#), [less-lethal technologies](#), [body-worn cameras](#) and [electronic control weapons](#) (commonly referred to as "tasers"). PERF has also produced publications on [cybercrime](#) and [NextGeneration 911 and FirstNet](#). Most PERF reports are publicly available and free at <https://www.policeforum.org/free-online-documents>.

PERF has a demonstrated history of meeting policing's most pressing challenges as they present themselves. In March 2020, as the nation began to experience the pandemic, PERF started writing Daily COVID-19 Reports, five days a week. Each Daily Report explored an emerging issue about the police response to the pandemic. The Daily Reports were emailed to PERF members and posted on PERF's website; they were typically based on interviews of PERF-member police chiefs and sheriffs as well as COVID-19 experts.

By the summer of 2020, the COVID pandemic was receding in some parts of the United States, but another new development was impacting police nationwide: demonstrations and calls for police reform following the death of George Floyd. So PERF expanded the concept of the Daily COVID-19 Reports, creating a separate category called Daily Critical Issues Reports, to provide daily information about the demonstrations and other emerging issues in policing.

In 2020, PERF produced approximately 100 Daily COVID-19 Reports and 100 Daily Critical Issues Reports. Back issues of all [COVID Reports](#) and [Critical Issues Reports](#) are available for reference on PERF’s website.

Other recent areas of focus have been workforce issues, including [recruiting, hiring and retaining officers](#) in the new economy, [officer wellness and suicide prevention](#), and the [role of first-line supervisors](#). In the coming months PERF will complete a report on promising practices for the recruitment and retention of officers.

Past Management and Technical Assistance Work

Some of PERF’s work over the last 20 years includes analyses performed for the following police and sheriffs agencies:

Under 100,000 population	100,000-399,999 population	Over 400,000 population
Annapolis, MD	Anchorage, AK	Albuquerque, NM
Ashland, OR	Akron, OH	Atlanta, GA
Boynton Beach, FL	Arlington, TX	Austin, TX
Brooklyn Center, MN	Bell County, TX	Berks County, PA
Brooklyn Park, MN	Bellevue, WA	Broward County, FL
Canton, CT	Brown County, WI	Charlotte/Mecklenburg, NC
Cape Girardeau, MO	Bridgeport, CT	Chicago, IL
Cape May County, NJ	Cleveland, OH	Columbus, OH
Clinton, CT	Dauphin County, PA	Denver, CO
Corvallis, OR	Dayton, OH	Fairfax County, VA
Destin, FL	Denton, TX	Fort Worth, TX
East Haven, CT	Elk Grove, CA	Fresno, CA
Edmond, OK	Eugene, OR	Fresno County, CA
Elkhart, IN	Fayetteville, NC	Gwinnett County, GA
Ferguson Twp., PA	Fort Collins, CO	Houston, TX
Fort Lee, NJ	Gainesville, FL	Indianapolis, IN
Fredericksburg, VA	Killeen, TX	Kansas City, MO
Grass Valley, CA	Lafayette Parish, LA	Kent County, MI
Greenbelt, MD	Lakewood, CO	Memphis, TN

Greenville, NC	Lane County, OR	Mesa, AZ
Groton, CT	Las Cruces, NM	Miami Dade, FL
Indian Trail, NC	Lowell, MA	Milwaukee, WI
Indio, CA	Minneapolis, MN	Morris County, NJ
Kiawah Island, SC	Naperville, IL	Nashville, TN
Lake Park, FL	New Haven, CT	Nassau County, NY
Longview, WA	Oakland, CA	New Castle County, DE
Lorain, OH	Overland Park, KS	Ocean County, NJ
Lynchburg, VA	Pasadena, CA	Palm Beach County, FL
Mansfield, CT	Provo, UT	Phoenix, AZ
Medford, OR	Raleigh, NC	Prince George's County, MD
Miami Beach, FL	Savannah Chatham, GA	Prince William County, VA
North Miami, FL	Springfield, MA	San Antonio, TX
Ocean City, MD	St. Louis, MO	San Francisco, CA
Old Brookville, NY	St. Petersburg, FL	San José, CA
Riverton, WY	Stamford, CT	Shelby County, TN
Rockville, MD	Tacoma, WA	Virginia Beach, VA
Schenectady, NY	Tallahassee, FL	Volusia County, FL
Scranton, PA	Tuscaloosa County, AL	Washington, DC
Sparks, NV	Vancouver, WA	York County, PA
State College Borough, PA	West Palm Beach, FL	
Temple, TX	Wilmington, NC	
The Woodlands, TX	Wright County, MN	
Windsor, CT		
Winslow, AZ		
Yarmouth, MA		

Scope of Services

In this section PERF outlines its approach to completing its review of the Old Saybrook Police Department (OSPD). This approach has been tailored to meet the needs of the Town of Old Saybrook and the OSPD and will ensure completion of the project in a timely manner.

Our approach incorporates three major means of collecting information: *personal interviews* (e.g., department command and supervisory staff as well as sworn and professional (non-sworn) rank-and-file employees); *collection, review, and analysis of available data*; and *personal observations*. Throughout our analysis of information collected, areas of superior performance will be identified and areas for improvement will be indicated.

TASK 1: SITE VISIT AND STAKEHOLDER INTERVIEWS

Throughout the project, the project team will conduct onsite and virtual/telephonic interviews with a cross-section of Town and OSPD personnel. PERF will attempt to meet with as many stakeholders as possible during a weeklong site visit, with project staff conducting additional interviews, if needed, via phone or Teams/Zoom.

We anticipate interviewing, at a minimum, the following people:

- First Selectman Fortuna, Jr.
- Selectmen Giegerich and Pugliese
- Available members of the Old Saybrook Police Commission
- Chief Spera
- OSPD executive command staff
- OSPD officers and first-line supervisors
- Professional (non-sworn) OSPD staff
- Former sworn staff who have left the department in the last three years who are willing to talk to the PERF team about why they left
- Other stakeholders as identified by Town and OSPD leaders

These interviews are multi-purpose. The PERF team needs to understand the history and culture of OSPD, as well as its employees' views of its strengths and weaknesses, with an eye towards recruiting and retaining officers (what attracts people to a career with OSPD, and why officers leave). Speaking with stakeholders will guide the project team and ensure that PERF's ultimate recommendations reflect the mission, vision, and values of the Town and OSPD.

PERF's team has collectively interviewed thousands of law enforcement officers, non-sworn professional staff, elected officials, and community representatives. PERF does not identify the names of interviewees in the draft or final report unless requested to do so by the interviewee and only if it adds value to the findings and recommendations.

TASK 2: REVIEW OF TOWN OF OLD SAYBROOK/OSPD REPORTS

PERF will review existing reports commissioned by the Town of Old Saybrook or the OSPD that pertain to OSPD staffing levels, needs, recruitment efforts or issues, and retention records to identify trends or patterns. PERF will also review previous departmental requests for additional funding and resources to address OSPD needs.

TASK 3: PAY AND BENEFIT REVIEW

To the extent that the required data is readily available, PERF will benchmark OSPD pay and benefits to those of several agreed-upon comparable towns in Connecticut to determine how OSPD compares to them. PERF will request assistance from Town and OSPD staff to identify similar towns for comparison purposes.

TASK 4: PROCESS REVIEW

PERF will review OSPD's hiring and recruiting processes, as well as the department's promotional process to determine if there are any impediments to recruiting and retaining qualified officers.

DRAFT REPORT

PERF will develop a draft report that describes its findings and recommendations. The report will discuss observations regarding where OSPD meets national best practices, as well as recommendations for improvements where needed. PERF will provide a copy of the draft report to the Town of Old Saybrook and OSPD for review prior to finalization.

FINAL REPORT

PERF will submit a final report in electronic format, incorporating necessary changes and edits. PERF will also present the report at a meeting of Town selectmen and OSPD officials.

BUDGET AND TIMELINE

PERF proposes to conduct this review for a flat fee of **\$98,790.00** and does not include any additional licenses or fees that may be required by the Town of Old Saybrook. PERF will deliver a final report within six to nine months of entering into a contract with the Town. PERF will provide recommendations and guidance to the Town of Old Saybrook and the Old Saybrook Police Department through ongoing discussions on how to implement immediate change as needed for areas of concern.

Project Team Bios

Tom Wilson joined PERF in February 2013 and serves as Director of PERF's Center for Management and Technical Assistance. He is responsible for the leadership and oversight of nonpartisan, scientific studies on police policies and practices including comprehensive management studies, quantitative and qualitative analysis, performance audits, and organizational reviews. Mr. Wilson has assisted in conducting studies with over 200 law enforcement agencies throughout the US. In addition, Mr. Wilson played a critical role creating PERF's training program Integrating Communication, Assessment, and Tactics (ICAT). ICAT is the only de-escalation training model that has been studied using the gold standard randomized control trial. ICAT training was found to reduce force, reduce injuries to suspects, and reduce injuries to officers. Mr. Wilson has taught ICAT to hundreds of agencies and thousands of law enforcement officers across the country.

Prior to this, he served for almost 24 years with the Anne Arundel County, MD Police Department, retiring as a Major. Anne Arundel County, MD is located in the Baltimore / Washington metropolitan area and surrounds the state capital city of Annapolis. The department is a full service C.A.L.E.A accredited police agency with roughly 1,000 sworn and civilian employees serving over 550,000 residents. As Major, Mr. Wilson served as bureau chief of both the Patrol Services and Administrative Services Bureaus.

His prior commands included the Anne Arundel County Police Department's four district police stations; the community relations division; the county 911 center (PSAP); homeland security and intelligence; departmental technology and integration (including RMS, CAD, ARS and MDTs); development and oversight of the departmental budget; strategic planning; the training academy; police personnel; accreditation; the crime lab; evidence collection; departmental fleet; and the county animal control section.

As Captain, Mr. Wilson was appointed to serve almost three years as the Anne Arundel County

Director of Emergency Management. His responsibilities included: developing and maintaining a comprehensive emergency management program for all hazards, design of the county's Emergency Operations Plan, compliance with the National Incident Management System, implementation of the Incident Command System into all aspects of county government, and oversight of federal and state homeland security funding.

Throughout his career, Mr. Wilson has served in almost all aspects of policing, including patrol, training, narcotics and major investigations. He has received extensive training in a variety of law enforcement, crisis management and emergency management matters. Mr. Wilson holds a Master of Science in Administration from Central Michigan University and a Bachelor's in Criminal Justice from the University of Maryland, College Park. He is a graduate of PERF's Senior Management Institute for Police, the Maryland Police and Corrections Commission / Federal Bureau of Investigation "Maryland Excellence in Leadership" program and the Federal Bureau of Investigation's Law Enforcement Executive Development Association.

Jennifer Sommers joined PERF in 2023 as Deputy Director of the Center for Management and Technical Assistance. Before coming to PERF, Ms. Sommers worked in the criminal justice system for more than 26 years, including eleven years as a county prosecutor, nine years as a state prosecutor, and seven years as counsel to the largest multi-bureau sheriff's office in New York. Through that work she gained insights and perspectives uniquely suited to some of PERF's most challenging but important work.

At the Monroe County Sheriff's Office (MCSO), in addition to duties such as training and policy review, Ms. Sommers worked closely with the Internal Affairs Bureau and conducted all disciplinary hearings and penalty arbitrations; a significant number of internal affairs complaints she reviewed and processed involved allegations of excessive use of force. Despite the documented hesitation of arbitrators to uphold police officer terminations, Ms. Sommers maintained a perfect record on binding arbitration of all discipline during her tenure at the MCSO. From 2015 until leaving to join PERF, Ms. Sommers worked in the Office of Special

Investigation at the New York State Office of the Attorney General, ultimately holding the position of Upstate Supervising Chief, where she supervised all upstate attorneys and legal support analysts. While in that unit, she analyzed civilian deaths caused by police and peace officers to determine whether officers should be charged with crimes; in every case where an officer caused a death and was not charged with a crime, the unit issued a transparent public report advising the public what took place, linking relevant video, explaining the law, and, where appropriate, making recommendations. Ms. Sommers also worked for several years as a county prosecutor and rose to the level of Special Assistant District Attorney at the Monroe County District Attorney's Office; during her time as a prosecutor, she tried cases in nearly every broad category of violent crime, including physical and sexual assault, robbery, arson, and murder.

Ms. Sommers graduated from the SUNY Buffalo School of Law in 1996; prior to law school she obtained a bachelor's degree in biology with a minor in chemistry from LeMoyne College, and a master's degree in toxicology from the University of Rochester. Because of her unique scientific background within the legal profession, she regularly teaches nationally on issues related to toxicology, most often, how to effectively investigate and prosecute drug and alcohol facilitated sexual assault.

Martin Bartness joined PERF in May 2022 as a Senior Principal in PERF's Center for Applied Research and Technical Assistance. Prior to PERF, Martin served 25 years with the Baltimore Police Department, retiring as a Lt. Colonel/Deputy Chief of Patrol, where he provided executive management, leadership, and command and control of day-to-day operations of the department's nine patrol districts. His other executive roles included chief of staff to the police commissioner and commander of Education & Training, Special Investigations, Strategic Services, and Professional Standards. He also worked closely with the Department of Justice to advance organizational reform under a consent decree, focusing on policy development and implementation, training, and accountability.

Martin's career has traversed the intersection of public health and criminal justice, attuned to research with a focus on praxis. For his work improving police response and building stakeholder partnerships in the areas of sexual assault and child abuse, Martin has been honored by the *National Children's Advocacy Center* for "Outstanding Leadership in Law Enforcement," the *Maryland Children's Alliance* for "Exceptional Leadership," and *TurnAround, Inc.* for "Exceptional Service to Victims of Sexual Assault." He has also been recognized for his leadership in developing Baltimore's comprehensive behavioral crisis response system, instituting a focused deterrence violence reduction program, standing up the Homicide Review Commission, and representing Baltimore's criminal justice community in the National Institute of Justice's inaugural *Sentinel Events Initiative*. In the area of police training, Martin has been instrumental in developing and adopting transformational courses on *Ethical Policing Is Courageous* (EPIC) and *Integrating Communications, Assessment, and Tactics* (ICAT).

Martin is a graduate of the 73rd Session of the *Senior Management Institute for Police*. He holds a Bachelor of Arts degree from *Creighton University*, Master of Arts degree from the *University of Nebraska-Omaha*, and Master of Criminal Justice degree from *Boston University*. He is currently a Bloomberg Fellow pursuing a Master of Public Health degree from the *Johns Hopkins Bloomberg School of Public Health*. He serves on the boards of directors of *Project Pneuma* and the *Ronald McDonald House Charities Maryland*.

Jason Cheney is a Senior Research Associate with PERF's Center for Management and Technical Assistance and is responsible for day-to-day management and logistical support for numerous Center projects, specifically those on use of force, internal affairs, and overall staffing and management studies. Jason is also the lead author on Center project reports and has primary responsibility for proposal development to secure future Center funding. Previously, Jason served as a Research Associate for PERF's former Center on Force and Accountability (CFA), where he assisted in the editing of CFA publications and helped organize several national conferences on rising crime rates. He also served as a Legislative Specialist for PERF's Legislative Division, and was responsible for analyzing legislation relevant to law enforcement, conducting

grass-roots lobbying on behalf of PERF's membership, representing PERF in meetings with Congressional staff regarding legislation of interest to PERF, and writing legislative updates for PERF's newsletter Subject to Debate.

He has also co-authored three publications: *Police-Community Partnerships to Address Domestic Violence*; *Enhancing Success of Police-Based Diversion Programs for People with Mental Illness*; and *Cop Crunch: Identifying Strategies for Dealing with the Recruiting and Hiring Crisis in Law Enforcement*. Prior to joining PERF, Mr. Cheney served as a Legal Assistant for an attorney in Toms River, New Jersey and was responsible for conducting legal research on immigration cases. He holds an MA in International Commerce and Policy from George Mason University and a BA in Political Science from Stockton University in New Jersey.

References

Date	Project Description	Locality Contact Information
Completed 2021	<p>Prince William County In January 2020, the Police Executive Research Forum (PERF) was commissioned by the Prince William Country Police Department (PWCPD) to conduct a review of the agency’s recruitment and hiring practices. PERF’s review included an examination of the department’s policies, protocols, and data related to hiring and recruitment. The purpose of this study was to identify areas where PWCPD could improve its hiring practices, particularly with regard to improving diversity within the department.</p>	<p>Chief Peter Newsham Prince William County Police Department 5036 Davis Ford Rd. Woodbridge, VA 22192 (703) 792-6650 pnewsham@pwcgov.org</p>
Completed 2020	<p>Vancouver, WA In June 2019, the Police Executive Research Forum (PERF) was commissioned by the City of Vancouver, Washington to perform a review of the Vancouver Police Department (VPD). PERF’s review included an examination of the department’s policies, training, documentation, and data on use of force and officer-involved shootings. The purpose of this study was not to investigate any particular incident or specific police officer, but rather to identify areas where VPD could improve its core business practices.</p>	<p>Chief Jeff Mori Vancouver Police Department 605 E. Evergreen Blvd. Vancouver, WA, 98661 (360) 487-7421 jeff.mori@cityofvancouver.us</p>
Completed 2015	<p>Fairfax County, VA In July 2014, Fairfax County, Virginia contracted with the Police Executive Research Forum (PERF) to conduct a policy and practice review of the Fairfax County Police Department (FCPD). The review concentrated on the department’s policies, procedures, directives, and training materials and curricula related to police use of force. The final report contained over 70 recommendations for improvement.</p>	<p>Chief Kevin Davis Fairfax County Police Department 4100 Chain Bridge Road Fairfax, Virginia 22030 (703) 246-2195 kevin.davis2@fairfaxcounty.gov</p>