EVALUATION OF
THE MASSACHUSETTS POLICE INSTITUTE

a report to the

MASSACHUSETTS COMMITTEE
ON CRIMINAL JUSTICE

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Arthur D Little, Inc.

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Points of view or opinions expressed in this report
are those of the researchers and do not necessarily represent
the official opinion or policy of the Committee on Criminal Justice

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TABLE OF CONTENTS

Arthur D. Little, Inc.

TABLE OF CONTENTS
(Continued)

LIST OF TABLES

EXECUTIVE SUMMARY

A. STUDY OBJECTIVES AND TASKS (CHAPTER I)*

On behalf of the Commonwealth of Massachusetts Committee on Criminal
Justice (MCCJ), Arthur D. Little, Inc. (ADL) evaluated the Massachusetts
Police Institute (MPI) in order:

- to describe the kinds of technical assistance (TA) which
  MPI provides, and the methods they use;

- to assess MPI's impact;

- to compare TA provided by MPI with that provided by
  other organizations; and

- to assess MPI's cost-efficiency.

We carried out the following tasks:

1. Document MPI project implementation

2. Select research samples

3. Assess MPI approach

4. Assess impact of MPI

5. Assess cost-efficiency of MPI operations

6. Compare MPI approaches with other approaches

7. Integration and management

B. ADL STUDY METHOD (CHAPTERS I.B., IV)

The work began with a broad statistical overview of MPI operations
(Task 1) and continued with a similar broad review of the cost-
efficiency of those operations, (Task 5). In Task 2 we used random
procedures to choose a sample of 46 cases. These included an experi-
mental group (Group A) of 24 police departments which had requested and
received help from MPI (we examined 26 projects carried out for these
departments); a control group of 15 cases (Group B) which had requested
but not received help; and a comparison group of five cases (Group C)

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* In this Executive Summary, the chapters where the reader can obtain
  detailed information on each section are pointed out in parentheses.

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which received help from other organizations. In Task 3, 4, and 6, we carried out a series of case studies on the members of the sample. In addition, we added a relatively small task in which we contacted 11 police departments (Group D) which had neither requested nor received TA help from MPI. Task 7 comprised on-going management and integration throughout the project, culminating in the production of this final report.

Our field work depended upon MPI briefings and interviews about project procedures, review of MPI files, interviews, and observations of police departments. We generally interviewed those members of a department who participated or could have been affected by an MPI TA project. In some cases we also interviewed Selectmen or other municipal officials knowledgeable about an MPI TA project or its impact. All respondents were assured of anonymity. Interviews were based on standardized interview guides. These helped to assure objectivity and prevent "leading the witnesses." Write-ups of interviews and observations were circulated among all ADL team members. Subcommittees discussed a given project area (e.g., Rules and Regulations); one team member wrote up each project area; this write-up was then reviewed by all team members. Thus, every effort was made to insure objectivity and the contribution of insights by all team members.

C. SERVICES PROVIDED BY MPI (CHAPTER III)

ADL assessed the impact of MPI TA in the following project areas where MPI has completed projects. The project descriptions and the evaluations of impact of the following project areas are presented in sections D. through J. of this Executive Summary:

- Information Clearing Hours, Legal Assistance, (IL)

- Newsletter and Monthly Bulletins (NB)

- Rules and Regulations (RR)

- Records and Information Systems (RI)

- Manpower Resources (MR)

- Personnel Management (PM)

- Mutual Aid Agreements (MA)

MPI has also completed one project in the area of Budget and Program Planning (BP) but this was not assessed by ADL. Slightly more than one percent of MPI's efforts in 1975 and the first half of 1976 were devoted to this project area. MPI describes this project in the following terms:

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Budget and Program Planning (BP)

"- Assist requesting chiefs in establishing bookkeeping procedures.

"- Objective - demonstrate the benefits of using the budget process as an annual program planning tool."

MPI carried out eight projects in the area of Departmental Overview (DO), devoting slightly more than seven percent of its efforts in this area in the period January 1975 to June 1976, inclusive. However, ADL did not include the DO project area in its coverage of impact, because the eight projects were listed under the Manpower Resources (MR) project area in the Program document and other MPI listings available to ADL at the time we chose the sample of projects to be evaluated. MPI's Program describes DO in the following terms:

Department Overview (DO)

"- Provide a general overview of police department resources and operations in small communities (under 10,000 population).

"- Review department's functioning in specific problem areas.

"- Introduce improvements and standardized procedures in records, vehicle maintenance, communications, reporting work flow and management information."

The 1976 Program of MPI indicated that TA was available to police departments in the following project areas. By June 30, 1976, no project had been completed in these areas:

- Incident Analysis (IA);

- Crime Prevention (CP).

D. MPI'S RECOGNITION AND REPUTATION (CHAPTER V)

MPI's reputation among police chiefs is outstanding. MPI and its staff have gained widespread, indeed universal, recognition, credibility, and a reputation as competent, helpful, professionals. Police chiefs believe that MPI is sincerely on their side. MPI's reputation is based on a number of factors:

- Its close association with the Massachusetts Chiefs of Police Association (MCPA) which gave MPI instant credibility and an excellent forum to advertise its services.

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- A qualified staff, including respected, knowledgeable, and experienced retired Chiefs of Police to make initial contact with police departments.

- A low-key approach, in which MPI provides the assistance requested in the way in which a chief wants it.

- Placing highest priority on technical assistance to small and medium-sized police departments.

- Enlightened responsiveness and exclusive commitment to police chiefs. The commitment precludes blind responsiveness. We saw instances where MPI successfully and legitimately persuaded chiefs that the projects for which they had originally asked were not the ones which would help the most; instances where MPI offered advice to chiefs which was not what they wanted to hear, but was accurate and well-taken.

- A record of satisfaction of police chiefs with technical assistance offered, which spreads by word of mouth.

E. IMPACTS OF MPI PUBLICATIONS, ADVICE, AND ASSISTANCE (CHAPTER VI)

1. Introduction

In this and the succeeding five sections, we concentrate on the impact of each MPI project area on the police departments which have received that kind of project, in our sample. Impacts were varied, even within the project area, but we have been able to discern some commonalities and general trends. Each area is introduced by a description from the Program document.

Throughout our interviews, we were particularly interested in the impact of MPI TA on the police departments which received it. Impact can be described in a number of ways:

- Did the department do anything differently after TA than before?

- Was the department operating more efficiently or effectively as a result of TA?

- Did the department implement MPI recommendations?

- Did changes in the department represent solutions to the problems which stimulated its original call for MPI assistance?

xiv

Our evaluation of the impact of a project was based on collation of all the information we gathered by interview and observation and careful weighing of the evidence. This was necessary, for a number of reasons, all of which add to the difficulties of evaluating impact.

First, impact is quite different from subjective client satisfaction. We had to separate out the natural tendencies of Chiefs of Police to tell us that they were satisfied with the MPI TA they had requested, from an objective evaluation of whether that TA caused anything new to happen in their departments.

Second, the perspectives of our respondents varied. A chief might tell us that a project had major impact, while one of his subordinates might describe it as having no major impact. Or, a sergeant might tell us about an impact of which the chief evidently was not aware.

Third, impact assessment is quite different from an assessment of the professional competence of an organization (such as MPI) furnishing technical assistance. The impact of a TA project depends upon what economists call a production function. The first element in the function is the professional competence of the work done by the TA organization (MPI). The second element is the acceptance of recommendations by the immediate client (Police Chiefs). The third element, necessary for impact of many recommendations by MPI, is acceptance by organizations superordinate to the direct client (e.g., town officials). This happens because many recommendations depend for their implementation on the allocation of funds by these officials.

If any of the three elements in the production function is lacking, the product is zero: no impact. Only the first element is under the direct control of an organization like MPI. But we deemed it possible that MPI could do a fine professional job, work closely with the Chief of Police, and present their findings and conclusions persuasively to town officials, and still find one or both of the latter two parties unwilling to implement recommendations and allow the project to have an impact.

Finally, impact sometimes depends on fortuitous events. Their importance is described in Chapter XII.

We believe that the impact of projects is the single most important variable in assessing their value. Precisely because so much of the impact is determined by variables not under the control of the TA organization, it is important to carry out evaluation studies such as the present one. Only in this way can one tell what the final outcomes of the projects in a project area have been, and whether projects in that area are worth continuing.

The estimates of cost per completed project and proportion of MPI effort devoted to each project area, provided in the following sections, are documented in Attachment 1.

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2. Publications and Legal Assistance

Newsletter and Monthly Bulletins (NB)

"- Provide all Massachusetts police chiefs with continuing legal and criminal justice information through the means of:

    a) Monthly Newsletter.
    b) Special bulletins on topical issues.
    c) Periodic, in-depth research papers."

Information Clearing House, Legal Assistance (IL)

"- Maintain a police and criminal justice library for municipal police.

"- Provide requesting police chiefs with answers and alternatives to their legal and non-legal questions.

"- Serve as a data base and information center on municipal police resources for the Massachusetts Chiefs of Police Association."

About 12.3% of MPI's efforts between January 1975 and June 1976 were devoted to newsletters, legal assistance, and bulletins. MPI publications provide police departments with lucid and succinct guidance on current problems. They keep chiefs abreast of their fields. In some cases, chiefs mention that the MPI literature was the only literature that they reviewed on a regular basis. Most police chiefs interviewed were able to cite examples of how MPI literature had been directly relevant to a problem or question of theirs, and had provided clarification about laws, procedures, and other police matters which concerned them. Many chiefs use selected MPI publications as the basis for training of new officers and other in-service training. Many routinely distribute the monthly information packages to their men.

MPI's legal advice and assistance provides impartial and well-researched answers to questions of immediate concern to Chiefs of Police. Such services are usually not available elsewhere. The immediate responsiveness of MPI legal advice not only solves the problems of the moment, but supports Chiefs of Police by giving them the feeling that "they are not alone." This MPI service also enables it to "keep its finger on the pulse" on items of concern to Chiefs of Police.

3. MPI Assistance to MCPA and Preparation of Policies and Procedures Statements

Standards and Goals (SG)

"- Provide staff assistance to the Massachusetts Chiefs of Police Association in the development of statements on Standards and Goals for municipal police in Maasachusetts.

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Policy and Procedures (PP)

"- Prepare written Policy and Procedure Statements on a
variety of police operational subjects for inclusion
as Section III of the Police Manual."

We did not directly assess the impact of the Standards and Goals and
Policies and Procedures project areas, since these projects are not
provided directly to police departments. Together, they constitute
about 3.5% of MPI's efforts.

F. COSTS AND IMPACT OF TECHNICAL ASSISTANCE IN RULES AND REGULATIONS (CHAPTER VII)

"- Assist municipal police chiefs in preparing rules and
regulations manuals (specific to each department).

"- Manuals contain three sections: Section I - Rules and
Regulations; Section II - Job Descriptions; Section III -
Policy and Procedure Statements.

"- On completion of Sections I and II, all sworn personnel
receive copies of Policy and Procedure Statements."

MPI costs for the average rules and regulations project were about $700.
During 1975 and the first half of 1976, MPI devoted about 17% of its
efforts to this project area. (See Attachment 1, the report on cost
efficiency, for documentation of all cost and effort estimates.) The
costs of all projects (with the exception of Records and Information
Projects, which will be discussed below) are borne by MPI; services are
free, as far as the receiving police department.

We did not frequently find that the Rules and Regulations, Position
Descriptions, and Policy and Procedure statements were used to bring
about any significant tangible changes in the surveyed police depart-
ments or their members. As far as police chiefs were concerned, written
Rules and Regulations gave them a kind of peace of mind, in that they
felt more secure and protected in their position and in that they believed
that the presence of written Rules and Regulations had increased account-
ability. There was some evidence that written Rules and Regulations,
etc., act as benchmarks for expected behavior by the department. But
there was little evidence that these constituted any more than a clarifi-
cation of existing guidance. The lack of impact can be summed up in the
comment of one patrolman, "Performing the same duties all along."

As a by-product, the RR project area served as an ideal "foot in the
door" suitable to gaining coverage quickly in many communities, because
it fulfilled a perceived need, it was easily replicated, and it was
basically noncontroversial.

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G. IMPACT OF TECHNICAL ASSISTANCE IN RECORDS AND INFORMATION
   SYSTEMS (CHAPTER VIII)

   "- Assist police chiefs in evaluating their present records
      system, modernizing it and installing new equipment, forms
      and procedures.

   "- Project includes technical assistance with purchase of
      equipment, forms and planning new procedures."

The average Records and Information (RI) project costs $6,800 in MPI-
covered services. During 1975 and the first half of 1976, MPI devoted
about 12% of its efforts to this project area. In addition, the project
necessitates an investment of $1,000-$3,000 for purchase of files and
other equipment. This is paid for by the community.

TA in RI typically had high impact in providing a more effective records
system. The system saves time for the officer on patrol or other field
activities. We saw that such improved record keeping allowed improve-
ments in management and control of patrolmen's activities. In addition,
once implemented, the new records system provided a potential for incident
analysis and improvements in manpower resource allocations. The system
is simple to use and to train people to use. Accessibility was improved.
It was easier to find records for court appearances.

H. COST AND IMPACT OF TECHNICAL ASSISTANCE IN MANPOWER RESOURCES
   (CHAPTER IX)

   "- Study manning problems and propose alternative strategies
      and solutions.

   "- Assist requesting municipal police chiefs in determining
      manpower allocation and assignment.

   "- Select project focus: The project could take one of several
      directions (e.g., organization, allocation, workload distrib-
      ution, patrol availability, or special problems such as dis-
      patch, supervision, etc.).

   "- Where necessary, conduct analysis of "calls for service" by
      time and location to determine workload."

The cost for an average Manpower Resources project is $9,600. During
1975 and the first half of 1976, MPI devoted about 21% of its efforts
to this project area. In order for an MR project to have impact, the
recommendations of its report must be implemented. This, in turn,
depends upon whether town Selectmen allocate resources to implement
these recommendations, when they involve additional personnel, which
has budgetary implications. We found major impacts, where such recom-
mendations were indeed implemented. In one instance, the clearance

rate improved dramatically and the enforcement index very significantly.
In three out of four MR projects that we examined, we found significant
changes in the police department which can be fairly attributed to the
carrying out of the MPI TA project. In some instances, this involved
more appropriate or efficient utilization of existing police resources
rather than the addition of new ones.

I. COSTS AND IMPACT OF TECHNICAL ASSISTANCE IN PERSONNEL MANAGEMENT (CHAPTER X)

"- Assist police chiefs in the establishment of a personnel
management system.

"- Provide forms and procedures for personnel management.

"- Conduct limited seminars on personnel issues.

"- Install a system consistent with existing department rules
and regulations, collective bargaining agreements, civil
service and local procedures. Write or update job descrip-
tions."

Without tangible direct impact, this small activity provided some admin-
istrative improvement and augmented confidence in MPI. In two out of
three cases surveyed, the project was not yet completely implemented,
so no type of "impact" was possible. Interestingly enough, however,
the vehicle cost module appended to the Personnel Management package
was being used and apparently had an impact on vehicle turn-in policy.
During 1975 and the first half of 1976, MPI devoted less than one per-
cent of its efforts to this project area. Each project cost about $1,000.

J. COST AND IMPACT OF TECHNICAL ASSISTANCE IN MUTUAL AID AGREEMENTS (CHAPTER XI)

"- Assist regional groupings of police departments in drafting
contracts providing for law enforcement mutual aid."

The average Mutual Aid (MA) project cost about $300. During 1975 and
the first half of 1976, MPI devoted less than 0.5% of its efforts to
this project area.

We found rather low impact as a result of TA in assisting the formation
of MA agreements. Largely, this was because MPI ceases its contribution
to the process at an early stage. MPI meets with the chiefs concerned
with the Mutual Aid Agreements, obtains direct input from them, and
drafts a Mutual Aid Agreement. However, after this point, MPI does not
serve as a coordinator to deal with problems that any of the towns may
have in implementing the agreement.

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K. COMPARISON OF PROJECTS ACCOMPLISHED BY MPI AND THOSE ACCOMPLISHED BY OTHER ORGANIZATIONS (CHAPTER XII)

We found many dissimilarities and some similarities between the approach in MPI technical assistance and that used by other organizations providing help to police departments. Primarily, the latter carried out broad projects in which particular segments could be recognized as corresponding to MPI project areas. We found that the degree of impact of the projects done by other agencies was dependent on a variety of internal and external reasons particular to the police department of the city or town. We did not find that impact differed significantly between assistance supplied by MPI and that supplied by other agencies.

L. COST EFFICIENCY (CHAPTER XIII)

MPI operations are typically conducted with considerable cost-efficiency. Evidence for this could be found in a number of areas, including their costs for personnel, rent, and printing operations. An exception, where cost-efficiency could be considerably improved, is the use of leased automobiles, which MPI is phasing out. We also found that MPI has successfully and efficiently standardized some of its project areas, reducing their costs over time.

M. RECOMMENDATIONS

Recommendations are made in Chapters VII through XIV. We believe that the most important are the following:

1. We recommend that MPI take active steps to provide assistance to new Chiefs of Police. They need most help and realize most that they need it. We believe that technical assistance furnished to them can have most impact, since they are not tied to the policies and procedures of their predecessors.

2. We recommend that MPI retain its decision to phase out the RR project area. It has had little impact on police departments, and has achieved the exposure of many departments to MPI.

3. We recommend that MPI shift its focus to carrying out fewer projects, but each with greater depth.* We make this over-arching recommendation for a number of reasons:

   ● The project areas in which impact appeared greatest, such as Manpower Resources (MR) and Records and Information Systems (RI) are those which require the greatest MPI efforts in depth.

   ● Follow-up and other work oriented toward implementation is needed to achieve impact. This was shown in many of the MPI projects we assessed, as well as in some of the work done by other agencies delivering TA to police departments. This includes, for example, the training and indoctrination that is not part of the MPI RR project area, but was part of the package furnished by another consultant; more extensive follow-up on each Mutual Aid Agreement which would help to resolve problems that prospective members of the MAA are having in surmounting obstacles in signing the agreement; and work with Select-men and other town/city officials in Manpower Resources and other project areas which depend on their approval or concurrence for their implementation (see recommendation 4 below).

4. Finally, where (as in Manpower Resources Projects) the approval of municipal officials is necessary in implementing recommendations, we recommend that MPI include those officials as part of its client system, from the beginning of the project, if the requesting Chief of Police agrees to do so. This will help to avoid projects which founder, after much effort has been expended by MPI and the police department, upon the unwill-ingness of the municipal officials to implement recommenda-tions.

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* In response to a draft version of this report, MPI commented as fol-lows on the original wording of this recommendation.
   "This recommendation occurs in the Executive Summary, but does not seem to be generally supported in the body of the report (except in the Mutual Aid area). There seems to be a conflict between this suggestion and other recommendations, such as the proposed 'Future Activities' and 'small task ser-vices'."
We have added more detail in the rationale, for this recommendation, in response to MPI's comment.

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I. OBJECTIVES AND TASKS

A. OBJECTIVES

On behalf of the Commonwealth of Massachusetts Committee on Criminal
Justice (MCCJ), Arthur D. Little, Inc. (ADL) carried out an evaluation
of the Massachusetts Police Institute (MPI). The evaluation was aimed
at the following objectives:

> To provide information to the Committee and its staff about
> the benefits that have been obtained through MCCJ's funding
> of the MPI;
>
> To summarize the kinds of technical assistance (TA) which the
> MPI provides, and the procedures and methods they use;
>
> To assess the impact of MPI assistance to local police depart-
> ments;
>
> To compare the processes and the products of MPI TA with TA
> provided by other organizations; and
>
> To test whether MPI operates with sufficient cost-efficiency.

B. TASKS

We carried out the following tasks:

1. Document MPI project implementation

2. Select research samples

3. Assess MPI approach

4. Assess impact of MPI

5. Assess cost-efficiency of MPI operations

6. Compare MPI approaches with other approaches

7. Integration and management

The work began with a broad statistical overview of MPI operations
(Task 1) and continued with a similar broad overview of the cost-
efficiency of those operations (Task 5). In Task 2 we used random
procedures to choose a sample of 46 cases. These included an experi-
mental group (Group A) of 24 police departments which had requested
and received help from MPI (we examined 26 projects carried out for

1

these departments); a control group of 15 cases (Group B) who had requested but not received help; and a comparison group of five cases (Group C) who received help from other organizations. In Tasks 3, 4, and 6, we carried out a series of case studies on the members of the sample. In addition, we added a small study of 11 police departments (Group D) which had neither requested nor received help from MPI. Task 7 comprised on-going management and integration throughout the project, culminating in the production of this final report.

II. THE HISTORY, MODUS OPERANDI, AND PLANS OF THE MASSACHUSETTS POLICE INSTITUTE

A. BRIEF HISTORY AND STATEMENT OF PURPOSE

The Massachusetts Police Institute (MPI) is a non-profit service agency established in August 1973 "to provide requested technical assistance to municipal police departments in the Commonwealth... The Institute is funded by grant awards from the Massachusetts Committee on Criminal Justice."[*]

B. POLICY

"The goal of the agency is to develop a permanent resource capable of assisting the police chiefs of Massachusetts in their efforts to improve local police administration and operations."[**] MPI exists in order to provide technical assistance to small police departments. "Services of the Institute are provided only on the written request of a municipal police chief," as stated in Program.

The Institute was founded with its orientation to small police departments because many people believed that such small departments were receiving less than their needed share of assistance through federal programs. Although a few MPI projects have been carried out for the departments of larger municipalities, the high-priority clients of MPI have been and remain, small police departments.

From its earliest inception, MPI has been affiliated with the Massachusetts Chiefs of Police Association (MCPA). The Program states that such affiliation "has assured the agency's relevance to the day-to-day problems and needs of municipal police." The Executive Director of MPI is on the agenda at each monthly meeting of the MCPA.

MPI also has sought and achieved a broad base of participation of police chiefs in some of its activities, i.e., task forces on Policies and Procedures, Standards and Goals, etc. When chiefs participate in

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[*] Massachusetts Police Institute, Technical Assistance Projects--Program, Berlin, Massachusetts, 1976. This publication, henceforth referred to as "Program" is recommended to the reader as a concise description of MPI and its functions.

[**] Program, op. cit.

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these task forces, they not only contribute their own experiences and insights to them, but also gain increased familiarity with and confidence in MPI.

MPI has been careful to proceed slowly to gain the confidence of police chiefs. As a new agency attempting to help police chiefs, they realized that they would never be called upon for help without such confidence. MPI began offering services in only a limited set of project areas which were considered of high priority by the MCPA and in which MPI had capability. Their choice of personnel and procedure, their policy of working closely and sensitively with police chiefs to meet their needs, and their low key approach (which did not threaten Chiefs of Police) all served to instill confidence in MPI's motivations and capabilities in the chiefs for whom they carried out technical assistance assignments. "Satisfied users" told other chiefs, and a snowball effect occurred, in which increasing numbers of police departments asked MPI for TA, each year since 1973. All this has contributed toward helping to set up MPI as a permanent presence which chiefs can continue to rely upon. MPI has gradually and carefully expanded the number of project areas in which it offers assistance. Almost all these project areas center around means of building up what might be called the administrative infrastructure in police departments. That is, MPI TA projects have enabled the police chiefs to improve the ways in which they manage and administer their departments.

It appears to be an implicit policy of MPI to carry out only one project at a time for a given department, even if a department has put in a number of project requests at the same time. In part, this is because the waiting time for different project areas varies. It also seems that MPI has deliberately chosen this course in order not to upset the balances in a police department and to keep change incremental and evolutionary. Further, the policy allows MPI to begin by changing and improving administrative sub-strata which then act as a foundation for later changes and improvements.

C. MARKETING

The MCPA provides a "megaphone" which enables the MPI to broadcast its capabilities and achievements widely among Chiefs of Police in Massachusetts. The newsletters and bulletins which MPI sends automatically to every Chief of Police in Massachusetts also spread the word about it. Probably the most important and influential marketing medium, however, is not under the direct control of MPI. It is the "word of mouth" recommendation of MPI which circulates among police chiefs.

A factor which has helped MPI to gain acceptance and elicited requests for technical assistance from police departments is that, by and large, MPI TA does not cost anything. The only exception consists of the Records and Information (RI) project, in which the police department

4

incurs expenses for files and related equipment needed to carry out
MPI recommendations. In RI projects, as in all the others, there is
no charge for professional services. This circumstance will change,
to some unknown extent, as the Municipal Police Institute, Inc. (MPI,
Inc.) gets into operation. As will be discussed below, this is an
organization recently set up by the MPI, which will allow charging
for services.

By and large, MPI has usually waited for a department to submit a re-
quest for assistance; MPI has rarely visited police departments, prior
to such a request, to "sell their services."

D. RESOURCE ALLOCATION

How does MPI decide in which project areas to provide technical assist-
ance and how to allocate its resources among project areas? MPI chose
to focus on project areas which meet needs as assessed by the MCPA.
For example, the first need listed by the MCPA was to "clearly define
the police role, function, and policy;" an MPI project area set up to
meet this need was that of Rules and Regulations (RR) in which MPI pro-
vides a police department with sets of written rules and regulations,
policies and procedures, and job descriptions. Since this need appeared
to MPI to be a basic one, without fulfillment of which it would be
difficult to develop improvements in other project areas, MPI has
carried out more RR projects than any other kind. (See below for de-
tail about how many of each kind of project were carried out.)

Given their decision about the project areas in which to provide tech-
nical assistance, MPI has set annual goals for the number of projects
to be accomplished in each project area annually. This is done on the
basis of the staff available to cover each project area and the number
of person-days, as indicated by experience, that it takes to complete
a project in each area. Projects in each area are carried out on a
first-come, first-served basis, with waiting time a function of the
backlog and the length of time it takes to accomplish a project in an
area.

E. PERSONNEL

As of January 1, 1974, a few months after its founding, MPI had a
staff of six, including two half-time Police Advisors. By July 1,
1976, MPI's staff numbered 21, including four Police Advisors (still
half-time) and some other part-time people. The four Police Advisors
are crucial parts of the operation. They are retired Chiefs or
Superintendents of Police, with great experience and state-wide and--
in some cases--even national reputations. They are thus particularly
useful in initial visits to recipients of TA, instilling confidence

5

in them. The staff is headed by an Executive Director well known in Massachusetts police circles; it includes lawyers, technical specialists, Northeastern University co-op students, a research assistant, and a support staff.

F. PROCEDURE* AND UNDERLYING PHILOSOPHY

An MPI TA project always begins with a written request from a Chief of Police. MPI acknowledges the request and indicates the length of the waiting period. Work on the project always begins with an initial visit which serves the purposes of problem definition, development of rapport, and gathering of information about unusual circumstances of the department to which TA is being furnished. The initial visit is followed by a data-gathering and analysis phase consistent with the type and complexity of the project. A draft report is generated. Data gathering, analysis and the draft report are based on standard procedures and report outlines developed by MPI. The draft report is submitted for review to the Chief of Police (and in some cases to the town Selectmen**). Based on discussion of review comments, a final report is then prepared and submitted to the Chief of Police in an appropriate number of copies, varying by project type.

Soon after completion of each project, MPI requests from the Chief of Police comments about the process by which the work was accomplished, and suggestions for improvements. In some cases, additional formal or informal follow-up is made asking about implementation of recommendations.

Underlying the above procedure is a conscious philosophy of technical assistance which is consonant with commonly accepted tenets of technical assistance. The primary elements of this philosophy are:

- MPI provides staff assistance to Chiefs of Police.

- The Chief defines a need and is free to accept or reject the product of the TA.

- MPI staff are free to make suggestions and comments on the functioning of the police department, both directly within the scope of the project area in which they have been called to work and on any other aspect of departmental policies or procedures.

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* Detailed descriptions of procedures for each project area covered in this study are provided below.

** Because most of MPI's clients are police departments in towns with a Selectman type of government, we will use "Selectmen" as a shorthand for "town officials" in this report.

6

- But the Chief has the final responsibility for the department and its functioning, and is free to accept or reject any MPI comment, suggestion, or recommendation.

- MPI, as the provider of technical assistance, has no leverage to compel the Chief to do anything.

- MPI depends on the goodwill of police chiefs toward them and confidence in them. Attempting to ram innovations down the throats of Chiefs or to put pressure on them to accept recommendations would destroy that goodwill and confidence, not only in individual Chiefs exposed to such tactics, but among Chiefs in general, as the word spreads.

- Thus, MPI has successfully avoided the reality and the appearance of being an outsider attempting to force change on police departments. Instead, they are and are viewed as part of the police system, assisting Chiefs to make improvements of their own choosing.

G. PLANS

In order to maintain their permanent presence, to allow latitude for providing new kinds of services, and to guard against the effects of possible cuts in funding from the Massachusetts Committee on Criminal Justice—such funds have constituted the sole support of MPI—MPI has recently formed the Municipal Police Institute, Inc. (MPI, Inc.). MPI, Inc. is a corporation which can charge for its services, and intends to do so. Tentative plans are under discussion within MPI and between MPI and other interested parties about the organization, functioning, charge structure, and other aspects of MPI, Inc.

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III. SERVICES PROVIDED BY MPI OR DEFINED BY
MPI'S PROGRAM, 1976

A. PROJECT AREAS

1. Technical Assistance Projects Provided

As of June 30, 1976, MPI had completed technical assistance (TA) pro-
jects to police departments in the following areas. Project area
summary descriptions are quoted verbatim from Program.

Rules and Regulations (RR)

"- Assist municipal police chiefs in preparing rules and
regulations manuals (specific to each department).

"- Manuals contain three sections: Section I - Rules and
Regulations; Section II - Job Descriptions; Section III -
Policy and Procedure Statements.

"- On completion of Sections I and II, all sworn personnel
receive copies of Policy and Procedure Statements."

Mutual Aid Agreements (MA)

"- Assist regional groupings of police departments in drafting
contracts providing for law enforcement mutual aid."

Records and Information System (RI)

"- Assist police chiefs in evaluating their present records
system, modernizing it and installing new equipment, forms
and procedures.

"- Project includes technical assistance with purchase of
equipment, forms and planning new procedures."

Manpower Resources (MR)

"- Study manning problems and propose alternative strategies
and solutions.

"- Assist requesting municipal police chiefs in determining
manpower allocation and assignment.

9

"– Select project focus: The project could take one of several
directions (e.g., organization, allocation, workload dis-
tribution, patrol availability, or special problems such as
dispatch, supervision, etc.).

"– Where necessary, conduct analysis of "calls for service" by
time and location to determine workload."

Personnel Management (PM)

"– Assist police chiefs in the establishment of a personnel
management system.

"– Provide forms and procedures for personnel management.

"– Conduct limited seminars on personnel issues.

"– Install a system consistent with existing department rules
and regulations, collective bargaining agreements, civil
service and local procedures. Write or update job descrip-
tions."

Budget and Program Planning (BP)

"– Assist requesting chiefs in establishing bookkeeping pro-
cedures.

"– Objective – demonstrate the benefits of using the budget
process as an annual program planning tool."

Department Overview (DO)

"– Provide a general overview of police department resources and
operations in small communities (under 10,000 population).

"– Review department's functioning in specific problem areas.

"– Introduce improvements and standardized procedures in records,
vehicle maintenance, communications, reporting work flow and
management information."

2. Project Areas Offered But Not Completed

The 1976 Program indicated that TA was available in the following pro-
ject areas. By June 30, 1976, no project had been completed in these
areas.

Incident Analysis (IA)[*]

"– Provide police administrators with an activity report, based on an analysis of "calls for service." Analysis will provide management and planning information relative to volume and type of incidents by time of day, day of week, month, and by geocoded location.

"– Project will consist of analysis of Police Incident Card Data for a minimum of three months and a maximum of six months.

"– Two stages – implementation of data gathering package; analysis of data provided in the form of graphs and/or charts and a brief narrative report."

Crime Prevention (CP)

"– Assist municipal police chiefs in the creation and programmatic development of a crime prevention program.

"– Provide exposure in the area of residential and business security surveys, utilization of crime data, security hardware capabilities and community involvement.

"– Where applicable, select a specific crime based on crime analysis for an impact crime prevention effort."

3. Projects Not Offered to Police Departments before June 30, 1976

Policy and Procedures (PP)

"–Prepare written Policy and Procedure Statements on a variety of police operational subjects for inclusion as Section III of the Police Manual."

Before June 30, 1976, Policy and Procedure statements were available to PDs only as part of an RR project. By this date, 31 such statements (e.g., on firearms and high-speed pursuit) had been completed by task forces meeting at MPI. Various subsets of these have been adopted by over 110 municipalities in Massachusetts. The ones on firearms and high-speed pursuit have been adopted statewide, the latter at the urging of the Governor. Recently, MPI has begun to provide individual police departments with Policy and Procedure statements, even without their previous acceptance of Rules and Regulations.

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[*] Incident analyses have been carried out as part of Manpower Resources projects, but prior to June 30, 1976, MPI had not done any purely Incident Analysis projects, labelled as such.

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<u>Standards and Goals (SG)</u>

"- Provide staff assistance to the Massachusetts Chiefs of Police
  Association in the development of statements on Standards and
  Goals for municipal police in Massachusetts."

4. Publications

The following constitutes the <u>Program</u> description of publications put
out sporadically or periodically by MPI.

<u>Newsletter and Monthly Bulletins (NB)</u>

"- Provide all Massachusetts police chiefs with continuing legal
  and criminal justice information through the means of:

      a) Monthly Newsletter.
      b) Special bulletins on topical issues.
      c) Periodic, in-depth research papers."

5. Advice, Assistance, and Resources

<u>Information Clearing House, Legal Assistance (IL)</u>

"- Maintain a police and criminal justice library for municipal
  police.

"- Provide requesting police chiefs with answers and alternatives
  to their legal and non-legal questions.

"- Serve as a data base and information center on municipal
  police resources for the Massachusetts Chiefs of Police
  Association."

B. PROJECTS REQUESTED AND COMPLETED

Table 1 shows projects requested and completed in each calendar year
between the founding of MPI in August 1973 and June 1976.* During
this period of less than three years, the police departments in the

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*The information in Table 1 was obtained mainly from the <u>Program</u>
document. Since we compiled the information in Table 1, MPI has
pointed out to us that some seven completed projects, originally
labelled as Manpower Resource projects, and so indicated in Table 1,
were reclassified as Departmental Overview projects. Because our
original information indicated that no DO projects had been com-
pleted, we did not include DO as a project area to be assessed.

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TABLE 1

PROJECTS REQUESTED FOR MPI-TA COMPARED
TO PROJECTS COMPLETED BY MPI
THROUGH JUNE, 1976

	Year												Total		
	1973			1974			1975			1976					
Project	Req.	Compl.	% Compl.	Req.	Compl.	% Compl.	Req.	Compl.	% Compl.	Req.	Compl.	% Compl.	Req.	Compl.	% Compl.
RR	10	10	100	58	57	98	96	42	44	45	0	0	209	109	52
RI	4	4	100	13	13	100	5	4	80	6	0	0	28	21	75
MR	6	5	83	15	8	53	7	3	43	0	0	0	28	16	57
IA	0	0	0	0	0	0	1	0	0	0	0	0	1	0	0
BP	0	0	0	0	0	0	1	1	100	6	0	0	7	1	14
PM	0	0	0	0	0	0	14	13	93	3	3	100	17	16	94
DO*	0	0	0	0	0	0	2	0	0	0	0	0	2	0	0
MA	1	1	100	18	17	94	35	33	94	6	0	0	60	51	85
CP	0	0	0	0	0	0	0	0	0	1	0	0	1	0	0
UNK	0	0	0	3	0	0	17	0	0	1	0	0	21	0	0
Totals	21	20	95	107	95	89	178	96	54	68	3	4	374	214	57

*See footnote on page 12.

13

Commonwealth had requested 374 projects, of which 214 had been completed. Of those completed, the majority (109) were in the RR area. Next most common among completed projects were the 51 MA projects. Note that MPI counts each town participating in a Mutual Aid Agreement as a separate project. Thus, the 51 represent about eight Mutual Aid Agreements.

Projects in the Records and Information System (RI) area were next most common, with 21 completed. Sixteen Manpower Resources (MR) projects (seven of which were reclassified under DO) and 16 Personnel Management (PM) projects have been completed. In the latter case, four seminars had been held to instruct chiefs from 16 towns in the establishment of Personnel Management Systems. Finally, one project in Budget and Program Planning (BP) had been completed.

Note also that at least one request has been made, but no project completed, in each of the following areas:

Incident Analysis (IA)

Crime Prevention (CP)

There were 21 instances in which a department had requested assistance, but it was not clear from the initial requests which category of project area the assistance pertained to, or, indeed, whether the request for assistance was in an area covered by the project areas provided by MPI. None of these requests has been completed. When work begins on a request, it is assigned to a known project area.

C. MPI'S CLIENT POPULATION

Table 2 shows the MPI's high priority (called "eligible" in the table) population. We see that out of the 351 municipalities in Massachusetts, 344 have populations which place them in the high priority client category. The criterion generally applied is that of having a population of 100,000 or less. Larger municipalities are eligible for technical assistance through Region I of the Law Enforcement Assistance Administration (LEAA). Seventy-six percent of the population of Massachusetts lives in the municipalities which constitute MPI's high priority client group. These municipalities constitute 98% of those in the Commonwealth.

As of June 30, 1976, MPI had received requests from 223 or 65% of the high priority municipalities in Massachusetts, as shown in Table 3. We see in Table 3 that 14 out of 88, or 16% of the municipalities in the "under 2,500" population category had requested at least one TA project from MPI. Eighty-three percent in each of the next two population categories had made such requests, as had 60% of those in the "50,000-100,000" population category. The percentage of requesting

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TABLE 2

MPI'S ELIGIBLE CLIENT POPULATION
1975

	Number Cities/Towns	1975 Total Population	Percent of Mass. 1975 Total Population	Percent of Total Population Eligible for Preferred MPI-TA
Total Number Cities/Towns Eligible for MPI-TA	351	5,789,478	100	–
Number Cities/Towns Eligible for Alternative LEAA-TA Provisions (Boston, Cambridge, Fall River, Lynn, New Bedford, Springfield, and Worcester)	7		24	–
Total Number Cities/Towns Eligible for Preferred MPI-TA	344	4,427,346	76	100
● With Population Under 2.5K	88	103,622	2	2
● With Population Bewteen 2.5-10K	115	640,940	11	15
● Wtih Population Between 10-50K	126	2,654,344	46	60
● With Population Between 50-100K *	15	1,028,440	18	23

15

* Lynn (pop. 85,018) is considered a major city and is not included.

TABLE 3

RECORDED REQUESTS FOR MPI-TA
BY
POPULATION CATEGORY AND YEAR REQUESTED

Population Category	Year Requested				Totals	N
	1973	1974	1975	1976		
Under 2.5K	0	0	3	11	14	88
2.5K-10K	4	30	46	16	96	115
10K-50K	11	35	49	9	104	126
50K-100K	0	2	5	2	9	15
Totals	15	67	103	38	223	344

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towns in the first category is very low, since a large proportion of these towns do not have police departments. These figures indicate that MPI's marketing strategy has been a success, with very sizable proportions of the towns with between 2,500 and 50,000 population requesting MPI technical assistance at least once.

Table 4 shows how requestors were distributed geographically throughout Massachusetts. In all state planning areas, except I and III, 75% to 100% of the municipalities had requested assistance of MPI at least once. We can explain the low request rate (36%) for state planning Area I, Western Massachusetts, in that this area contains 63 out of the 88 communities with populations under 2,500; as mentioned above, many of these towns do not have police departments which could request aid of MPI. We are not certain why Area III, Northeastern Massachusetts, has only a 57% request rate. This may be related to the fact that Area III has the lowest overall serious crime rate of any area in Massachusetts or to the fact that the communities in it have organized the Northeastern Middlesex Law Enforcement Council, which may perform for them some of the functions that MPI carries out for municipalities throughout the state.

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TABLE 4

NUMBER OF REQUESTORS OF MPI-TA BY STATE PLANNING AREAS AND REGIONS
THROUGH JUNE 1976

			Population Category														
			Under 2.5K			2.5K-10K			10K-50K			50K-100K			Total		
Code		State Planning Areas and Regions	Total in Area	Requestors	% Requesting	Total in Area	Req.	% Req.	Total in Area	Req.	% Req.	Total in Area	Req.	% Req.	Total in Area	Req.	% Req.
1	I.	Western Massachusetts	63	6	10	22	17	77	17	13	77	2	1	50	104	37	36
2	II.	Central Massachusetts	11	4	36	33	26	79	16	15	94	–	–	–	60	45	75
3	III.	Northeastern Massachusetts	1	0	–	9	7	78	11	6	55	2	0	–	23	13	57
4	V.	Southeastern Massachusetts	11	5	46	27	22	82	27	23	85	1	1	100	66	51	77
	IV.	Metropolitan Boston															
15		Region B: North Metro				8	6	75	20	16	80	2	2	100	30	24	80
25		Region C: Northwest Metro				6	6	100	8	6	75	2	1	50	16	13	81
35		Region D: West Metro				5	4	80	10	9	90	4	3	75	19	16	84
45		Region E: Southwest Metro				5	5	100	10	8	80	–	–	–	15	13	87
55		Region F: South Metro				2	2	100	7	7	100	2	2	100	11	11	100
		Totals	86*	15	17	117*	95	81	126	103	82	15	10	67	344	223	65

18

* Communities of Mashpee (2,496) and Northfield (2,470), rounded to the nearest hundred in the computer run, explain the discrepancy with the total figure of communities within a population category of earlier tables.

IV. A DESCRIPTION OF THE ADL METHOD
IN TASKS 2 THROUGH 4, 6, AND 7*

A. OVERVIEW

In Task 2, we chose samples of projects or towns which would be representative in each of four groups:

Group A, projects which MPI had completed;

Group B, municipalities which had requested but had not received TA from MPI;

Group C, municipalities which had received TA (similar to the kind furnished by MPI) from organizations other than MPI;

Group D, municipalities which had never requested TA from MPI, although they have police departments.

Below we show the geographical distribution of the towns in Groups A-C. These are distributed throughout Massachusetts, in a fashion similar to that of departments which have received MPI TA.

Western Massachusetts	4
Central Massachusetts	18
Northeastern Massachusetts	4
Southeastern Massachusetts	13
Metropolitan Boston	5

The sample for Groups A and B was reviewed by MPI. MCCJ reviewed all samples. Letters from Chief Henry Maiolini, President of the MCPA, Mr. Robert Kane, Executive Director of the MCCJ, and Dr. Anton S. Morton, the ADL Project Director, were sent to the Chiefs of Police of the towns in the Group A, B, and C samples, asking for their cooperation. (The letters are contained in Appendix A.) These letters explained the nature of the project, including the provision of confidentiality for information gathered during the course of this project; the letters were followed up by telephone calls from ADL study team members, arranging appointments. All police departments contacted cooperated with the study team.

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*The report of Task 5, Assessment of Cost-Efficiency, Attachment 1 to this report, describes the methods used in that task.

19

MPI briefed us extensively on its procedures, the responsibilities of its field staff, and its philosophy. MPI also cooperated instintingly with ADL by answering questions, giving us relevant written material, and opening their files to us.

ADL drafted interview guides for each Group. The interview guides were thoroughly reviewed, first among the members of the ADL team and then by MCCJ. Final versions of the interview guides (shown in Appendix B) represented improvements resulting from the reviews.

Each town in the sample was assigned to one ADL team member for coverage. That team member reviewed the MPI files on the town, arranged and carried out interviews there, and wrote up his interviews and observations. The write-ups were circulated among all ADL team members. Subcommittees of ADL members who had covered a given project area (e.g., Rules and Regulations) then met and discussed what had been learned about that project area. One ADL member was assigned to write up each project area. These project area write-ups were then reviewed by all team members, with comments made that helped to improve them for their final versions. Each such write-up constitutes a chapter of this report, presented below.

B. TASK 2: CHOOSING THE SAMPLE

1. Group A: Experimental Group

For Group A, the sampling unit was the project. We decided to choose a total of 25 projects (as specified in the Request for a Proposal) representing the following project areas: RR, RI, MR, TM, and MA.

These areas, plus the BP and DO areas, comprised those where MPI had completed at least one project. Since only one BP project had been completed by June 30, 1976, and since this number was much smaller than the number of completed projects in any other project area, we decided not to cover BP, in order to concentrate our efforts in the other areas. We discussed above why DO was not included.

Since we intended to choose 25 projects out of 214 completed ones, our basic sampling ratio was approximately one in nine. This meant, for example, choosing 13 out of the 109 completed RR projects.

In order to choose the specific projects in each project area, we arranged them in a table by the population category of the town (rows) and the year in which the request for TA was made (columns). We then chose every ninth project. This made sure that the projects in the sample were representative of the size of towns for which that kind of project was carried out, and further that they were adequately spread with respect to the time in which they were initiated. We are satisfied that we obtained a representative sample for each project area, and that the various project areas were properly emphasized in the sampling.

20

Using our basic sampling ratio, we would have chosen six MA projects. We decided to undersample in the MA area, choosing only three projects, because the 51 towns which had received MA TA from MPI constituted really a much smaller sample (about 8) of MA agreements catalyzed by MPI. We then randomly added one each to the samples of RI, MR, and PM projects that would have resulted from the basic sampling ratio.

After we had chosen our sample and sent a copy of the sampling frame to MPI, they pointed out that none of the three MR projects chosen for the sample constituted a Manpower Study, the most intensive kind of manpower resources assignment that they carry out. We agreed that we should include one such, and therefore randomly chose and added one of the Manpower Studies to the 25, making 26 projects in all to cover as part of Group A.

Table 5 shows the population of completed projects, in each area, and the sample contained in Group A for those areas.

In carrying out this random stratified sampling, there were two instances in which we chose two projects each from a given town. Thus, the 26 projects covered in Group A came from 24 towns. This again shows that we had a representative sample, since our Task 1 report showed that quite a few towns had received more than one completed TA from MPI.

2. Group B: Control Group

The Request for Proposal and the proposal specified that we would choose a sample of 15 towns in Group B. The criteria for inclusion would be that the town had requested at least one TA project, but had never, through August 1976, had any project commence. There were about 20 such towns. We eliminated five randomly, coming up with 15 municipalities for Group B. All of these had requested RR TA.

3. Group C: Comparison Group

We chose five municipalities which had received technical assistance from organizations other than MPI. In order to do this, we received lists of contracts for such TA from MCCJ and Region I of the LEAA. In order to compose this small sample, we first eliminated large municipalities (over 100,000 population). We also eliminated municipalities that had already been included in Groups A and B, in order not to overburden them with interviewing. We chose a group of municipalities that had had RR, MR, or RI projects done, in order to make this sample of five as similar as possible to that in Group A. Finally, out of the remaining projects, we chose those which had been accomplished most recently.

TABLE 5

POPULATION AND ADL SAMPLE, COMPLETED MPI PROJECTS
(GROUP A)

Project Area	Number Completed	Number in Sample
RR	109	13
RI	21	3
MR	16	4
PM	16	3
MA	51	3

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4. Group D: Municipalities Which Have Never Requested TA from MPI

Sampling of these municipalities was rather informal, with an effort made so that they would reflect the size distribution of municipalities in Massachusetts which had not requested MPI TA.

C. FIELD PROCEDURES

1. Group A

Table 6 shows the kinds of people interviewed for each Group A project area. For all project areas, and all interviews, interviewers were guided by a set of "Instructions for Interviewers--Evaluation of MPI" shown in Appendix B. The points made in "Instructions to Interviewers" were reiterated during interviewer orientation.

For all project interviews, we used Instrument 1 (shown in Appendix B with all other instruments mentioned in this section) as a guide for interviewing the Chief of Police. We covered the following major topics:

- Introduction

- Connection with MPI

- Problem identification

- Processing of request and timing of TA provision

- Quality of MPI staff members

- Impact of TA

- MPI follow-through

- Other TA or consultation

- Evaluation

- Chief's background

- Open questions.

A data sheet was filled out with numerical information gathered during this interview.

TABLE 6

MPI PROJECTS AND KINDS OF PERSONNEL
TO BE INTERVIEWED

Project Area	Interviewee
All	Chief of Police
Rules and Regulations	First line supervisor
	Two patrolmen
	Selectman
Records and Information	Supervisory records and information specialist
	Operational records and information specialist
	Selectman (if Board of Selectmen specifically authorized funds for records and information system)
Manpower Resources	Person knowledgeable in manpower resources
Personnel Management	Personnel administrator
Mutual Aid	Selectman

24

Throughout our interviews, we were particularly interested in the
impact of MPI TA on the police departments which received it. Impact
can be described in a number of ways:

- Did the department do anything differently after TA than
  before?

- Was the department operating more efficiently or effectively
  as a result of TA?

- Did the department implement MPI recommendations?

- Did changes in the department represent solutions to the
  problems which stimulated its original call for MPI assistance?

Our evaluation of the impact of a project was based on collation of
all the information we gathered by interview and observation and care-
ful weighing of the evidence. This was necessary, for a number of
reasons, all of which add to the difficulties of evaluating impact.

First, impact is quite different from subjective client satisfaction.
We had to separate out the natural tendencies of Chiefs of Police to
tell us that they were satisfied with the MPI TA they had requested,
from an objective evaluation of whether that TA caused anything new
to happen in their departments.

Second, the perspectives of our respondents varied. A chief might
tell us that a project had major impact, while one of his subordinates
might describe it as having no major impact. Or, a sergeant might
tell us about an impact of which the chief evidently was not aware.

Third, impact assessment is quite different from an assessment of the
professional competence of an organization (such as MPI) furnishing
technical assistance. The impact of a TA project depends upon
what economists call a production function. The first element in the
function is the professional competence of the work done by the TA
organization (MPI). The second element is the acceptance of recommen-
dations by the immediate client (Police Chiefs). The third element,
necessary for impact of many recommendations by MPI, is acceptance by
organizations superordinate to the direct client (e.g., town officials).
This happens because many recommendations depend for their implementa-
tion on the allocation of funds by these officials.

If any of the three elements in the production function is lacking, the
product is zero: no impact. Only the first element is under the direct
control of an organization like MPI. But we deemed it possible that
MPI could do a fine professional job, work closely with the Chief of
Police, and present their findings and conclusions persuasively to
town officials, and still find one or both of the latter two parties
unwilling to implement recommendations and allow the project to have
an impact.

25

Finally, impact sometimes depends on fortuitous events. Their importance is described in Chapter XII.

We believe that the impact of projects is the single most important variable in assessing their value. Precisely because so much of the impact is determined by variables not under the control of the TA organization, it is important to carry out evaluation studies such as the present one. Only in this way can one tell what the final outcomes of the projects in a project area have been, and whether projects in that area are worth continuing.

We wished to test whether the completion of a Rules and Regulation project and the distribution of the RR manuals would make a difference in the day-to-day functioning of the police department which received these manuals. For these reasons, at each department in the sample which had received RR TA, we interviewed two patrolmen and one first line supervisor. Topics covered for the patrolmen included:

- Introduction

- Use of Rules and Regulations

- Existence and nature of RRs

- Effect of RR changes on job

- Duties by rank and assignment

- Policies and procedures.

The same topics were covered in supervisor interviews. Instruments 2 and 3 were the interview guides used.

We used Instrument 8 as a guide for interviewing a Selectman or former Selectman knowledgeable about the municipality's police department or Rules and Regulations Manual. Instrument 8 shows that the topics covered were:

- Introduction

- Problem identification

- Review of draft RR book

- Overview.

Where a municipality had received a Records and Information project, we interviewed one Supervisory Records and Information Specialist and one Operational Records and Information Specialist, where there were

people of both these descriptions in the police department. Instrument 5 shows that the topics covered included:

- Introduction

- Present record-keeping system

- Previous record-keeping system

- Comparison and contrast.

Since in many cases of the furnishing of RI TA, Selectmen specifically authorized funds for the RI system, we interviewed a Selectman about this process, where applicable. This interview, guided by Instrument 9, covered the following topics:

- Introduction

- Problem identification

- Review of request for RI funding

- Overview.

Where a Manpower Resources TA had been furnished, we interviewed the person most knowledgeable of this area, using Instrument 6; this usually turned out to be the Chief of Police. We covered the following topics:

- Section 1. Background

    Introduction

    Type of MR done

        Manpower Review

        Manpower Survey

        Manpower Study

    Need for assistance

- Section 2. Manpower Review

    Information gathered

    MPI recommendations and reaction of department to them

27

Implementation of recommendations

Impact of implemented recommendations

• Section 3. Manpower Survey

Information gathered

MPI recommendations and reaction of department to them

Implementation of recommendations

Impact of implemented recommendations

• Section 4. Manpower Study

Covered both Sections 3 and 4.

Where a Personnel Management TA had been accomplished, we used Instrument 4 to interview the person most knowledgeable about personnel administration in the department. This usually was the Chief. We covered the following topics:

• Introduction

• Changes in personnel administration

• Effects of changes

• Training in personnel administration or use of personnel forms

• Vehicle costs

The last topic was included since MPI, for historical reasons, has included in the Personnel Management package a system for keeping track of vehicle maintenance repair costs. Where the Chief of Police or other interviewee asked about the previous topics was not knowledgeable of these vehicle cost records, we discussed the subject with someone in the department who was.

Since the Chief of Police was likely to be the person most knowledgeable about a Mutual Aid Agreement TA, we used Instrument 7 to discuss this with him. The topics in the interview included:

• Direct uses of Mutual Aid Agreement

• Indirect spin-offs of Mutual Aid Agreement

• MPI's role and open question.

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Since the town Selectmen need to sign off on a Mutual Aid Agreement, we discussed this with one of them, guided by Instrument 11, which included the following topics:

- Introduction
- Problem identification
- Review of MA Agreement
- Overview.

2. Group B

Instrument 10, a guideline for an interview with the Chief of Police, was the only one used for municipalities which had requested but had not yet received MPI TA. This instrument covered:

- Introduction
- Connection with MPI
- Problem identification
- Processing of request and timing of TA provision
- Present Rules and Regulations
- Expectations of MPI TA.

3. Group C

The five towns which formed the Group C sample had received TA from organizations other than MPI, in the project areas of Rules and Regulations, Records and Information, or Manpower Resources. For this reason, we adapted the instruments used for these project areas, specifically for Group C use. To avoid repetition, the adapted instruments are not shown in an appendix, although copies are on file at MCCJ and ADL.

These instruments differed from the Group A instruments in one important respect. Since some of these five towns had received TA from MPI as well as from the other organization whose TA we were primarily investigating, we asked interviewees who were knowledgeable to compare and contrast the style and impact of TA furnished by MPI and TA furnished by the other organization.

29

4. Group D

Interviews with the ten towns that had never requested MPI TA were carried out over the telephone and were relatively informal. They centered around the following topics:

- Knowledge of the existence of MPI

- Perceptions of MPI's functions and capabilities

- Reasons why the department had never requested MPI TA.

V. MPI'S RECOGNITION AND REPUTATION

A. INTRODUCTION

This chapter is the first to present the results of ADL's field work. As ADL promised respondents, the information in this and the following chapters will not enable identification of any specific police department or individual interviewee. We present general tendencies found among the departments where we carried out our field work.

B. RECOGNITION

All police chiefs interviewed, even those who had not requested MPI TA, were aware of MPI and, in differing degrees, were knowledgeable about MPI's services and activities. Many had learned of MPI and its activities from talking to other police chiefs who had either received assistance from MPI or who had heard of them. Some police chiefs had learned about MPI from reading its publications. Yet the majority of police chiefs had first heard of MPI through the Massachusetts Chiefs of Police Association (MCPA).

The ties between MPI and the Massachusetts Chiefs are extensive and close. MPI's Advisory Board consists largely of police chiefs and officers of the MCPA and the Chairman of MPI's Board is also (ex officio) the President of the MCPA. MPI was initiated by the Association and remains affiliated with it. In addition, the Executive Director of MPI is placed on the agenda at each monthly meeting of the MCPA to address the membership about MPI's plans and activities.

It is difficult to overstate the benefits accruing to MPI from its close affiliation and identification with the MCPA. In its early stages, MPI's association with the MCPA gave the former both instant credibility with local police departments and an excellent forum to advertise its services. These advantages continue.

There is also some evidence to suggest that MCPA may benefit from its relationship with MPI; MCPA was criticized during interviews with several chiefs for an orientation toward the larger police departments. Its support of MPI, whose primary mission is to assist medium-sized and small departments, may serve to mute some of this criticism.

There may also be some constraints for MPI in its close relationship with the Association: the Association is a very powerful, yet cautious and conservative, organization and reinforces MPI's own conservative orientation. This reinforcement may work against MPI expanding its activities and assistance into more sensitive or controversial areas,

as will be discussed later. Several of the police chiefs interviewed expressed an interest in having MPI expand into such areas but expressed reservations about the likelihood of this happening with the present MPI-MCPA relationship.

C. REPUTATION

From our interviews with police chiefs we can conclude without qualifications that MPI has already established an excellent reputation. There were very few negative comments and much positive enthusiasm about the quality of its work and the knowledge, experience and helpfulness of its staff. The following comments were mentioned most often by chiefs in describing MPI staff: "knowledgeable," "organized," "business-like," "professional," "low-key," "experienced," "confident," and "always available." Several chiefs emphasized their posture of helpfulness and low-key assistance. As two chiefs put it, "they don't try to shove things down your throat" or "direct your department." Even those chiefs who were initially skeptical of "outsiders" changed their minds after working with MPI.

There are reasons why MPI has established this excellent reputation. Of particular importance is their use, on a part-time basis, of former Chiefs of Police who are respected, knowledgeable, experienced, and can relate directly to the problems of other chiefs. Those former chiefs are used by MPI in many instances to make the initial contact with police chiefs whom they usually know from their past experiences. This gives MPI a certain measure of credibility before they even begin helping the chiefs.

A second factor in their success is their low-key approach. They do not try to advocate a certain approach or practice, or push aggressively for changes. Rather, they provide the assistance requested in the way in which the chief wants it. This approach can be criticized for being too narrow and limited and for not taking advantage of their credibility with, and access to, police chiefs to advocate reforms. Yet it should be recognized that much of their credibility and access has resulted from this low-key approach and a more aggressive approach would reduce their credibility and access.

By its charter and practice, MPI regards small and medium-sized town police departments as its high-priority clients. They are aware of this, and appreciate MPI's efforts. Many of them perceive that MPI is one of the few organizations with their interests in mind. MPI also is familiar with the level of sophistication of such small departments. For this reason, it has justifiably avoided attempting projects that are too grandiose, or that assume an advanced administrative infrastructure in these departments. MPI has, instead, concentrated

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on basics, on building the administrative infrastructure. We will discuss this in greater detail below.

But perhaps the most important factor in MPI's success is their responsiveness and exclusive commitment to police chiefs. They consider themselves and are seen as an organization dedicated to assisting police chiefs: they will provide assistance only at the request of the chiefs, not police officers, or other town officials. The chiefs appreciate this and view MPI staff members as someone to turn to when they need advice, information, or assistance.

All four of the above factors--the qualified staff--especially the former police chiefs, the low-key approach, the orientation to medium-sized and small police departments, and the orientation toward police chiefs--stem from MPI's hypothesis that in order to produce improvements in law enforcement MPI must get a "foot in the door" by earning the support and confidence of the police chiefs. That MPI has gotten its "foot in the door" by developing an excellent reputation among police chiefs there can be no doubt. The service they now perform, although limited in scope and relatively routine, are highly valued by police chiefs. The question remains, however, whether MPI will seek or be given the opportunity to broaden or change its scope of services and, if given the opportunity, whether this change would reduce their credibility with, and access to, police chiefs.

D. MPI'S OBJECTIVES VIEWED IN CONTEXT

MPI endeavors to aid the police chiefs of smaller and medium-sized communities within the Commonwealth of Massachusetts by showing them how to manage better. This is appropriate, considering the lack of awareness of management principles within police departments that was identified as early as 1940 by Bruce Smith's Police Systems in the United States:

> "The problems of administrative structure are largely
> ignored, despite the fact that certain broad principles
> of organization have won wide acceptance in military,
> commercial, and industrial undertakings and are readily
> adaptable to many of the problems arising in connection
> with such governmental functions as police protection.
> The failure of police forces to take advantage of the
> knowledge which organization techniques now place at
> their disposal is probably due to two causes. In the
> first place, nearly all police agencies, even the largest
> of them, have sprung from small beginnings and have only
> gradually acquired those complex structural features
> which are now so common. From mere lapse of time various

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> stop-gap and temporary devices have come to be accepted
> parts of the police organism and procedures have grown
> up around them which resist all but the most vigorous
> efforts at uprooting.
>
> A second underlying cause of defective police organi-
> zation may consist in the fact that only in the rarest
> instances have American police forces been led by men
> with prior experience in large-scale operations or by
> men who have enjoyed a sufficient background of general
> knowledge and administrative performance to make them
> even aware of the existence of a problem of organiza-
> tion."*

Today, more than 35 years later, the problem remains but the emphasis
has switched from the awareness of management principles to their
utilization.

The President's Commission on Law Enforcement and Administration of
Justice, in its Task Force Report: The Police, pointed out the re-
luctance of the police to change and to adopt new ideas for organiza-
tion and management. Thus, when consideration is given to the "state-
of-the-art" of police departments and to the lack of administrative
abilities generally found in the administration of smaller and medium-
sized police departments, MPI's potential contribution to law enforce-
ment becomes important.

E. NON-REQUESTORS OF MPI TA AS INDICATORS OF MPI'S REPUTATION

1. Purpose and Method

In Task 1 we learned that 83% of Massachusetts communities with popula-
tions under 2,500 had not requested MPI TA, probably because most of
them do not have full-time paid police officers. We also indicated
that 33% of the 15 communities within the Commonwealth with populations
between 50,000 and 100,000 and about 18%-19% of the other communities
had not requested MPI TA.

We conducted informal telephone interviews with a small sample of
police chiefs in those communities in order to gain some insights
about their reasons for not requesting MPI TA. We contacted 11 com-
munities from the following population categories:

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*Bruce Smith, Police Systems in the United States, Harper and Brothers,
New York, 1940, p. 251.

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POPULATION CATEGORY

	2.5-10K	10-50K	50-100K	Total
Number of Cities/Towns Contacted	4	4	3	11

2. Findings

All the police chiefs had heard of MPI either through MPI's monthly
bulletins or from recipients of MPI TA. MPI provided informal assis-
tance, usually in response to telephone inquiries, to five of the
departments. There were also five departments that stated that they
expect to seek assistance from MPI in the near future. The following
reasons were given for being non-requestors at this time:

- present political problems make TA infeasible;

- presently an acting police chief;

- police department is in the process of relocating;

- recently appointed police chief--not too familiar with MPI;

- presently embroiled with union;

- MPI projects not considered improvements for department;

- MPI projects principally for smaller towns;

- MPI projects more adaptable to smaller towns;

- have own resources;

- no particular reason.

The police chief who felt MPI TA was more appropriate to smaller towns
and the chief who stated he had his own resources are police chiefs
for larger communities. The other police chief who felt MPI TA was
principally for smaller towns is the chief for a community with a
population of 30,000-35,000, and indicated he may seek assistance on
RRs.

This cursory review of non-requestors indicates that two out of three
of the non-requestors in the 50,000-100,000 population category either
are self-sufficient with their own resources or feel MPI TA is more
suitable to smaller departments. The other eight communities typically

35

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cited internal problems that prohibited them from seeking MPI TA up 'til now; four of them indicated that they expect to seek assistance from MPI in the near future.

3. Summary and Conclusions

It is noteworthy that no chief stated a reason for not requesting MPI TA, which showed it in a bad light. Sizable portions of the nonrequestors have received advice over the telephone from MPI, or intend to request formal TA, or both. Finally, Chiefs of Police with larger departments have their own resources and understandably feel no need to call on MPI for help. This tends to validate the reasonableness of MPI's giving priority to the smaller departments and their concerns.

F. TOWNS THAT WITHDREW TA REQUESTS

1. Purpose

During the course of the evaluation, nine cities/towns were found to have requested MPI TA but withdrew their request or withdrew from parti-cipating in an ongoing MPI project. We conducted telephone interviews with the chiefs of these nine police departments to find out why they withdrew.

2. Findings

Two departments could not receive the financial support from their respec-tive communities, and one department could not obtain a federal grant to cover the municipality's cost associated with a RI project. Two depart-ments could see no improvement in their present RRs compared to what MPI offered. One police chief requested MPI assistance in Rules and Regula-tions because of mayoral pressure for improvements. The chief told us that MPI agreed that his present Rules and Regulations were good but refused to document its thoughts in writing to the Mayor. This chief stated that he supports MPI but is somewhat unhappy that it would not give him the written documentation or support he needed. Two departments withdrew from a MPI RR project when the city/town officials would not accept the draft RRs, and one department withdrew because of union objec-tion to MPI's involvement in writing or revising the rules and regulations. The other department withdrew when the newly appointed police chief was notified by town officials that another organization had been contacted to perform an evaluation of the police department.

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3. Summary and Conclusions

The eleven police departments queried as to their reasons for their withdrawal withdrew for valid reasons and generally due to no fault on the part of MPI.

VI. MPI'S ACTIVITIES OTHER THAN TECHNICAL ASSISTANCE
IN THE FIELD

In addition to the direct technical assistance in the project areas dis-
cussed below, MPI also carries out several other activities on both
organized and ad hoc bases. These activities are of two kinds—the
development and distribution of several publications, and the provision
of assistance and advice. From our interviews with police officials it
is clear that these other activities constitute a significant part of
MPI's workload and a primary means of interacting with police depart-
ments.

A. PUBLICATIONS

The publications issued by MPI are of three kinds: a newsletter called
the "MPI Reporter," a series of Monthly Bulletins, and "In-Briefs,"
short written responses to specific questions submitted by police offi-
cials. In addition, MPI's program calls for the development of periodic,
in-depth research papers on topics of interest to Massachusetts police
chiefs. MPI's 1976 objectives concerning these publications were to:

- write and distribute 10 Newsletters,

- write and distribute approximately 24 reports
  (Monthly Bulletins),

- write and distribute two research papers.

No objective was stated for "In-Brief" responses.

From January through June, 1976, MPI had written and distributed six
newsletters, thirteen Monthly Bulletins, nine "In-Brief" responses, and
one in-depth research paper. Thus, MPI's publications have been developed
as regularly as planned. The publications are distributed monthly as a
packet of materials containing the monthly "MPI Reporter," the "In-Brief"
responses, and "Monthly Bulletins" developed that month. This packet is
mailed to all police chiefs in Massachusetts, as well as other interested
parties. The coverage appears to be adequately comprehensive. From the
structured interviews with police officials, we were able to assess the
utility of the publications to the interviewees.

1. MPI Reporter

The police chiefs interviewed were almost unanimous in their praise for
the MPI publications. Although many police chiefs were not able (and
did not see the need) to distinguish among the three types of publications

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in their monthly MPI packet, all expressed satisfaction with the information received from MPI, and most were enthusiastic about its usefulness to them.

Most frequently cited by the police chiefs was the newsletter, the "MPI Reporter." This is a short two to four page report containing: (1) summaries of the impact of recent court decisions and legislation on police activities; (2) descriptions of MPI, MCPA, and LEAA activities; and, (3) articles of general interest to police chiefs. The adjectives most often used to describe the newsletter were: "timely," "up-to-date," "easily read and understood," relevant to local matters and small departments. The chiefs particularly appreciated the emphasis of the "Reporter" on matters of concern to the smaller, more rural police departments, and contrasted this with other national publications which were written in highly technical language and were directed to the larger more urban departments.

Several police chiers indicated that the MPI "Reporter" and MPI's other monthly information constituted the only literature they reviewed on a regular basis. This was evidenced by the fact that many chiefs kept the MPI literature in a binder or folder on their desks for easy reference. Several chiefs praised MPI's method of indexing. When asked whether and how the information in the MPI Reporter was used, most police chiefs interviewed were able to cite examples of how the MPI newsletter had been directly relevant to a problem or question of theirs, and had provided clarification about laws, procedures, and police matters which concerned small Massachusetts police departments.

There were no negative comments about the information or format of the "MPI Reporter."

2. In-Briefs

Other popular publications distributed in the monthly MPI information packet are the "In-Briefs"--short concise responses to questions submitted by police chiefs. At first, MPI sent "In-Briefs" only on request. So many requests were received that MPI sends them routinely to all chiefs in Massachusetts, without waiting for requests. A list of the 24 "In-Brief" inquiries which have been researched and answered by MPI through June, 1976, is found in Appendix D. Since these questions are submitted by police chiefs, their relevance to police concerns is virtually guaranteed. This enhances MPI's reputation for, as one officer put it, "keeping its finger on the pulse" of local police concerns. During a recent 4-month period, 87 police chiefs requested a total of 296 copies of "In-Brief" responses prepared by MPI.

The "In-Briefs" also constitute a very efficient use of resources. The material contained in them has been researched in response to a particular inquiry. (See discussion of legal assistance below.) It is then simple and inexpensive to type the material, publish, and disseminate it. The

chiefs appreciate the ability to read responses to questions which, even though asked by another chief, almost always are of interest to them in their positions as chief.

3. Monthly Bulletins

The "Monthly Bulletins" were also praised highly by the police chiefs interviewed. These represent longer articles or reports explaining recent court decisions or laws, or discuss issues in police operations. A list of the 33 Monthly Bulletin issues by MPI through June, 1976, is included in Appendix D. The police chiefs found the "Monthly Bulletins" to be very helpful in establishing policy for their departments. Many policy chiefs, although not a majority, used the Monthly Bulletins and selected other MPI publications as a basis for the training of new officers and other in-service training for their departments. Many routinely distribute the monthly information packet to their men. Again, they stated that they used MPI literature because it was concise, directly relevant, and easily understood. Most often mentioned as being particularly helpful were the "Monthly Bulletins" on the new gun law and collective bargaining issues.

Several chiefs praised the "Monthly Bulletins" and "In-Briefs" (again often failing to distinguish between the two) for their timeliness, citing cases where their Selectmen had asked them questions for which they had ready answers from reading the previous month's MPI literature. This was quite gratifying to the chiefs.

4. In-Depth Research Papers

We received no comments from chiefs on the research paper that MPI completed within the study time frame: "The Authority of Police Chiefs in Massachusetts Towns." MPI reports "many requests for copies" of it. They plan to publish a second paper, "Police Manpower Alternatives: Use of Special Police," in November 1976.

5. Summary

In summary, the MPI publications must be considered among the most valuable and valued activities of MPI in terms of their acceptance and utility. They are an excellent teaching mechanism for keeping chiefs abreast of their field. Almost all police chiefs interviewed value and use the MPI publications more than any other law enforcement publications because of their clarity, relevance, and timeliness.

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B.   PROVISION OF ADVICE, ASSISTANCE, AND RESOURCES

The MPI 1976 Program outlines three objectives for the project area
entitled "Information Clearinghouse, Legal Assists:"

* maintain a police and criminal justice library for
  municipal police;

* provide requesting police chiefs with answers and
  alternatives to their legal and non-legal questions;

* serve as a data base and information center on munici-
  pal police resources for the Massachusetts Chiefs of
  Police Association.

1.   Legal Advice

Of the three objectives, the response to requests for legal advice is
the most important in the minds of police chiefs interviewed. A sub-
stantial number (approaching 50 percent) of the police chiefs we talked
to had requested and received legal advice from MPI. While some chiefs
had requested advice only once, a few called MPI as often as once a
week. Requests were submitted in written form or through phone calls to
an MPI staff member. The response was either a written "In-Brief" (if
MPI had prepared one relevant to the question), or a letter or phone
call from MPI to the police chief. With only one exception, the police
chiefs we interviewed were pleased with the response they received from
MPI. They found their answers to be prompt (usually within a week or
two for a written response and often within the same day in response to
a call) and sound advice. The exception was one chief who felt that an
MPI staff member was unsure of the advice he had given him and thus the
chief did not have confidence in the advice. He felt that the MPI staff
consisted of a lot of young people who were probably trying to build up
their experience in this field and would probably move on to another job
in a short time.

However, this chief's view was clearly the exception. Many police chiefs
preferred to consult with MPI rather than their own Town Counsel. The
reasons given for this were varied, but included:

* the Town Counsel is often unavailable;

* the Town Counsel works for the Selectmen and, on sensitive
  matters, police chiefs would rather seek advice from MPI
  to keep it "in the family", particularly on matters involv-
  ing disagreements with the Selectmen or when the Chief
  does not wish to appear uninformed by having to ask the
  Town Counsel for advice;

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- the Selectmen must approve the Town Counsel's devoting time to researching a question posed by a police chief;

- the Town Counsel is not familiar with police matters and operations. As evidence of this one chief cited an instance when the Town Counsel and MPI gave him conflicting legal advice on a police matter. Later, the Town Counsel changed his position upon discovering that the MPI advice was correct.

Several chiefs were impressed with the impartiality o MPI's advice and mentioned instances where MPI's advice was not what they had hoped to hear, but proved correct in the end. Their acceptance of MPI's unpleasant advice is further evidence of the trust which police chiefs have in MPI. Those who more frequently request advice from MPI seem to share the view of one chief who stated that the existence of MPI enables him "not to have that alone feeling anymore." They appreciate the ability to call someone familiar with their local problems and get a quick response.

Although those who sought advice and guidance from MPI were almost always satisfied with the response, many police chiefs had not sought its advice. In most of these cases, the chiefs either said that they did not need any legal advice or that the MPI publications were sufficient. However, some chiefs were not aware of MPI's availability to provide advice—a situation which MPI might easily take steps to remedy.

2. Law Library

Few police chiefs knew of the existence of the MPI library and few had used it. However, all assumed that MPI must and should have some form of library to draw upon for their legal advice, "In-Briefs" and other publications. Of those who were aware of the library, most had learned of it while visiting the Berlin headquarters of MPI. Those who had used the library found it very complete and useful. Although a few of the chiefs interviewed stated that there was a real need for a legal library in each police department, it appeared that MPI's publications and legal advice in many ways reduced the need for local libraries.

Although few of MPI's clients use its law library, MPI staff members use it to carry out legal research on their behalf, in formulating responses to legal questions, preparing "In-Briefs," etc. Thus, the library forms a distinctly useful portion of MPI's facilities.

3. Other Assistance

MPI staff provides other assistance in both a formal and informal manner. The MPI staff serves as the staff for the Standards and Goals Committee of the Massachusetts Chiefs of Police Association and provides facilities

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for its meetings. While most police chiefs were aware of this, they could not assess MPI's performance since they were not familiar with the Committee's yet unfinished work. MPI also sponsors Task Forces on Policies and Procedures.

MPI staff members have also provided limited assistance to several police chiefs in developing grant proposals, particularly in the case of proposals requesting state or federal support for radio equipment. There were also references in MPI's files of assistance to a small number of police departments in the area of lease negotiations. This assistance was neither frequent nor extensive.

We asked chiefs whether MPI had ever refused to provide assistance or had put off a police department's request. Only in one case, involving the writing of job contracts with the Board of Selectmen, did MPI refuse to provide assistance on the grounds that each contract would have to be handled separately. In all other instances, the chiefs had received assistance or been put on a list of those awaiting the provision of assistance. Remarkably, very few chiefs were upset or expressed impatience about having to wait to receive assistance. All recognized that MPI had limited staff and was facing a backlog of requests.

C. SUMMARY

In summary, MPI's "other activities" may well be one of their most significant contributions to improving law enforcement in Massachusetts. Two comments which were heard repeatedly about the information and advice provided by MPI publications and staff concerned the tremendous time savings they represented and the fact that MPI was the "only place to turn to" for information and advice. Police chiefs wholeheartedly appreciated and clearly benefited from the information and advice provided by MPI.

44

VII. TECHNICAL ASSISTANCE IN RULES AND REGULATIONS

A. CONTROL GROUP

1. Purpose

The Control Group consisted of 15 police departments which have requested but not yet received a MPI TA project. All 15 departments were waiting to receive assistance in establishing, updating, or revising written rules and regulations, job descriptions and policy and procedure statements. We interviewed the Chief of Police and/or his liaison with MPI, using Instrument 10--Group B (Appendix B) as a guide to aid us in determining the following:

- The Police Chiefs' perceived needs for RRs

- Why they went to MPI for assistance

- What they expected as a result of MPI assistance

Our primary purpose in doing so was to investigate the original motivations that impelled police chiefs to call on MPI for assistance, and the original expectations they hold, for the outcome of the TA. We believed that asking about these matters before TA was provided would elicit answers unaffected by the actual experience of receiving TA.

2. Problem Identification

The great majority of Chiefs of Police from the Control Group (Group B) stated that the need for assistance in establishing, updating, or revising written rules and regulations, job descriptions, and policy and procedure statements has existed as long as they have been chiefs. The few other chiefs identified the need as developing over the period of years from the date of their last set of RRs or "just over the years." There is little doubt, based on the responses of those interviewed, that the need for new, revised, or updated rules and regulations has been a result of problems extending over a long period of time for these 15 police departments.

Specific incidents recounted by these chiefs as indicating the need for new or revised rules and regulations varied in number and with the peculiarities of each department. However, the "causes" mentioned could be generally categorized as follows:

- labor problems (i.e., inability to enforce present policy adequately; subordinates taking advantage of unwritten rules; issues being made during the collective bargaining process);

45

- need for uniformity (i.e., to clarify, interpret and enforce rules fairly, to clearly define appropriate conduct, appearance or behavior; to "lay the ground rules");

- existence of outdated, obsolete, unrealistic, or repetitive rules and regulations, many of which were not consonant with State legislation or Civil Service regulations:

- to partially satisfy requests from Selectmen to update or improve departmental operations;

- greater protection against civil liberties suits and the need for standard rules and regulations against which to hold personnel accountable.

3. Selection of MPI

Prior to requesting MPI TA, approximately one-half of the departments attempted to solve the problem of inadequate or nonexistent RRs themselves. Many found the process of developing RRs to be a slow process and too time-consuming. In those instances where departments obtained results, the RRs developed were found to be lacking in objectivity and generally unsatisfactory. Thus, the chiefs turned to other sources for help. The police chiefs requested TA from MPI because:

(1) they heard favorable comments about MPI from recipients of MPI TA;

(2) MPI TA was free of money charges or the least expensive alternative in terms of departmental time spent;

(3) MPI had the staff and necessary experience;

(4) Chiefs had previous favorable involvements with MPI;

(5) MPI is associated with MCPA; and/or

(6) they knew of no other sources of assistance.

If MPI assistance were not available, two-thirds of the police chiefs stated they would have either written or updated the RRs themselves or asked their city/town counsel for assistance. The other one-third stated that they "would have continued on as is" or "didn't know what they would do." The fact remains that one half of the police chiefs had tried to write or update RRs for their departments with little or no success prior to requesting MPI TA.

46

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4. Present Situation

Table 7, Number of Police Departments (Control Group) with Existing Written Rules and Regulations, Job Descriptions, and Policies and Procedures, indicates that 6 out of 15 departments or two-fifths are presently operating without any written Rules or Regulations. Over one-half of those reporting do not have written job descriptions or policy and procedure statements. It is rather clear that a major portion of small and medium size police departments are requesting MPI TA to establish their first set of written rules and regulations (RRs), job descriptions (JDs), and policy and procedure statements (PPs). The other police departments have requested assistance from MPI to update or revise their present sets of RRs, JDs, and PPs because of the perceived inadequacies mentioned earlier.

TABLE 7

NUMBER OF POLICE DEPARTMENTS (CONTROL GROUP) WITH
EXISTING WRITTEN RULES AND REGULATIONS, JOB DESCRIPTIONS,
AND POLICIES AND PROCEDURES

	Number of Police Departments With	Number of Police Departments Without	Total
Rules and Regulations	9	6	15
Job Descriptions	7	8	15
Policies and Procedures	7	8	15

5. Expectations

The majority (12 of 15 PDs) believed MPI will provide a model set of written RRs capable of being tailored to each department. Other police chiefs expected a comprehensive set of specific RRs. Additionally, some police chiefs hoped to gain assistance in establishing a full-time police department or help in just being a police chief. One hoped to gain an informal review and audit of his management and one was looking only for assistance, not investigation.

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6. Summary

In summary, the need for MPI TA, as identified by the Control Group, stemmed from a variety of problems which the Police Chiefs were encountering in their departments. They felt the problems stemmed from not having a written set of RRs or inadequacies in their present RRs. They expected MPI to give them assistance in developing a set of RRs tailored to their departments.

B. EXPERIMENTAL GROUP

1. Purpose

These 13 police departments consist of that portion of the Experimental Group to which MPI provided assistance in establishing, updating, or revising written rules and regulations, job descriptions, and policy and procedure statements. In addition to serving as part of the Experimental Group, the departments served as the basis for comparison with the Control Group and those departments in the Comparison Group that had received assistance in rules and regulations. In all interviews, Instrument 1 - Group A (Appendix B) was used to elicit responses from the police chiefs. If applicable, Instrument 2 - Group A (Appendix B) was used to elicit responses from police officers; Instrument 3 - Group A (Appendix B) for the first line supervisors; and Instrument 8 - Group A (Appendix B) for city/town officials.

2. Problem Identification

As with the Control Group, the Experimental Group stated that the need for assistance in establishing, updating, or revising written rules and regulations, job descriptions, and policy and procedure statements had existed as long as they have been police chiefs or as a need that had developed over a period of years. Two departments had requested MPI TA for an MR project, but due mostly to MPI's program constraints were satisfied to receive MPI TA assistance in updating the present RRs before receiving MR assistance. As with the Control Group departments, the need for new, revised or updated RRs had been perceived as a problem of long duration for the departments in the Experimental Group.

Specific incidents with which the Control Group identified their need for new or revised RRs were not present with the police chiefs of the Experimental Group. The resounding response from these police chiefs was that the present RRs were just generally outdated due to new laws or the growth of the police department.

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3. Selection of MPI

As with the Control Group, approximately one-half of the departments in the Experimental Group attempted to write or revise their RRs prior to requesting MPI TA. They, too, found the process of developing RRs themselves to be slow and time-consuming. They also noted an inability to obtain necessary legal advice in developing RRs. The police chiefs of the Experimental Group requested TA from MPI because (1) they heard favorable comments about MPI from recipients of MPI TA; (2) MPI TA was free; (3) MPI had the staff and necessary experience; (4) they had had previous favorable involvement with MPI and/or (5) MP. is associated with the MCAP. Table 8, Reasons for Requesting TA From MPI, demonstrates the similarities of the responses recorded from the police chiefs of the Experimental Group with those of the Control Group. As with the Control Group, approximately two thirds of the Experimental Group stated that they would have written or updated the RRs themselves, if MPI TA were not available. The other one third responded that they "would have continued on as is." It should be noted that the majority of the police chiefs whose response was to the effect that they would have done it themselves, added qualifiers such as "eventually" or "when I found the time."

4. Procedure

The standard operating procedure to receive MPI TA assistance begins with the police chief's written request to MPI. MPI logs the receipt of the written request and usually within 5 days sends a letter to the police chief acknowledging receipt of his request and notifying him of MPI's current time constraints. This proved to be good policy for there were very few dissatisfactions recorded with the speed with which MPI responded from the time of the police chief's formal request to initiation of the field work.

MPI's modus operandi for an RR project usually consisted of a series of 3-5 conferences with only the police chief and two or three MPI staff, one of whom was a Police Advisor (retired police chief working part-time for MPI), in attendance. A total of 2-3 man-days was spent "on-site" by the MPI Police Advisor and staff. In one half of the departments, MPI personnel talked to other police department employees. With whom MPI staff talked was left to the police chief's discretion. The discussions during the series of conferences initially centered on explaining MPI's approach and style, what the chief could expect from MPI, and current police problems in general. The first meeting was mainly to establish a rapport between the police chief and MPI personnel. Later conferences focused on adapting a fairly standard set of RRs to the particular department.

In all cases the police chiefs felt that MPI understood their departments and made any necessary changes in the RRs to fit their departments. MPI did in fact respond to changes recommended by the police chief; some of

49

TABLE 8

REASONS RECORDED FOR REQUESTING TA FROM MPI: EXPERIMENTAL GROUP
VS. CONTROL GROUP

Reason for Requesting TA from MPI

Experimental Group	Control Group
1. Favorable comments were heard about MPI from recipients of MPI-TA	1. Same
2. MPI-TA was free	2. Same
3. MPI had the staff and necessary experience	3. Same
4. Previous favorable involvement with MPI	4. Same
5. Association with the MCPA.	5. Same
	6. Other sources were not known to be available.

these were generated from members of his staff, Selectmen, or union officials. There was an overpowering regard by the police chiefs for the MPI staff who assisted their particular departments. The MPI personnel were considered:

- "experienced"

- "knowledgeable"

- "understanding"

- "likeable"

- "interested"

- "cooperative"

- "professional"

- "capable."

50

5. Product and Impact

In all instances the police chiefs received from MPI what they expected,
a good set of RRs or a new set of written guidelines. We did not fre-
quently find the RRs are presently being used to bring about any signif-
icant tangible changes, positive or negative, either in the police depart-
ment (PD) or its members. However, we did find that the police chiefs
foresee substantial future benefit deriving from the RR project. Changes
directly related to the RR projects and perceived by the police chiefs
from two departments, consisted of:

(1) Ability to enforce officers' hair length.

(2) Changed one officer's unauthorized behavior pattern
     to an authorized pattern as set forth in the RRs.

Three police chiefs felt that there was no impact to date as a result of
the RR project and one stated it was difficult to measure the immediate
effect. Secondary impacts or "spin-offs" as a result of the TA in RR
projects were identified as follows:

(1) Job descriptions used as a reference point in developing
     policies for the department and delegating new authority.

(2) Established firearms qualification on ranges.

(3) Policies and Procedures used to develop directives and
     orders which are posted and read at roll call.

(4) Conducted classes in crisis handling.

(5) Used as study material for promotional exams.

(6) Ability to establish a standard set of operating procedures
     for all shift commanders.

(7) Established standard radio procedurs.

The impacts which police chiefs anticipated would be derived from the
RR project were expressed in general terminology such as:

(1) General improvement in the department.

(2) More efficient department.

(3) More professional department.

(4) Greater morale within the department.

51

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(5) Provides a good base on which to develop a good department.

(6) All personnel now know their jobs.

(7) Should assure selection of the best candidate for promotions.

Additionally, most of the police chiefs expressed or implied that having written RRs gave them a peace of mind in that they felt more secure and protected in their position and that RRs had increased accountability.

One police chief did not expect the RR project to have any impact on his department, two police chiefs had yet to begin distribution of the manuals, and one police chief was still in the process of distributing them. The remaining department chiefs felt that the RR project had a positive impact on the department as a whole, while only two police chiefs reported resistance of a few officers to selected rules (i.e., smoking, etc.) and concern from some that the RRs implied a lack of trust in them as police officers.

There was a sharp contrast in the perceptions that the police sergeants and patrolmen we interviewed had toward the RR project when compared with those of the police chiefs. For instance, in only two departments were any changes noted in their behavior as police officers or in the department as a result of the RR project. These changes could not be more specifically defined by them than "Morale is probably better," improved department," and "perhaps able to avoid favoritism or appearance of favoritism."* In fact, there was no evidence of any measurable effect of the RR project generated from the interviews with the sergeants or patrolmen.

Continuing probing of the respondents to the specific questions contained in Instruments 2 and 3 (Appendix B) resulted in little more than comments which indicated only possible effects or no effect. These comments include:

	No Effect	Possible Effect	Possible Direct Effect
"No real change"	x		
"Some slight change"	x		
"Same as before"	x		

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* Statements from the interviews presented in quotations in this report are not meant to be exact quotations, but substantial paraphrases, as they are based on interview notes and not tape recordings.

	No Effect	Possible Effect	Possible Direct Effect
"No specific examples"	x		
"Just up-dated"	x		
"Just for reference"	x		
"Good to have current, written rules"		x	
"Positive effects, just because the new RR are available"		x	
"If still unwritten, there could be conflicts in interpretation"		x	
"More confidence on the job"			x
"Basically, they are just common-sense statements"	x		
"Still performing duty in proper manner"	x		
"Know where you stand"			x
"Clarified thinking"			x
"All know them better, because available in writing"		x	
"Discussions are now resolved more easily"			x
"Now at least they are written out"		x	
"They provide guidelines in writing"		x	
"Just adjusted with conditions over the years"	x		
"Better informed about duties"			x
"Just being in black and white"		x	
"Good for the younger officers"		x	
"Just feel better about the job, now that the RRs are documented"		x	

	No Effect	Possible Effect	Possible Direct Effect
"To fall back on"		x	
"Just keeps aware of proper actions"		x	
"Just something that is spelled out instead of taken for granted"	x		
"Ingrained in you by experience"	x		
"Just do what I'm told"	x		
"Performing the same duties all along"	x		
"No special use – know them"	x		
"Just made the chain of command clear"			x
"Feel better under these conditions"			x

These responses to a set of very specific questions seems to indicate that the impact of an RR project at the sergeant and patrolmen level is one of standardization. This takes form in written rules and regulations, job descriptions, and policy and procedure statements which act as bench marks for expected behavior by the department. The officers now have documents describing their specific duties and responsibilities, what they are allowed to do, and what they are prohibited from doing. There is no difference in the responses about impact from those police officers from (1) two departments who had received formal discussions on topical areas of the RRs at Police Association meetings or those officers who utilized the RRs as study material for promotional exams, compared to (2) those who have not received any training with respect to the RR project.

As could be expected, the city/town officials' responses to inquiries regarding the RR projects were considerably management oriented. In all but two cities/towns the recognition of need for assistance on RRs originated with the police chief; therefore, no specific incidents related to the origin of the needs could be given by the town officials. Elected officials of two cities/towns recognized the need jointly with the police chief as a result of events relating to growth of the department, issues over length of hair, and concern over overtime costs. The city/town official concerned with overtime costs did not expect less overtime as a result of the RR project, but a firmer base for appraising performance. All city/town officials expected some improvement would result within the police department as a result of the RR project.

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In all cases, the city/town officials were given opportunity to review and comment on the draft RRs. This varied from a cursory to a very thorough review. All city/town officials' concerns with the RRs were answered either by clarification or changes in the final versions.

The two cities/towns whose officials recognized the need for assistance in RRs were more specific in identifying the results of the RR project. Their statements are listed below.

(1) Improved morale; less griping.

(2) Improved the dispositions of the police.

(3) Improved appearance and neatness.

(4) Clear, stricter rules will allow greater management initiative.

(5) Will avoid confrontations by having rules in writing.

(6) Spelling out duties will have an impact on crime; (e.g., on breaks, officer is required to get out of vehicle and look around).

(7) Demonstrate a measure of support to introducing management principles.

The other city/town officials' responses were more generalized and consisted of comments such as:

"Probably will be useful in the future as a frame of reference for management."

"The impact has been in having a good set of RRs and this is of course positive."

"They are more to avoid future problems than solve present problems."

"Better performance generally, and better understanding of the job."

"More professional."

One city/town official recognized a number of potential uses of RRs such as a guide in problem situations, useful for in-service training, and as a public relations vehicle in the school system and various community groups for discussions or seminars explaining how the police department functions according to the rules and regulations, job descriptions, and policies and procedures.

The city/town officials unanimously felt the RR project was worthwhile and generally were not uncomfortable with the requirement that only a request for TA from the police chief will be accepted by MPI. There was no feeling that administrative control is lost or jeopardized by this requirement.

6. MPI Follow-Through

Follow-through on the RR projects was made by MPI in all but three police departments. The follow-through's consisted mainly of personal contacts by a member of MPI's staff at chiefs' meetings or, in one case, by a drop-in visit to the police department. Two departments received form letters (questionnaires) and one department recalled a telephone inquiry. MPI's questions were related to the police chief's satisfaction with MPI's service or generally "How are you doing?"

7. Satisfaction

All but two of the police chiefs have or had requested other TA from MPI. Only one police chief had received TA from an organization other than MPI. He felt that the organization did a good job but is not comparable with MPI, for MPI keeps close contact and offers professional help at no cost. A few police chiefs responded that they had looked around for other assistance but none was available, none compared to what MPI offered, or funds required to obtain the assistance were not available.

All the chiefs reported that they would recommend MPI TA to others, and only two chiefs stated that they had not as yet done so. All the police chiefs would have been willing to pay for the TA they received, assuming they had it in their budget and it cost $1500 (a realistic estimate for an RR project). However, only three of the chiefs believed their city/town would have allocated the funds. All three qualified their responses with "ifs" such as: "with enough persuasion" or "in the future when funds are more available." On the other hand, the city/town officials were not quite so optimistic as the chiefs. Although more than half stated that the members of the Board of Selectmen would personally be willing to pay MPI for its services in providing the RR, only two responded that their city/town would probably appropriate the required funds.

8. Utilization by MPI

MPI has successfully used the RR project as an example to police chiefs of the kind of assistance MPI offers. MPI has received 219 total requests, as of October 1976, from Massachusetts police chiefs for a RR project. The 219 communities whose police chief has requested MPI TA for an RR project equal 64% of the 344 cities/towns eligible for preferred MPI TA.

There is little doubt that the police chiefs have demonstrated receptivity to MPI's TA with rules and regulations. The RR project has served MPI's purpose well, not only in reaching its objective to assist police chiefs in the development of police manuals, but also assisting to achieve, rather quickly and easily, acceptance, visibility, and approval of MPI as a source of assistance to police chiefs.

9. Summary

The RR project area served as the ideal initial project offering. It:

- fulfilled a perceived need;

- was easily replicated;

- was non-controversial;

- was suitable to gaining coverage quickly and in as many Massachusetts communities as possible;

- served as a basis for a degree of standardization within and between police departments.

A box score on impact of the 13 RR TA projects covered reads as follows:

Number of Depts.	Impact	Comments
3	None	Not distributed or distribution incomplete.
8	Little or none	Provided basis for standardization, reinforcement of status quo. Little or no attempt by chiefs to indoctrinate department in provisions. Potential use gives chief greater feeling of security.
2	Some	Used to deal with unauthorized behavior.

We concur with MPI that the RR project served as the ideal "foot-in-the-door" project and established MPI as a credible source of assistance to police chiefs. Previously we noted that the impact of a RR project within individual departments varies, but overall is not significant. We found little evidence that chiefs followed up on the receipt of the documents by an aggressive campaign to indoctrinate their departments in the provisions contained in the RRs. This is not surprising, since the publications rarely contained anything other than a codification of existing policies and practices. However, the credibility and acceptance MPI has received by providing TA in RRs to police chiefs cannot be overlooked. The RR project served extremely well as a first project offering by a newly established organization that was offering technical assistance

to police chiefs. The RR project no longer serves this purpose, for acceptance of the police chiefs has been acquired by MPI, and it is no longer substantially necessary to constrain initial requests by police chiefs to RR project. MPI has already stated that responses to requests for RR projects will be discontinued after December 31, 1976 except to new police chiefs. We agree with this action and believe that the RR project will serve as an excellent entrée to new chiefs.*

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* In responding to a draft version of this report, MPI commented, "We will phase this out as a fully subsidized project, not because we feel it was lacking in impact, but because all current chiefs have had an opportunity to request it, and it is time to invest federal funds in new areas. In the future, we will do R & R projects for new chiefs only if they are partly paid for by the requesting department."

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VIII. TECHNICAL ASSISTANCE IN RECORDS
AND INFORMATION SYSTEMS

A. PURPOSE AND BACKGROUND

Our purpose was to evaluate the impact of MPI TA on departments for whom
a Records and Information System (RI) had been devised and implemented.
Among the stated general objectives of MPI is a program addressing a
problem area said to have been identified by police chiefs: "the need
for improved collecting and utilization of operational information as a
crime control tool."* RI is categorized by MPI as an Operational and
Crime Control Project Area. MPI describes RI projects as efforts to
assist police chiefs in evaluating their present records system, modern-
izing it and installing new equipment, forms and procedures; projects
include technical assistance with the purchase of equipment, forms and
planning new procedures.

Three departments were randomly selected from among those which had
received RI TA. In each department, we interviewed the Chief of Police,
the Records Supervisor, an authorized user, and a Selectman having direct
knowledge of and concern with the department's records.

The three departments were located in different counties. Their popula-
tions were roughly three, ten and fifteen thousand. Land areas for two
were about fifteen square miles, while the third was around thirty square
miles. All three chiefs had long service in their departments. Tenure
as chief ranged from over five to about twenty years. The number of
officers in the departments varied from seven to twenty.

In one instance, the chief was able to provide valid reasons for con-
ducting fewer than the four interviews, but no essential information was
lost. In this case, a legal dispute was in progress concerning access
to the records of the department. The importance of record-keeping was
obvious within the dispute, but sensitivity on legal issues made some
inquiries and actual examination inadvisable for purposes of this eval-
uation and data from the chief provided the useful facts.

In addition to asking questions, the interviewers examined the files and
procedures to assess the appropriateness and usefulness of the new system.
Some observations and impressions were recorded as bearing directly upon
the evaluation of impact.**

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* As stated in Program.
** For example, one department was crowded into little more than two
   rooms, with the resulting clutter and lack of operational space. The
   second department had relatively better facilities, but was planning
   a new station more suitable for the activities and needs of the com-
   munity. The third station was constructed in recent years. It was
   noticeable, however, that all three chiefs and other personnel took
   pride in the improved appearance of the new type of files and procedures.

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Interviews for other types of TA included departments which had received records improvement through MPI. The reported comments and observations, beyond the scope of the assigned project, but relevant to this RI evaluation, have been used to substantiate conclusions within this section, at times supplementing the limited sample, and will be cited where appropriate.

B. PROBLEM IDENTIFICATION

Before MPI TA, all departments had "records." One department had what could hardly be called a system, since the use of plain paper, the procedures for posting information, and problems in retention, filing, and retrieval presented serious difficulties. The other two departments had existing systems with imperfections, recognized within the departments. In one department the inadequacy of the system for recording became more acute when new quarters provided cells for the first time, with added responsibilities, and the chief felt that the MPI project could be very timely.

The files themselves were in disrepair, and procedures were not spelled out or followed to the extent necessary for effective administration, nor for operational requirements. While a time was assigned to the initiation of most departmental actions, there was nothing to compare with the detailed accuracy which the MPI project recommended and installed.

Two of the chiefs stated that they had recognized the need for improved records for many years, but for both this need reached the critical stage when they were appointed to head the department. Until the MPI project, one was plagued with misfiles and time spent locating records for court. The second saw opportunities for analysis which had been a growing concern but not possible before the TA project. The third chief had obtained a new set of Rules and Regulations through MPI, and then was pressured by the Selectmen to speed up implementation of a pending RI project. He had maintained records for some years, assisted by his wife, and a formal system was urgently needed.

In two cases, the departments had sizable increases in personnel and resulting activities which emphasized the need for proper records. "I was unable to administer the department the way I wanted to" was the way one chief expressed the problem.

C. SELECTION OF MPI

All three chiefs turned to MPI because of their membership in and involvement with the Massachusetts Chiefs of Police Association. One request for TA on RI was one of the first to MPA, almost in its experimental stage, because of early awareness of MPI plans. All chiefs have kept informed on MPI's capabilities and accomplishments, and have served on committees at the Institute headquarters. The cost factor was mentioned

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by every chief, and corroborated by the interviews of Selectmen; the project was called a bargain by all.

Three interviewees made reference to technical aid available on record-keeping from organizations other than MPI. One cited a prior report from a large organization which had provided "no depth of understanding or help." A second mentioned that help would not be sought for a records system from a specific agency which offers assistance on an elaborate national basis, but was felt to lack knowledge of the requirements for small towns. A third chief was influenced by talk about a consultant who charged an exorbitant amount of money for such service. In one instance a records survey had been made, which turned out to be merely a proposal to change the type of filing and sell a particular project, and did not qualify as technical assistance in records systems.

The choice of MPI to provide help with an RI project was made intentionally, with expectations of improvement, in each of the departments sampled.

D. MPI PROCEDURE

In the description of this project, MPI specifies its own participation as seven steps: (1) conduct field visits and evaluate present records, (2) make recommendations and discuss with chief, (3) order needed equipment, (4) assist records personnel in setting up new procedures, (5) conduct training sessions for police personnel, (6) assist with problems related to conversion to new system, and (7) evaluate system three months after start-up.

In addition, MPI requires local participation in seven ways: (1) appropriation of funds, part of total cost, to buy equipment, on a scale according to size of population, (2) letter of request from the chief, (3) assignment of one department member as "in-house" coordinator, (4) full cooperation of all personnel, (5) full access to present records, (6) some training for all personnel, and (7) in-depth training for records personnel.

All departments made formal, written request for the RI assistance. An initial visit was made by MPI staff members to discuss the project, exhibit awareness of the problem, and introduce those staff members who would work on site.

One chief made special mention of the appearance of a staff member of MPI at a meeting of the Finance Board to explain the appropriation required. The standing of the other two chiefs, and their presentation of the budgetary request with justification to the Selectmen and Finance Committees, made supporting appearances by MPI staff unnecessary. In two other interviews concerned with other types of projects, mention was made of the welcome appearances in support of funding for RI, with expressions of appreciation for that type of direct and understanding involvement, as well as the detailed work that had gone into presentations of costs.

After an initial conference, MPI evaluated the existing record system for each department. MPI spent considerable time and effort becoming familiar with the existing files. This involved discussions with personnel, observing procedures, examining existing forms and files, and paying close attention to details so that the changeover would retain desirable features, facilitate conversion, and effect improvement. An important requirement was the coding of areas for incident recording, and the coded maps were on display in each of the stations, as well as being apparent in other locations surveyed, as tangible evidence of up-to-date records procedures. These, like the new type of files, were pointed to by chiefs and others with a sense of pride when commenting upon the assistance rendered by MPI.

While some "ride-alongs" have been a source of criticism in the past as seeming to create instant experts on local problems in the eyes of officers who constantly patrol the routes observed, the one mention of MPI staff accompanying on patrol was praised as valid testing of area coding with relation to logical geographical boundaries, in the RI module of a larger project. While the development and use of such districting is usual and essential for large departments, for those smaller departments it proved to be particularly new and useful, in preparation for incident analysis.

A manual is provided for the department when the new RI system is installed. A "Manual for Records and Information System," prepared by Bernard A. Lech, Technical Specialist, dated November 1, 1974, was available to ADL for a step-by-step examination of the principles embodied in the MPI Record and Information System. These are keyed to specific forms and processes in the following text of that manual, along with sample forms. The manuals produced for the departments surveyed, even when prepared by a different specialist, followed the same general format. ADL used this manual during examination of and comments upon the new system. Some key pages from an MPI RI Manual have been extracted and appended to this document. (See Appendix C.)

MPI introduced forms which were standard in size, data, and usage. Departments requesting this type of TA were shown a system already in operation in another department. Key personnel, accompanied by MPI staff, made a field visit and discussed on site another installation. This has proven to be not only an effective selling and training idea, but the installations surveyed have since become systems shown to other prospects. MPI has been able to check on conformity to some extent during such visits.

MPI refers to Phase I of its procedure as Incident and Dispatch Recording. A standard incident card has been introduced into all three departments, and a time recorder is used by the desk officer or dispatcher to record the times a call is received, officer dispatched, arrival at scene, and time cleared. These incident cards are the basis for log entires, are assigned numbers if a major activity, become the basis for further reports when needed, and are filed as the Master Name Index File. The

cards are grouped by patrol, and the cognizant officer adds information before signing; there is then a review by the shift commander.

Phase II is the forms package, comprising Officer's Report, Supplementary Report form, a Daily Log or Shift Report, and the Major Incidents Report. These provide a simple but accurate reporting system. They provide a degree of standardization for small departments.

In the briefing session provided by MPI to ADL concerning the RI project, a staff member explained that the forms originally had numbers assigned and printed with items of information on the forms. When some officers made reference to the data numbers without the title of the data in other references, MPI retrenched. Instead of pressing for training in proper use to avoid such confusion, MPI deleted the numbers but not the title of the data in subsequent printing of forms. As presently used by the three departments surveyed, the lack of numbering for items is not yet felt, but in discussion on the potential for incident analysis and even in other simple applications, the advantage of printing with standardized numbering for items was recognized.

Phase III is the ordering of files. The greatest delay has occurred in this stage of the project. MPI moves expeditiously on actual file study and conversion, but after appropriation of funds by the town, and the processing of individual documents for the matching funds, there is still a long delay before actual delivery from the manufacturer. MPI has proposed bulk purchases of files to expedite this part of the program.

E. MPI STRATEGY

The MPI approach for providing a standard, uncomplicated record system for small police departments is not the first such attempt, but through practical experiences and direct involvement provides a realistic approach. The Federal Bureau of Investigation in the Department of Justice has made available for many years a Manual for Police Records which has contained a set of forms and procedures. MPI, however, has provided personal assistance and on-site training, and has remained during implementation to assure proper performance. The FBI and other authorities and authors have stressed that the effectiveness of a police administrator is directly related to the quality of his records. MPI has provided improved record-keeping without dropping it on the department, has tailored it to the size and needs of its clients, and by an understanding interested approach has won great praise.

By a low-key approach, MPI impressed department personnel. By competence, cooperation, and common sense, MPI won praise in the interviews for results beyond expectations, and satisfaction beyond claims. This contrasts with some forms of expertness or authority which make personnel with limited records-responsibility, but often with those same three attributes, feel belittled.

63

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In recognizing that a department must have some detailed knowledge of its activities in order to document its needs as well as accomplishments, and to make appropriate allocation of its resources, MPI has concentrated on simple improvements, with basic standards, at minimal cost.

F. FOLLOW-THROUGH

MPI, through its continuing concern for the departments it has served, makes inquiries at meetings of the MCPA and its own seminars. Informal follow-up of installations occurs when such units are used for later demonstrations, or even on a drop-in basis. Sustained interest during a more formal follow-up came to light with one of the departments. During a visit the MPI specialist found that a clerk was making many errors, so he showed the chief the correct procedures and the chief undertook to make the corrections himself immediately

While such procedure seems adequate, and does not give the impression of dictating to or checking on the department, it appears that most later contacts or reports are with the chief. We note, however, that the actual operating personnel for the records system may have ideas to share with MPI.

G. IMPACT

MPI attained its goal in all three departments, by serving the needs of the requestors in providing an improved, more effective system of records. Within the three departments sampled, each chief voiced satisfaction with the accomplishments of MPI. One expressed enthusiasm with "Great!" The others chose the "Highly Satisfied" category as evaluation. The persons interviewed as records supervisors were also pleased with the new systems.

In these small departments, the chief has a close contact with the records, with processing and maintenance, and with all personnel. The chiefs cited areas of improvement over prior RI systems. The records supervisors also freely admitted some prior deficiencies and acknowledged improvement, but explained, if not defended, prior systems under pre-existing difficulties and before help became available. As one commented, the older system was "not that bad," considering what was available to work with, and the amount of concern generally shown for "unglamorous" record-keeping until actually needed. Expenditures for administrative procedures often appear to have little relationship to street problems, but these persons with whom the interviewers spoke appreciated the new attention given to document processing, in which they were directly involved.

Since the chiefs and other personnel had worked reasonably well under adverse conditions in some circumstances, with sincere efforts, MPI shows wisdom in the cooperative approach, without claiming great impacts for its projects.

The interviews disclosed a consensus that time was saved for the office on patrol or other field activities. MPI has provided for hand-prepared forms which can become the permanent legible record. One of the chiefs still requires they be subsequently typed by the secretary. Another is satisfied with hand preparation because poor typing by officers previously was not as neat. He still has some temporary help type accident reports which are transmitted to the Registry of Motor Vehicles on its forms. Figures for actual typing time would probably not exhibit any dramatic saving, even if readily available and compiled. But our general impression was that the valuable time and training of the working officer have been more effectively utilized. MPI is generati g satisfaction with improved document processing.

One officer who was interviewed expressed satisfaction as a user of the new system, and then admitted his surprise as he completed his reports from Incident Cards. The accurate stamping of times of dispatch, arrival, and clearance made him realize that he had previously been very wrong on occasion, sometimes over-estimating and sometimes under-estimating response or elapsed times. He was high in his praise of the new system, and did not view it as a threat.

This can be contrasted with the other type of benefit. A chief noted discrepancies in the time one officer received calls and time arrived at scenes, found them to be related to unauthorized activities, and took corrective action.

When compared to previous logging of activities, the accurate recording of receipt of call, dispatch, arrival, and final clearance all prepare for automated incident analysis. For those departments receiving only TA in RI, preparation is provided for a future project in MR. This goes beyond simple standardization, but allows for off-site processing for those departments not having access to necessary equipment.

Through comparison of responses by records supervisors and users, by references to the manual of procedure, and in observation of actual procedures, some variances from the MPI-prescribed procedures were disclosed, although no serious breaches were evident. In two of the departments, the records personnel mentioned that some thoughts as to suggested changes of a minor nature had occurred. These persons intend to keep informal notes on suggestions which will be communicated back to MPI for future consideration.

The encouragement of and provision for two-way communication by MPI contrasts with those projects which end with final payment. One department modified the Incident Card, and another is adding names to the MPI unit; they felt that MPI discouraged deviations, but went ahead anyway. MPI stressed--possibly overemphasized--standardization, and discarded procedures deemed unnecessary or uneconomical

One department has changed the basic incident card in a minor way. A paper copy of the face data is provided without carbon. The back of both

65

card and paper provided for additional data. The department added a second card for any additional data so that only facing sides would be used, and deleted back printing.

One department also deviated from MPI procedure by inserting additional name cards of departmental interest into the Master Name Index File of Incident Cards, in order to provide one complete check for any names being searched. Further, this department had a cross-reference by crime, as an index card bearing date, location, crime and case number, which had provided a quick reference when information other than that pertaining to the offense was not readily recalled. MPI wanted this type of file discontinued as part of the improvement. But when this type of ready access was missed, the file was reinstituted on recommendation of the records supervisor and with approval of the chief. This department plans to seek the approval of MPI, if not actual adoption for other departments, in future contacts, as a necessary and worthy supplement to the MPI recommendations.

One of the three departments still exercises a measure of judgment on incident cards and discards some that are deemed unimportant by the chief.*

A common complaint among department personnel is that the records are inaccessible except during daytime. It is essential that a measure of control be established in smaller departments, but files are often locked when the department does not have personnel to stay in a separate file room, or space to keep them near centers of activity, and similar problems related to quarters and staffing. Files under the control and observation of a dispatcher and/or shift commander can be deemed secure when left unlocked, while files in custody of a secretary or day-shift records personnel must be locked, with limited authorized access after hours.

In two of the departments, the chief, the Records Supervisor, and the user interviewed commented upon accessibility of files under the new system. The simplicity of the new color-coded folders, the compactness of the records into shelf files, and the ready-reference made access at all hours possible after proper training. Lost or misplaced reports or cases had been a problem for one department, particularly when needed for court on short notice. In this and another department an open-file policy existed because records were in the center of activity, so accurate filing, rather than physical security from outside personnel, was at the root of the problem.

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* Because this jeopardizes file integrity and could affect any future incident analysis when types of activity must be tabulated, the interviewer suggested that this procedure be called to the attention of MPI by the department in future contact so that another effort can be made to assure conformity.

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MPI considers rate of expansion for the departments it has assisted. A policy of purging is intended to minimize the size of active files, but since a cut-off date for the old system is used when changing to the new method, old files must be referred to for some time, and no conversion of old records is recommended or provided. One department had just reached the end of two years after receipt of RI TA and was, in the month of the interview, undertaking first purging. That records supervisor noted some procedures which might be modified and intended to make notations which could be communicated back to MPI, even before any follow-up visit.

The presence of accurate and standardized records provides the foundation for incident analysis and other kinds of operational analysis. Thus, RI TA has a potential impact. This was actualized in one of the three departments studied: the chief recognized the possibility of examining what is happening with cases in court from the uniform and convenient formats. He has undertaken a compilation of data on court appearances, dispositions of cases, and related information to seek answers and verify some suspicions about matters which directly affect the efficiency of his department.

Another chief has exercised his authority with greater assurance of propriety. His files are still left open and available, as mentioned above. When the new system was installed, the color-coding and uncomplicated procedures gave him greater confidence in leaving them open. He announced that the first misfile would result in locking the files, and he now finds that all personnel have careful access, and there have been no losses, which has made all concerned quite happy.

H. SATISFACTION OF SELECTMEN

The endorsement of the Selectmen who were interviewed reflected another type of satisfaction. One, a businessman in the community, expressed his awareness that improved record-keeping was as much a requirement for police departments as for his activities. He commented that good business practices and professionalism were expected of the police. While not critical of operations under existing handicaps, but supportive of the department for continuing efforts, he felt that the new record system showed progress, and stated that the understanding between the Chief of Police and MPI was advantageous.

A Selectman in another town said that he had expected improvement from the MPI project, but from his observations the system installed exceeded his expectations.

Both Selectmen felt that the low cost of the project was an important factor. Both stated they would support a budgetary item for full cost, but felt that approval might be fought, and the item could be defeated in Town Meeting. One pointed to the fact that a new station was straining finances; the other said that records systems are intangibles in the

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view of voters, and do not easily generate support for expenditures.

The two Selectmen interviewed were asked about the requirements that requests for assistance must come through the Chief of Police to MPI, and could not originate directly from Selectmen. Both indicated that he was the proper person to request such TA, having responsibility for the department he headed.

I. RECOMMENDATIONS

Based on our interviews, analysis, and observation, we propose the following recommendations to MCCJ and MPI, in the spirit that they can improve an already useful project area. Some of these were made by the people we interviewed.

1. When reordering existing forms for continued use, and for future installations and project manuals, MPI should give serious consideration to re-instituting a standard series of numbers for items of data on all forms for quick reference and location on the form, for obvious standardization of repetitive items on varied documents, and for economy of space for possible storage, retrieval and analysis capability with data processing equipment.*

2. Since departments initially have two active systems of files after change to MPI's procedures, and will have two types of inactive files for a long time, particularly after purging starts, it is recommended that MPI consider, or allow if possible, some selective conversion of documents in those instances where an old record can be found quickly by insertion of a converted reference in the new type files. This is particularly suited to name cards on active subjects during the period when two systems must be maintained, so that old-type files may be removed from the limited space which characterizes many departments.*

3. It is also suggested that MPI consider a plan for utilization for the space over shelf files for inactive records of the newer system. Shelf files take more wall space, while saving floor space over the suspension-drawer type, but combined spaces for active and inactive files do constitute a space problem for some departments having limited room. If shelf files are to be purchased in quantity, it is possible that higher units may provide some inactive record space in top shelves for some departments as better use of air space.*

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* In responding to a draft version of this report, MPI has characterized this as an "excellent" suggestion.

68

4. While the MPI evaluation form provides for feedback on the systems installed, by or through the chief, MPI should make every effort to maintain liaison directly with records personnel whenever possible, unless such contact is against the wishes of the chief. This will serve to disclose variations which may be proposed or even imposed from other sources.*

5. We recommend that MPI consider offering some specific assistance for files of photographs, fingerprints, and related documents as an extension of the records system, or even as a separate project. Microfilming can be tied with records for protection, storage, and retrieval when inactive. It may be that MPI could provide some centralized support for this, as well as data processing.**

J. SUMMARY AND CONCLUSIONS

A box score on impact of the 3 RI projects covered reads as follows:

Number of Depts.	Impact	Comments
3	High	More effective records system.
		Improved management and control.
		Saved time of patrolmen.
		Improved accessibility.
		Standard, simple to train for and use.
		Provided potential for incident analysis, etc.

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* MPI comment: "We believe that we do this adequately now; in fact, we have a systematic procedure for following up on completed projects."

** MPI comment: "This is an excellent suggestion that will require additional funding to be implemented."

IX. TECHNICAL ASSISTANCE IN MANPOWER RESOURCES

A. PURPOSE AND BACKGROUND

Our purpose was to evaluate the impact of MPI technical assistance in the area of manpower resources (MR). MPI describes the MR project area as follows in its Program book:

> "-Study manning problems and propose alternative strategies
>   and solutions.
>
> -Assist requesting municipal police chiefs in determining
>   manpower allocation and assignment.
>
> -Select project focus: The project could take one of
>   several directions (e.g., organization, allocation, work-
>   load distribution, patrol availability, or special problems
>   such as dispatch, supervision, etc.).
>
> -Where necessary, conduct analysis of "calls for service"
>   by time and location to determine workload."

We selected four municipalities which had received TA in this project area and discussed MPI procedure and its impacts with the chief and the MPI liaison in each department. As preparation for interviews and obser-vations, we studied the MPI reports for each municipality, focussing on the recommendations.

B. PROBLEM IDENTIFICATION

Typically, the four Chiefs of Police in our sample who called upon the MPI for help with manpower resources (MR) had been aware of the problem which motivated them to do so for some time; usually they had been aware of it from the time they had assumed responsibilities as chiefs. In one instance, the particular precipitating event that caused a request for help was the moving of a department to a new building. A subordinate of this particular Chief of Police requested more manpower to accomplish the functions for which he was responsible; this also contributed.

A common motivation for seeking an MR study was to obtain the support of an outside agency, MPI, in convincing the Board of Selectmen about something of which the Chief of Police was already certain: the need for additions to the police force.

In one out of four instances examined, the police department asked for an MR project almost as an afterthought. They had already decided to ask for a Rules and Regulations (RR) project and decided to request an

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MR project at the same time. The belief of the Chief of Police that he needed people in two specific additional job slots was a contributing factor.

The sequence of events during one project is unusual. The chief requested an MR project from MPI, because he believed that he was understaffed. Ater the initial visit, MPI suggested to the chief that it carry out technical analysis with respect to the department's records and information system, rather than the MR TA originally requested. This was because the department had at that time no central communications/dispatch center, these functions being accomplished in private homes. Thus, there was no way for MPI expeditiously to gather the information needed for carrying out an MR. Further, MPI identified the records and information processing system as the chief problem in the department.

MPI persuaded the chief to change the focus of work accordingly. This constitutes real help in problem identification, rather than solely responding to needs perceived by client. MPI thereupon carried out a study of the records and information system of the department, noting which kinds of information were entered into what forms for what kind of incident, and how the files of these reports were collected, cross-indexed, and maintained. MPI made recommendations for standardization and other improvements in the records system. The project did not, however, metamorphose into a full-fledged RI project; e.g., no equipment was purchased. The project was retained in MPI's files under the description of "MR," and is therefore covered in this section.

C. SELECTION OF MPI TO PROVIDE TECHNICAL ASSISTANCE

Given the desire for technical assistance in MR, why did the Chiefs of Police go to MPI? An important motivation was MPI's close relationship with the MCPA, mentioned by all chiefs. It was mentioned directly in the context that the MCPA supports MPI, in the context of hearing about MPI and its ability to do MR TA at MCPA monthly meetings, and in that meeting or getting to know Mr. Joseph Shannon, the Executive Director of the MPI, at monthly MCPA meetings provided the motivation or opportunity for a request for TA.

A not entirely separate reason for asking for TA from MPI was the confidence that the Chiefs of Police felt in the ability of MPI to help them. This was expressed in terms of the professional competence and ability of MPI, and in terms of a clear perception of the Chiefs of Police that MPI has a sincere desire to help police departments and to improve the quality of police work in Massachusetts. In some cases, confidence in MPI was built up after the Chief of Police heard that they had successfully provided TA to another town.

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D. MPI PROCEDURE

The chiefs' estimates of how much time MPI spent <u>on the site</u> in carrying out their project varied widely from about five days in the case of the project devoted to records and information TA to three weeks (two instances) to "more than 135 days."* In the three instances in which an MR project was carried out in the usual manner, MPI did a thorough analysis of the actual manpower available, in total and by shift. They looked at manpower requirements in terms of service calls, coded by time of day, area of town and the type of incident which led to the service request. Often, information about the department (clearance rate, number of sworn personnel per thousand population, etc.) was compared to national averages. Information on a number of other indicators of the balance between police requirements and police assigned was ascertained and presented in reports. Generally, MPI staff also went on ride-alongs in patrol cars, so that they could visually survey the town and thus become more aware of idodyncratic features related to police requirements. The reports make clear that assessment of the requirements for police is an art and not a science.

Our respondents gave MPI staff who had worked with them almost uniformly high ratings as to professionalism, competence, and appropriate qualifications for their work. One chief, for example, lauded the MPI staff as excellent organizers. He said that "they are very well organized themselves and help others, by their force of example, to become organized. They 'help make you get it together.' They help us to be more professional ourselves."

Instances were mentioned of MPI staff working nights, holidays, and weekends with the police departments to whom they provided TA. The chiefs and members of the police departments appreciated the dedication, combined with the previously mentioned high professional quality, of MPI staff.

In some instances, where it was requested by the Chief of Police, the MPI staff met with members of the Board of Selectmen, Finance Board, or other appropriate town body to explain their findings, conclusions, or recommendations.

Chiefs of Police felt that, at least by the conclusion of their studies, MPI staff understood their departments. One Chief commented that "MPI tried to work with what we had and they did not use pressure of any kind to enforce their way." (This was the department whose MR project concentrated on records and information.)

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* Although this is an extreme case, compared to the other projects carried out, it accurately reflects the chief's report that two MPI staff members spent at least three months full time. Most of this time was devoted to transcribing and analyzing by hand information from the records of the department.

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E. IMPACT OF MPI PROJECT

The impact of these four completed projects varies extremely widely. In one instance there was absolutely none; in the three other instances, we conclude that there were significant changes in the police department which can be fairly attributed to the carrying out of the MPI TA project. The reason for the differences between the two extremes is worth noting: the extent of impact, when MPI-recommended changes involve additional costs, is not up to the police department alone; approval of the town Board of Selectmen is also required.

Let us first discuss the one case where there was no impact. In this instance, the chief had believed a long time that he needed additions to his force, had asked the Board of Selectmen for them, and had been refused. The MPI report, which recommended an increase of about 25% in the force, was similarly not acted upon by the Board of Selectmen, in spite of the fact that MPI discussed their findings, conclusions, and recommendations with both the Board of Selectmen and the Finance Board of the town.

In this instance, MPI also recommended changes which did not depend upon additional manpower or funding. In spite of this lack of resource constraints, the chief, evidently discouraged by nonacceptance by the Board of Selectmen of the key recommendations, has not acted to implement those recommendations.

A "success story" on the other exteme contrasts with the previous instance. As in the previous instance, the Chief, whose manpower had been reduced, had unsuccessfully asked the Board of Selectmen for increased manpower. MPI recommended almost doubling the police force and included in its report an estimate of the costs of this, the costs of some additional police vehicles and a floor plan change, and even the expected increase in the town's tax rate. The Board of Selectmen largely "bought" the MPI recommendations, adding $90,000 per year to the police department's budget and allocating a significant increase in the number of patrolmen, one detective, two additional cruisers, a new radar, and a remodeling of the station.

MPI estimated that the clearance rate of Index Crimes for 1972 and 1973 in the department had been less than 5% each year. When we interviewed the chief, he asserted that the clearance rate has risen to 63%.*

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* To quote the MPI report for this town, "One universally accepted method of ascertaining the investigative effectiveness of a police department is by use of clearance rates of Index Crimes (Part I Crimes). The police clear a crime when they have identified the offender, have sufficient evidence to charge him, and actually take him into custody. [Crime clearances] are also recorded in exceptional circumstances when some element beyond police control precludes placing formal charges against the offender."

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Similarly, during the period before the study, MPI found a Traffic Enforcement Index* of 4.3. At the time that we interviewed him, the chief stated that this Traffic Enforcement Index had risen to 15.7.

In the other two instances covered, impacts on the police department were tangible, and rank between the two extremes in their significance. In one instance, the MPI report recommended two additional people for the police force, one of them for a slot that already existed but had never been filled. Because of factors evidently beyond the control of the police department, neither has been permanently filled, although one was for a period of time. Major MPI recommendatie as relating to the chief's delegation of responsibilities to his sergeants and additional training for the sergeants and patrolmen had not beem implemented at the time of our interview; we were told that the police department plans to implement them. There were improvements in record keeping procedures, with more work, but of a simplified nature, that enabled crossreferencing and more efficient finding of desired information. The other instance, in which the project was re-oriented toward record keeping, has been commented upon extensively above.

F. CLIENT SATISFACTION AND WILLINGNESS TO PAY FOR MPI SERVICES

As already indicated, all of the chiefs interviewed were pleased with what MPI had done for them. (Some of them had benefited from instances of MPI TA in addition to the MR projects.) We asked them whether they would have been willing to pay for the TA they received, giving them a fairly realistic estimate of $8,500 for an MR study. Three indicated that they would have; one would not have. But when we asked whether they thought that their towns would have approved this budget expenditure, all anwered in the negative.

G. SUMMARY AND CONCLUSIONS

Provision of TA in manpower resources is a project area in which MPI has accomplished considerable impact. It is important to note that the impact of an MR TA project depends upon what economists call a production function. The first element in the function is the professional competence of the work done by MPI. The second element is the acceptance of

*The Index is a ratio, in which the numerator consists of the number of hazardous moving violations with penalty plus one-third of the number of warnings or notices of violation. The denominator consists of the number of personal injury (including fatal) accidents. The MPI report states that "Experience indicates that in order to keep serious accidents to a minimum, the Enforcement Index should be between 15 and 30... A very apparent weakness in Traffic Enforcement Activity was a factor which could not be ignored in the assignment of sufficient personnel to cover work shifts and was, therefore, taken into consideration in determining the final manpower requirements.

75

recommendations by the police department. (Both these elements are
factors in the impact of any TA project, MR or other.) The third ele-
ment, necessary for impact of many recommendations of an MR TA, is
acceptance by the Board of Selectmen. This happens because many recom-
mendations depend for their implementation on the allocation of funds
by the Board.

If any of the three elements in the production function is lacking, the
product is zero: no impact. Only the first element is under the direct
control of MPI. They may, and do, try to influence the other two. But
it is possible, and indeed happens, that MPI can do a fine professional
job, work closely with the Chief of Police, and present their findings
and conclusions persuasively to the Board of Selectmen, and still find
one or both of the latter two parties unwilling to implement recommenda-
tions and allow the project to have an impact.

In the situations that we examined, all three factors in the production
function were typically present, and we were able to document major
impacts.

A box score on impact of the four MR projects covered reads as follows:

Number of Depts.	Impact	Comments
1	None	Selectmen did not accept recommendations.
		Chief did not implement recommendations under his control.
1	Very high	Selectmen accepted recommendations.
		Major increase in resources.
		Major improvement in clearance rate and Traffic Enforcement Index.
1	High	Project requested as afterthought.
		Selectmen accepted some of recommendations.
		Some increases in personnel.
		Improvements in record keeping.
1	High	Re-oriented to records and information.
		All recommendations implemented or about to be implemented.
		System has brought direction to the department, operations are smoother.
		Chief is better informed.

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X. TECHNICAL ASSISTANCE IN PERSONNEL MANAGEMENT

A. PURPOSE AND BACKGROUND

Our objective was to evaluate the impact of the MPI in providing a standardized type of personnel folder to police departments, with the benefits of reduced cost through quantity purchases and group training in seminars concerning use and applications.

Three departments were randomly chosen from a list of those which had received Personnel Management (PM) TA from MPI. In addition to the general interview with the chief (Instrument 1), questions were compiled to be asked of the personnel administrator (Instrument 4).

Within this project, MPI included guidance and procedures relating to the maintenance of motor vehicles within the department, since this was a topic which could be discussed during the training seminars and standardization could be provided. Specific questions on this topic were included in the personnel questionnaire, for responses by the individual having responsibility for records of vehicles. However, in all three departments, because of limited staffing, the chief responded to all questions as having the sole responsibility, and most extensive knowledge, in all these areas.

Two of the chiefs had been police officers for many years. The third had held the position of department administrator for only a short time, but had been associated with the department and with the subject of personnel records for a long time. Two of the departments had very few officers; the third was more than twice as large, still a "small" department, but needing files for additional personnel. Folders were provided for auxiliary officers in one department, but the phasing out of a large number of special officers for stores foreshadowed changes in status and in the processing of personnel records for them. Another chief planned future expansion of personnel folders to cover auxiliary officers under a program already started.

These departments were in communities at approximately the six, eight, and twelve thousand levels of population. Two were about thirty square miles in area, and the third only about fifteen; hence all could be considered small departments, with few personnel.

Two of the departments came under a personnel evaluation system used for all town employees, not specifically attuned to law enforcement, but the third had no evaluation procedure.

B. PROBLEM IDENTIFICATION

The personnel forms and procedures provided by MPI address themselves
to a problem whose importance becomes more obvious in the training pro-
vided and related discussion, than weighing heavily on police administra-
tors in small communities. As a step towards overall improvement of
departments, appropriate for on-site training at MPI, the problem identi-
fication can be said to have originated with MPI, and to have been pub-
licized by that agency. All departments had some forms, orders and
correspondence relating to personnel, in jackets bearing the person's
name or filed under subject heading.

C. SELECTION OF MPI

In this type of TA there did not seem to be any major competition, since
the departments did not represent a market for sizable sales of forms or
services. Two chiefs turned to MPI for this TA after announcements and
discussion at meetings of the MCPA, one of these having kept abreast of
MPI progress from its inception. The third chief learned about this TA
from MPI correspondence and then made his own further inquiries. All
three departments had completed another MPI TA project prior to request
for the PM project. This increased their propensity to turn to MPI for
TA in PM.

All three turned to MPI because of the benefits to be derived at very
low cost. One interviewee had strong remarks about the high prices
charged by police consultants. Responses indicated that the informal
discussion of personnel matters in a seminar at no cost, and providing
combined purchasing when only a few copies of personnel forms were needed
for each department, made this simple project attractive.

D. MPI PROCEDURE

MPI described this TA project as assisting the police chiefs in estab-
lishing a personnel management system, providing forms and procedures,
with due consideration for existing rules and regulations, collective
bargaining agreements, civil service or other town government require-
ments, and any local procedures.

The Personnel Folder Package was to include employment application,
emergency information sheet, health questionnaire, and forms reporting
formal education, police training, vacation and sick leave, and equip-
ment issue. It could include performance evaluation forms and provide
guidelines for use.

The PM project is distinguished from the RR project, but MPI in brief-
ings and literature indicates desirability of RR, including updated job
descriptions, as a prerequisite. Attendance at MPI workshops must pre-
cede delivery of the packets. A full day training session is specified,

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with allowance for travel time, but one chief stated he had attended a half-day seminar. From description of what took place by the chiefs interviewed, it appears that the topics covered are fairly consistent, but the length of time devoted to each by MPI staff seems to vary depending upon the number of attendees and the volume of questions and comments during the informal meetings. The informality of the discussions among qualified technicians and receptive chiefs appears to be a hallmark of MPI, and being used effectively. It is possible that the types of counsel, guidance and/or training in the PM seminars may not be quantitatively or qualitatively comparable or consistent for different sessions or different attendees.

The interviews substantiated that training sessions present information on necessary background data on applicants and the elimination and selection processes. Proper records before and after hiring were discussed. The complicated provisions of perference or discrimination, periodic evaluation and promotion, commendations, and disciplinary actions were covered at length, citing actual cases and experiences. Interviewees commented on the value and appropriateness of guidance in consideration of minorities, collective bargaining, performance review and evaluation, and all types of personnel problems faced by the small-town Chief of Police.

A small amount of time is allocated to records of motor vehicles relating to cost analysis and budgeting, including trade-in factors. One chief stated that the session he attended included no coverage of this topic, but he was using the forms and procedures, and was not critical of any neglect in the training. MPI either sends the personnel packets or delivers them at MCPA meetings.

E. MPI STRATEGY

From a practical as well as a cost viewpoint, this basic project can be pronounced well-chosen, based on the acceptance and satisfaction of the chiefs interviewed. In total records systems MPI must provide individual, on-site study and guidance, and cannot overlook deficiencies encountered, even though not claiming tremendous improvements. Response indicated that MPI did not have to belittle limited collections of data on personnel as they existed, but could point to ideas and suggestions from which obvious through undramatic improvements could be realized, and the help was appreciated.

The seminar approach to PM was described by the chiefs as a productive, welcome exchange of ideas, rather than a formal training session.

From material received after this evaluation project was begun, not encountered in the three departments surveyed, we conclude that MPI has continued to make progress and develop its PM procedures. MPI's evaluation forms will tend to disclose minor problems in this and other problems. Follow-through, not requiring a separate heading for this TA,

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will be possible without formal visits, and any problems or ideas will surface in mailed evaluation questionnaires and discussions at other types of meetings or individual correspondence.

F. MOTOR VEHICLE RECORDS

Reflecting both procedure and strategy, MPI included this topic as a concern of the chief, not warranting gathering of lower-ranking administrators for the single, limited discussion of vehicle maintenance. Those interviewed had to recommend purchase of new vehicles at appropriate intervals, as well as prepare adequate budgets for maintenance, but the number of vehicles in no case was large. Daily records were completed by officers and recorded by someone other than the chief, but he was the person most familiar and making decisions in these small departments.

G. IMPACT

Two of the departments cited delay in delivery of forms; in one case, it was clearly outside the control of MPI, involving a confusion of addresses which continually plagues the department.

Two of the departments contacted considered the project incomplete because the folders had not been implemented for all personnel at the time of interviews, so no type of "impact" was identified or to be expected. In the other case, we found no evidence that the information in the folders was used in ways that reflected changes in the department.

Reference was made by some chiefs to the concern and interests of the Town Personnel Board in personnel management in the police department. The project carries out functions which could intersect with the responsibilities of these Boards.

Another form of impact concerns the vehicle cost module. While not actively sought by the departments, it appears as an "extra" that two of the departments now use. Both these departments had a form for recording vehicle costs before, but both gathered information and applied formulas from MPI recommendations which resulted in changes in their vehicle turn-in policy, with documentation for budgetary submissions.

One type of "impact" could be termed a "spin-off" from MPI's TA. An interviewer evaluating a different department on another type of TA learned that the department has already copied the MPI PM forms and procedures from a neighboring department and has used them in accordance with MPI principles, without MPI being aware of it. While lacking the complete discussion provided by the MPI seminars, the chief of this department has gained an insight through contact with his nearby chief for guidance. Small departments must practice all types of economies, and copying a good idea is one of them; it constitutes a valid form of

80

endorsement. MPI should further stress the value of attendance at PM seminars, even for informal discussion, so that the standardization will not be lost or circumvented.

H. SATISFACTION

The three chiefs expressed satisfaction with MPI on this type of TA and in its general approach to problems. One did not identify impact because he was still compiling the personnel folders, but proudly displayed a completed one. Praise was given MPI for the promised availability to aid if problems arose in future applications of PM. From the three interviews and others we know that some chiefs had recommended this project to other chiefs. Those questioned about what they would have done if MPI had not given this TA said they would have lived with existing procedures or worked out something on their own, but MPI has offered something that is needed and had not been provided by others. The forms and procedures might be simply copied by PDs, but upkeep would require a continued interest in current personnel problems, and MPI should have a complete list of users in order to provide backup TA.

I. SUMMARY AND CONCLUSIONS

Without tangible direct impact, this small activity provided some administrative improvement and augmented confidence in MPI. The budget reallocations, change in priorities, and redistribution of personnel eventually required at MPI may require adjustment or phasing out of this type of TA, perhaps because of its very simplicity and the fact that a department could copy the main features without enlisting MPI support. However, the interviews did corroborate the importance of seminar-type discussions on the problems of small-department chiefs, with shared experiences related to elected officials and unions as well as departmental personnel. Even if the basic packets are distributed without related training seminars, or the project area loses its identity by blending into Manpower Studies or other TA projects, we believe that it will retain acceptance by Chiefs of Police.

A box score on impact of the three PM projects covered reads as follows:

Number of Depts.	Impact	Comments
2	Low	Folders not completely implemented.
		One department changed vehicle turn-in policy.
1	Low	No tangible effect of personnel policies and procedures, i.e., use of information in folders.
		Changed vehicle turn-in policy.

81

XI. TECHNICAL ASSISTANCE IN MUTUAL AID AGREEMENTS

A. PURPOSE

Three departments were randomly selected from those which MPI identi-
fied as completing a Mutual Aid Agreement (MAA) project in order to
evaluate the impact of TA in the MAA project area.

B. PROBLEM IDENTIFICATION

The requests for MAA from two departments were initiated for the same
reason: a Mutual Aid Agreement would legally protect their towns when
responding to requests for or receiving police services from another
town for emergency purposes. Both expressed concern over the possibility
of situations in which members of their department or the town could be
sued for actions during performance of police services in towns where
they did not have legal jurisdiction. These two departments perceived
the MAA as a device to be used only for emergency situations which their
usual manned patrol forces could not respond to or control adequately,
i.e., large crowds of juveniles or major catastrophes. In these situa-
tions, it is standard practice for neighboring towns to provide assis-
tance to one another, upon request.

The third department which requested MPI assistance in drafting a MAA
was also concerned with the legal jurisdiction question, but their objec-
tive was quite different from the two towns above. This department was
concerned over narcotics trafficking in the area, which has been increas-
ing rapidly for eight to ten years. The surrounding departments had
tried informally to trade personnel and pool "buy money," but had run
into problems because of differences in attitudes, policies and pro-
cedures with respect to the drug problem. This resulted in a loss of
control in a number of drug cases when they moved across jurisdictional
lines. One department wanted to establish a separate unit with multi-
jurisdictional authority to deal with the problem more effectively. The
MAA appeared to be the proper vehicle for achieving this goal.

C. SELECTION OF MPI

The agencies from the above three groups requested TA in developing
Mutual Aid Agreements by formally writing for such assistance to MPI.
They believed that MPI was the type of organization that could best
provide special expertise in developing a Mutual Aid Agreement, while
taking into consideration the unique needs of their departments and
towns.

83

D. MPI PROCEDURE

In two cases, MPI developed and delivered Mutual Aid Agreements which took into consideration the specific needs and legal concerns of each department. MPI accomplished this through a series of meetings with prospective signatories. During these meetings, staff members from MPI explained the type of TA which they were capable of providing in assisting the interested towns in developing Mutual Aid Agreements. These meetings also provided the opportunity for the chiefs to voice questions and have direct input into the drafting of the MAAs for their respective town.

E. IMPACT

One of the towns has successfully implemented the MAA within the department by establishing written policies and procedures governing the use of MA when responding to or requesting assistance from other signatories of the Agreement. This town has successfully used the agreement on two known occasions with satisfactory results. This department expressed confidence in the agreement because they now have a legal document which protects all parties concerned in the event of any law suit. It further clarified the financial responsibilities (such as salaries), injury to officers, and the authority of such officers when providing assistance.

The other department which had the MAA signed and accepted by the town, was evidently the only town which had done so. Thus, no impact was possible yet.

In the third case, the type of MAA which MPI developed was considered a standard type of agreement although MPI did incorporate some specific items into the MAA upon the request of a department. However, the MAA was never signed because the prospective participants in the MAA had not adopted Massachusetts State Law Ch. 40, Section 8G, the adoption of which is required prior to entering into the MAA. One of the prospective signatories within this MAA compact expressed displeasure that MPI did not develop or pursue an alternative method for adopting an MAA, but we are uncertain whether alternative methods for developing an MAA exist, which satisfy applicable Massachusetts State law. Another reason why the agreement was never signed is that several of the prospective signatories also objected to the financial implications of the MAA.

F. MPI FOLLOW THROUGH

In the latter two cases, after MPI had completed and delivered the MAA Agreement, it made no follow-up or inquiries with the prospective signatory departments to find out whether the agreement had been accepted by all of the other signatories to the Agreement. Although MPI had delivered everything they had outlined in the Program document in regard to this project, the lack of follow-through may have contributed to the absence of impact.

84

G. SATISFACTION

Two chiefs expressed satisfaction with the MPI staff that worked on these projects with them. They stated that MPI had provided a valuable service to their towns in developing the Mutual Aid Agreement and at no cost or expense. Both believed that an MAA was a very necessary and valuable management tool, removing the legal concerns present in its absence. Even though one department did not have signatures by the other towns within the compact, the chief was hopeful that adoption would occur in the future.

H. SUMMARY AND CONCLUSIONS

In both the signed and in-process cases, MPI provided the TA as outlined in their Program. These towns expressed satisfaction with MPI's high level of professional expertise in developing these Mutual Aid Agreements for their towns. But even in the case of the group that signed an MAA, there was no tangible impact. Mutual aid was provided among them, but this was only a continuation of existing practices. The only new element was the satisfaction that (1) possibilities for law suits were averted, and (2) that clear and mutually acceptable provisions for financial responsibilities and authority were spelled out.

The group which withdrew their request had not adopted the necessary enabling legislation, M.G.L.C. 40 S. 8G. We are not convinced that MPI should be criticized for not pursuing alternative methods of implementing the MAA.

The one major problem that does exist is the requirement for total adoption and implementation by all parties to the Mutual Aid Agreements. This could be rectified by implementing the recommendation below.

A box score on impact of the three MA projects covered reads as follows:

Number of Depts.	Impact	Comments
1	Low	MAA signed by all towns.
		No change in provision of Mutual Assistance.
1	None	Only one prospective signatory has signed MAA.
1	None	No town signed the MAA, because towns refused to conform to legal requirements for MAA, and because of some reservations about its financial implications.

I. RECOMMENDATION

We recommend that MPI include as part of this project a liaison staff
member to assist in following up prospective signatories to the MA
Agreement. This MPI staff member could serve as an overall coordinator
to deal with particular problems that a town may have in implementing
the total Mutual Aid Agreement with other signatories. It would also
help insure successful implementation by all departments.*

---

* MPI has responded as follows to this recommendation: "Presently, one
  staff member is assigned to each Mutual Aid Region. Responsibilities
  include not only meetings with chiefs and municipal officials (select-
  men, city council, town counsels, city solicitors) to assure the pro-
  duction of an acceptable contract, but also assisting in coordinating
  the signing and distribution of finalized agreements. It is beyond
  the scope of M.P.I. services to become involved in assuring adoption
  of MGL c.40, s.8b by the various town meetings or city councils.
  This is the single largest reason for delay in implementing the
  agreements."

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XII. COMPARISON GROUP

A. PURPOSE

In order to form some judgments on the services MPI provides to the Commonwealth's police departments in comparison to services which other technical assistance or consulting delivery mechanisms provide, we chose a sample of five cases (Group C) where it seemed that the problem(s) around which assistance centered or was planned to center were as closely matched as possible to the problems addressed by MPI TA.

The targeted problem areas we addressed, using methods of data gathering similar to those employed in assessing MPI's TA, included Manpower Resources (MR), Rules and Regulations (RR), and Records and Information (RI). In order to provide anonymity of the police departments that assisted us in this endeavor, we have avoided listing the other "delivery mechanisms." They did, however, range from National Law Enforcement Assistance Administration Technical Assistance to management studies of criminal justice agencies by established consulting firms. They were conducted between 1970 and 1976.

The following analysis of the data gathered is exclusively judgmental because:

(1) Findings and conclusions are based on only five data points.

(2) Lack of current data. The most current applicable studies were utilized in the sample selection, but these include studies as far back as 1970. Detailed data for these studies were often unavailable.

(3) The approach and the product were very dissimilar from those used by MPI. In all cases, the aspects of studies which covered an area (e.g., Rules and Regulations) similar to an MPI project area were portions of broad management studies. It was difficult to ascertain the effect of one portion, as separated from the effect of other portions. It was also not possible to make cost estimates of one portion.

(4) It is very difficult to evaluate the impacts of studies that took place as much as six years ago.

87

B. PROBLEM IDENTIFICATION

As with the Experimental (A) and Control (B) Groups, the Comparison Group sought assistance for problems that had been plaguing their police departments for a period of time. However, in the majority of the Comparison Group instances, the request for assistance was initiated by the city/town governing officials. In all comparison cases, it was felt that the studies were generated to document problem areas that were already known.

The documentation of the problem areas was, in turn, used:

(1) for an overall professional assessment of the city/town police deaprtments; and,

(2) to effect significant changes in the police departments' personnel or operations.

The comparison studies covered many problem areas. They were requested for problems which it was believed could not or would not be solved internally. In contrast, MPI delivers assistance on a specific problem area and only upon request of the police chief.

C. CONSULTANTS' *MODUS OPERANDI* AND STYLE

The comparison group consultants generally talked with numerous personnel within the police department and, more often than not, included observation (ride alongs) and records search. On-site visitations lasted from two to four days for National Contract LEAA-TA, to three to four weeks for comprehensive management studies. It was generally agreed that the consultants understood the peculiarities of the department with which they were working and that the recommendations made were for the most part germane to the police department. There was, however, a definite resistance noted in all comparison cases to a small portion of the consultants' recommendations, in that they were considered not applicable to their particular departments.

All comparison consultants were liked by the respective police chiefs, who felt the consultants were generally knowledgeable and had the background and experience necessary to provide professional assistance.

Those departments capable of comparing the Comparison Group's style to MPI's style offered the following comments:

"MPI is more tuned to Massachusetts police departments' needs and operations."

"MPI is a completely different type of operation; they understand police work and become completely involved with your problem."

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"Style is the same; a survey is a survey. MPI couldn't
do a better job. MPI would not point out the problems."

The Group C consultants' reports included both general and specific
(detailed) recommendations. MPI assignments limit themselves to spe-
cific (detailed) recommendations. MPI assignments limit themselves to
specific recommendations, which not only tell the department what to do,
but describe in detail how to do it.

D. IMPACT OF COMPARISON GROUP'S CONSULTING SERVICES

1. General

Similar to MPI TA impact, the impact of recommendations made by the
Comparison Group consultants ranged from none to significant. The
recommendations were accepted by the departments on a selective basis.
For instance, one report listed 135 recommendations, of which 107 were
implemented. The remaining recommendations were considered by the
department as unrealistic. Another report listed 10 general recommenda-
tions and 20 specific recommendations, of which only 1 specific recom-
mendation was implemented. The reason for wide variance in the accep-
tance and implementation of the Comparison Group's recommendations is
similar to the wide variance found in the acceptance and implementation
of MPI's TA recommendations; the acceptance and implementation of the
recommendations in either case are affected by a myriad of phenomenon
that differ by department and by each recommendation submitted by a
consultant.

It would be a colossal task to account for the "why (not) and wherefore"
of each recommendation's implementation for each individual department.
However, examples by project area, comparing and contrasting MPI's prod-
uct impact to others' product impact, offer some illumination into the
similarities and/or differences between the two products' impacts. It
should be noted that, while MPI's TA is specific to a predetermined
problem area, the Comparison Group's assistance was usually more general
or covered many areas. For instance, one consultant of the Comparison
Group recommended that the department should implement a centralized
records system and that the records system developed by MPI was the
most appropriate with which to begin. Another consultant from the
Comparison Group cited the MPI RR manual developed for the department as
an excellent base from which to develop a comprehensive set of rules
and regulations. Apparently, the RRs for the department were never
implemented; but the consultant found them, in general, to be potentially
useful. For example, the MPI manual stated that the department members
will conform to uniform policies established by the department, but the
department had no uniform policy. It was the consultants' recommendation
that MPI's RRs be made more specific and tailored to the department.

89

These studies also provide insight into the previously-mentioned myriad of phenomena that can affect the impact of assistance given to a department from any source. For example, the litigation in Project 3 prevented extensive impact. In one case, selectmen called in a consultant because they believed that the department was not functioning properly and wished to improve its performance; this was the case where we believe that significant impact occurred. In another case, Selectmen called in an outside consultant without the knowledge of the Chief of Police. He therefore never accepted the contents of the report, reducing impact of the study. Finally, our definition of "impact" is not necessarily what the initiators of a study had in mind. One study was used to provide the framework for appointment of a new police chief from outside the department.

The following are examples of Comparison Group impacts by project area and study.

2. Manpower Resources

Project		Impact on Area
1	The study was hampered by lack of time and readily available data. Study conclusions were similar to the following example:	limited

> By reorganizing the police department, revising procedures, and training police personnel, the present authorized number of police employees should provide adequate staff to meet the city's/town's present police needs.

Recommendations in the manpower area were similar to the following example:

> Dispatching currently requires the services of officers around the clock. Such activities could be transferred to civilians.

This study was virtually limited to documenting known problem areas and confirmed the departments' preconceived solutions. The study probably served as an impetus to implement some of the recommendations on a selective basis.

Project		Impact on Area
2	The study was hampered by time and lack of available data such as crime rates, reported offense clearances, etc. Study conclusions in the manpower area were centered on problems with foot beats, cruiser assignments, and school crossings. Recommendations made in the manpower area have not been implemented. All but one of the studies' recommendations are in a state of limbo for a variety of reasons.	none
3	The study was comprehensive and determined that the department had insufficient manpower in several areas. The study documented the already-known need for additional manpower and assisted in obtaining additional personnel. However, the consultant was late in delivering the report, prompting legal action on the part of the municipality. The delays in delivery and legal actions distracted attention from the substance of the recommendations when the report was delivered. The study did provide documentation of known problem areas and perhaps served as an impetus to implement some of the recommendations on a selective basis.	limited

In Chapter IX, we found MPI TA in MR (manpower resources) had virtually the same degree of spread in impact although the distribution tended to be on the side of high impact. But because of the small number of data points in both samples, and because of the lack of control over the conditions under which consultation was carried out, we must conclude that the impacts of the two delivery mechanisms (MPI TA vs. other assistance) on police departments were essentially the same, in regards to problems in the area of manpower resources. We did not evaluate the quality of the assistance given, so comparison cannot be drawn on who has given better recommendations.

3. Rules and Regulations

Project		Impact on Area
4	A comprehensive management study that provided model rules and regulations for the department to use as a guide in revising and improving their existing rules and regulations. A concerted effort was made in implementation.	significant
5	A comprehensive management study that provided model rules and regulations for the department to use as a guide in the revision and improvement of existing rules and regulations. No implementation was accomplished.	none

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In Project 4, where we labeled impact to be "significant," we have done so conditionally. We were unable to obtain the rather extensive and detailed data on the impact of rules and regulations from the variety of sources that we had from the Experimental Group (A) due to the passage of time and change of personnel that had occurred over the five to seven years from the date that the study was conducted. We termed the impact significant because the study also included recommendatins that the department adopt a system of control through inspections and that they should develop checklists (illustrated in their study) to assist in the line and staff inspection program. (Project 5, with no impact perceived, also suggested similar methods to assist in implementing RRs, but they were not used.) In Project 4, the department formed an implementation committee that evaluated recommendations, assigned priorities to each committee-approved recommendation, and established deadline dates for implementation. The consultants were called back a number of times to provide advice and assistance in the implementation of their recommendations. In our judgment, this program of implementation would have assured some significant impacts.

The impact as a result of assistance with rules and regulations from consultants within the Comparison Group varied between the two examples quite similarly to the impact found in MPI's TA for RR (rules and regulations). The impact in the MPI RR projects tended to be distributed at the low end of the continuum. But for the same reasons as in the previous section, we cannot say that the two sets of impacts differed significantly.

4. Records and Information

Projects 4 and 5 include components on Records and Information (RI) systems. The impacts of these two studies on Records and Information systems is the same as that just stated for Rules and Regulations; it varied by department.

E. SUMMARY

In our judgment, the Comparison Group data indicates that, although there is little comparability in the delivery mechanisms of MPI TA (Experimental Group) vs. other sources of assistance (Comparison Group), the degree of impact of the recommendations on individual departments is dependent on a variety of internal and external reasons particular to a police department and does not differ significantly between the different sources or types of assistance.

XIII. ANALYSIS OF COST-EFFICIENCY OF MPI OPERATIONS

A. PURPOSE

The objective of Task 5 was to assess the cost-efficiency of MPI oper-
ations--that is, whether MPI operations have been performed for the
lowest feasible costs. Thus, we sought answers to the following ques-
tions:

- What are the operational cost trends which MPI has
  experienced?

- For the major cost elements, are expenditures in
  line with accepted good business practice?

- Is there evidence of an effort toward cost-reduction,
  as reflected in MPI administrative and operational pro-
  grams and planning methods?

The detailed description of method and of findings is contained in our
Task 5 interim report: Massachusetts Police Institute--Assessment of
Cost-Efficiency, submitted as Attachment 1 to this report. In this chap-
ter we will show only the highlights of our conclusions and recommenda-
tions.

B. CONCLUSIONS

On balance, we give MPI good marks for an efficiently run organization.
We find major strengths in executive and supervisory management systems,
beginning with concrete goals for each project area and including super-
visory attention to project progress, scheduling, and accomplishment.
MPI evidences generally sound office and administrative practices and
has shown a continued interest and investment in improving efficiency
and controlling costs. The search for reducing new projects to practice
without "reinventing the wheel" is worthy of special note. MPI's declin-
ing unit cost trend for its major product--Rules and Regulations--provides
evidence that the above policies and practices have had a positive effect
on staff productivity.

MPI's choice of location has been beneficial in terms of both costs and
effectiveness. In terms of effectiveness, its offices are close to the
intersection of Routes 90 and 495 (in fact within less than a mile of
an exit from Route 495) making MPI easily accessible from all parts of
the state and located close to the population center of gravity of the
state. MPI's cost per square foot of space ($5.25) implies a saving of
$2 - $4 over comparable space in suburban Boston and is about half as
much as comparable space in center-city Boston. With about 4,000 square

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feet of space used, this implies a relative savings of between $8,000 and $16,000 a year.

Salaries in professional and nonprofessional categories seem appropriate to the organization and the kind of work portrayed in job descriptions.

MPI's direct labor costs have ranged from about $20 to about $25 per professional hour, which compares very favorably with costs for similar organizations. Staff utilization has been high, with less than 3% for illness or absence. The fact that MPI has its own internal printing operation saves between $6,000 and $7,000 a year. However, their leased auto fleet has resulted in annual costs of about $4,000 more than alternative arrangements would indicate. They are phasing out the leased autos, in favor of using the cars of staff and paying mileage.

There are also areas where MPI may continued to improve. We believe there are opportunities to cost reduce projects further through selective use of consultant time, setting deadline dates for completion of interim project tasks, and analysis of project work plans to remove all unnecessary steps. Also, MPI should use some form of before-the-fact cost/benefit analysis for major purchases to ensure that the resulting decision will provide the most cost-effective solution. Finally, MPI should implement a more rigorous time recording system, especially if it is to manage grants from more than one agency and sell its services.

C. RECOMMENDATIONS

Based on the above findings and conclusions, we recommend the following steps to strengthen MPI:

- Establish a more formal time reporting and cost allocation system (see Attachment 1 for suggested format and detail) for purposes of project pricing, cost control, and separation and justification of staff time on various grants.*

- Investigate further opportunities for project cost reduction including:

    - Selective use of consultant time**

    - Flow charting project work plans and analysis of streamlining possibilities***

---

* MPI responded that they "welcome this suggestion and have implemented it."

** MPI responded that "we do not expect to be able to reduce our use of consultant time."

***MPI responded that "these are all good suggestions that we will implement."

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- Increasing seminars and MPI meetings for multiple clients*

- Setting specific deadline dates for project tasks and integrate these into the scheduling system*

- Creating project time and cost budgets to be used in managing individual assignments.*

- Investigate further opportunities for overhead cost reduction including:

  - Reducing the frequency and duration of "staff days"**

  - Establishing a ceiling on staff time charges to general overhead (nonproject) accounts***

  - Avoiding excessive consultant time at MPI head-quarters.***

- Develop the capability to perform cost/benefit analyses and use this tool in advance of major fund commitments to ensure cost-effective decisions.****

---

*   MPI responded that "these are all good suggestions that we will implement."

**   MPI responded that "we do not feel we can give up this opportunity every 2 weeks for the staff to confer with each other and for clients to come to M.P.I. for meetings."

***   MPI considered these "good suggestions."

**** MPI "will begin to do these whenever possible."

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XIV. CONSIDERATION OF FUTURE ACTIVITIES FOR MPI

A. INTRODUCTION

As discussed earlier, the present MPI program involves a standard set
of services. Setting aside the question of future financial support
for MPI, it is clear that MPI has the potential to move beyond its
present range of services and into other areas of assistance to police
departments. One of the few criticisms of MPI during our interviews
came from a police officer who asked, "Why doesn't MPI ask (police)
departments for input about what their needs are, rather than imposing
a limited range of services on departments?"

B. SUGGESTIONS OF POLICE CHIEFS

When asked in what additional ways MPI could be useful to them, police
chiefs responded with the following categories of suggestions:

1. General Expansion

- obtain additional funding;

- recruit more staff to provide more of the same kind of
  services;

- expand into new areas of service (unspecified);

- actively seek out police departments which might need
  help rather than wait for requests;

- do not limit MPI contact to police chiefs, but include
  all police personnel in their mailing lists and provide
  assistance to the entire department. This would help
  broaden MPI's base of support as well as acquaint them
  with the officers they will be working with in the future
  as police chiefs. Also, all police officers need their
  assistance;

- seek out innovations around the country and expose them
  to Massachusetts chiefs of police.

97

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2. Training Suggestions

- provide standards and a program for training of policemen (in conjunction with the Massachusetts Police Training Council);

- provide instruction in the handling of rape cases;

- provide instruction in when and how to use weapons;

- provide training in proper driving habits;

- provide specialized training in areas of immediate but temporary concern (such as drug abuse);

- prepare guidelines on how police departments should conduct in-service training;

- prepare legal training bulletins for officers in the field on recent court cases and laws;*

- provide training to police officers in courtroom and prosecution procedures.

3. Other Suggestions

- develop an Executive Management team to work with all new police chiefs to orient them to their new responsibilities;

- develop more frequent opportunities for the exchange of ideas among police chiefs;*

- become a clearinghouse for new ideas of interest to police chiefs;*

- collect data of interest to police chiefs;

- provide assistance in obtaining grants;*

- develop a guidebook for uniform arrest, search, and seizure procedures;

- provide information and assistance in building new police stations.

---

* MPI does this now.

98

- act as a nucleus for regionalization; their help in standardizing departments makes regionalization easier. Further than this, they can act as a catalyst for setting up regional groupings which would agree to share personnel and equipment. The same chief who suggested this commented that he understood the difficulties involved in implementing any regionalization.

- develop guidelines concerning police contact with the public;

- develop recommendations for the Legislature concerning procedures for hiring policemen and recruitment standards;

- move away from close association with the Massachusetts Chiefs of Police Association (MCPA). Although it is valuable for the MPI to be associated with Chiefs of Police as a group, an organization which is more representative of Chiefs of Police would be a more useful associate of MPI. The chief who made this suggestion was concerned that if a chief who is a member of the Board of Directors of MPI asks, e.g., for an MR study, that chief can put pressure on the MPI to provide the results the chief desires.*

While some of the above are clearly beyond MPI's current resources or authority, and others are, in fact, being done by MPI, these suggestions evidence a desire among police chiefs for MPI to become involved in other activities.

C. CONCLUSIONS

Of the possible areas for MPI to become more involved in, we see the following as particularly promising.**

- develop a TA program for new chiefs, on-site in their departments. This would involve identifying problems, helping to establish procedures, and easing the transition during the initial few weeks on the job.

---

* Our Task 1 report showed that, at least judged by one measure, MCPA members exercise no undue influence on MPI. The waiting time between request for a project and initiation of work on it is no different for MCPA members than for Chiefs of Police who are not MCPA members.

** MPI commented that "these are all excellent suggestions. As stated in the report, implementation will depend on the source and level of funding we receive in the future."

99

- develop and disseminate information about new ideas in police work from around the country which could be usefully applied in Massachusetts;

- expand MPI's mailing list and information services to all police officers unless specifically requested not to by a police chief;

- develop guidelines, handbooks, and information concerning routine procedures for small departments such as purchasing practices, budget procedures, equipment care, etc.

- develop and disseminate information about possible cost savings through the consolidation of services, joint purchasing agreements, regionalization, etc., for small police departments;

- organize conferences on selected topics of direct relevance to small town police departments.

- We have noted in Chapter IX the instance of an MR project carried out for a Chief of Police; then the Board of Selectmen and Finance Board of the town rejected the recommendations of the MPI report. It appears to us that MPI did all that they possibly could, under the circumstances, after they began the project, to implement it. However, we conclude that in a situation like this, it might be useful for MPI to discuss, before initiation, with the Board of Selectmen or the Finance Board or both, whether they would be willing to listen to the contents of an MPI report with recommendations for additional budget. At worst, such prior meetings would establish the futility of carrying out the project. (We document a case like this in Chapter V.) At best, such an approach would build an understanding among all the parties concerned from the beginning, involve two very clearly interested parties (the Board of Selectmen and the Finance Board) from the beginning, and smooth the way for acceptance of MPI recommendations. It might well mean that the Board of Selectmen, the Finance Board, or both, would be involved, at least in some monitoring capacity, during the course of the study. This might make the study execution less sensitive to the needs of the police department and more to the needs of the Selectmen and the Finance Board. Such a change might make MPI TA less attractive to Chiefs of Police, but concurrently more attractive to the town bodies.

- As a recommendation to MCCJ, we suggest that it carry out or sponsor a needs assessment to ascertain the needs of police departments. Information gained through this can be helpful, not only to MPI, but also in guiding other activities sponsored by MCCJ.

100

Obviously the extent of new activities will be affected by the source
and level of funding which MPI receives in the future. Several chiefs
suggested that MPI begin seeking more permanent funding from either
Selectmen or police chiefs so that their services would still be avail-
able when federal funding ended.

MPI has its own plans for the future, embodied in the formation of the
Municipal Police Institute, Inc. (MPI, Inc.) which will enable charging
for services. We are aware of some of these tentative plans, but have
not addressed them in detail, since they are outside the scope of the
project.

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APPENDIX A

LETTERS SENT TO CHIEFS OF POLICE IN SAMPLE GROUPS

Arthur D. Little, Inc. ACORN PARK · CAMBRIDGE, MA 02140 · (617) 864-5770 · TELEX 921436

Dear Chief of Police:

Your department is one of 25 chosen to represent departments in Massa-
chusetts to which the Massachusetts Police Institute has supplied tech-
nical assistance. In order to evaluate what the MPI has done, we want
to talk to people who know about it or its effects: you, other members
of your force, and (where a Rules and Regulations project or a Records
and Information project was carried out) to a member of the Board of
Selectmen.

We have prepared a set of interview guides for our field team. Each
interview guide (except that for the Chief of Police, which is more
general) lists topics that the team members will cover; the topics are
different for each type of project which MPI has carried out. In your
department, we will want to talk about the_____
project. The attachment shows the kinds of people we will want to talk
to. The ADL team member who contacts you will ask you to suggest people
on your force to talk with, and ask you to notify them that we would like
to interview them, provide a quiet room for interviewing, and set up a
schedule. All interviews will be voluntary.

All interviews and other information gathered in this study will be held
confidential in accordance with our established professional standards.
We will, of course, collate information gathered, and present this sum-
mary information in the reports, showing trends and general tendencies.
Note also that we are not evaluating police departments; we are evaluat-
ing MPI.

We look forward to finding out from you and some members of your police
force the facts about what MPI did for you, how they did it, and what
the effects have been.

Sincerely yours,

Anton S. Morton

Anton S. Morton, Ph.D.
Project Director

ASM:ad
cc: with attachments
    MCCJ
    MPI

Arthur D. Little, Inc. ACORN PARK · CAMBRIDGE, MA 02140 · (617) 864-5770 · TELEX 921436

Dear Chief of Police:

Your department is one of 15 which has requested but not yet received technical assistance in a Rules and Regulations Project from the Massachusetts Police Institute. As part of our evaluation of the MPI, we want to talk with you about your request, how it came about, and what you expect that MPI will do for your department. Naturally, we do not expect you to be able to tell us anything about what MPI has accomplished for your department, since they have not yet begun the project for you. (We will also be talking with the Chiefs of Police and other personnel of 25 departments which <u>have</u> received completed technical assistance projects from MPI.)

All interviews and other information gathered in this study will be confidential. Our reports to the Massachusetts Committee on Criminal Justice will <u>not</u> identify any individual or police department. We will, of course, collate information gathered, and present this summary information in the reports, showing trends and general tendencies. Note also that we are <u>not</u> evaluating police departments; we are evaluating MPI.

We look forward to a relatively short interview with you.

Sincerely yours,

Anton S. Morton

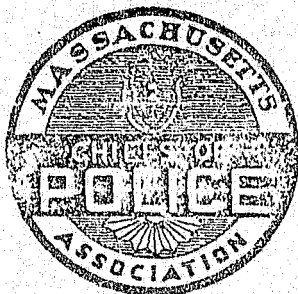Anton S. Morton, Ph.D.
Project Director

ASM:ad
cc: MCCJ
    MPI

IN UNITY THERE IS STRENGTH

August 4, 1976

Dear Chief of Police:

The Massachusetts Committee on Criminal Justice has engaged Arthur D. Little, Inc. (ADL) to perform an evaluation of the Massachusetts Police Institute (MPI).

The evaluation will include interviews of police personnel of selected departments that have received services from the Institute. The executive board of the Massachusetts Chiefs of Police Association has reviewed and approved the questionnaire that will guide these interviews.

We would encourage you to cooperate fully with the evaluation of MPI. The evaluation will provide valuable information about the accomplishments of MPI to all concerned.

Thank you for your cooperation.

Very truly yours,

Henry F. Maiolini
President
Massachusetts Chiefs of Police
Association

HFM:JF

RECEIVED

AUG 4 1976

COMMITTEE ON
LAW ENFORCEMENT AND
ADMIN. OF CRIMINAL JUSTICE

A-3

The Commonwealth of Massachusetts

COMMITTEE ON CRIMINAL JUSTICE

80 BOYLSTON STREET · SUITE 725-740 · BOSTON 02116

PROGRAM   (617) 727-5497
ADMINISTRATION (617) 727-4320
EXECUTIVE   (617) 727-6302

ROBERT J. KANE
EXECUTIVE DIRECTOR

August 4, 1976

Dear Chief of Police:

The Massachusetts Committee on Criminal Justice (MCCJ) has engaged Arthur D. Little, Inc. (ADL), a management consultant firm with considerable experience in law enforcement and evaluation, to carry out an evaluation of the accomplishments of the Massachusetts Police Institute (MPI). We believe that the best sources of information for the MPI evaluation are (1) the police departments to which the MPI has provided technical assistance and (2) those who have requested such assistance, but not yet received it.

Accordingly, ADL has used a random procedure to select departments from both groups; your department has fallen into this sample. A member of the ADL team will contact you soon to arrange interviews with you, members of your department, and (in some cases) a member of your town's Board of Selectmen. The ADL team will want to discern: (1) how and why you requested MPI technical assistance? (2) what MPI did for your department? and (3) what was the outcome of the MPI services?

The MCCJ believes that this project will assist MPI in providing services useful to the police departments in Massachusetts. We ask that you cooperate with the ADL project team.

A member of the ADL team will call you and provide further details. If you have any questions do not hesitate to call the ADL Project Director, Dr. Anton S. Morton (15F Acorn Park, Cambridge, Mass. 02140, (617) 864-5770) or Mr. Cicero Wilson, Director of Evaluation, (Massachusetts Committee on Criminal Justice, 80 Boylston Street, Boston, Mass. 02116 (617) 727-7099). The Massachusetts Committee on Criminal Justice appreciates your cooperation in this effort.

Sincerely yours,

Robert J. Kane
Executive Director

RJK:cwm

APPENDIX B

INSTRUCTIONS FOR INTERVIEWERS AND INTERVIEW GUIDES

INSTRUCTIONS FOR INTERVIEWERS
EVALUATION OF MPI

I. General

The interview is voluntary. The potential respondents have been asked to come to the interviewers and tell them whether they will or will not participate. However, we may not put any pressure on the respondents to participate. If the respondent is undecided, you may show him the interview or tell him what it is about. You should assure him that the interview will not take much time.

You are the interface with the respondent.

Your job is to find out what the respondent has done, thinks, knows, and wants.

Your role is to ask questions; the respondent's role is to answer them.

Do not correct or judge the respondent.

Make sure you understand what the respondent says. If not, probe.

If the respondent seems inconsistent, probe.

But don't contradict, or tell the respondent what you think the answer should be.

The interview is anonymous and confidential. Do not repeat interview information from a respondent to any other respondent or any other person.

Use your own good judgment about how to express the questions or the introductions to the respondent. But be sure to get across the information as printed.

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You may find it useful to ask respondents other than the Chief of Police what they have been told about the purpose and content of the interview, before you tell them the material in the Introduction, and then correct or supplement what they tell you.

If the respondent (R) wants to know more about the study, other than the material in the Introduction or content of the interview itself, say that you will tell him after the interview, so that you don't bias the answers. After the interview, you may tell him/her anything he/she wants to know, if you have time.

Do not give the respondent help, information, or advice during the interview. Again, you may do so after the interview, if you wish and if you have time.

Material in brackets constitutes instructions for the interviewer, which should not be read to the respondent.

<div align="right">
A. S. Morton
79742-3
</div>

DATA SHEET

(To be used with Instruments 1 and 10. Fill in all for Instrument 1.
Fill in 1-4, 5A, 5B, for Instrument 10.)

1. Group A (25 completed) _____

    Group B (15 requested) _____

    Group C (5 other than MPI) _____

2. Name of city or town _____

3. Interviewer   JC _____   ASM _____

    KM _____   CLH _____   RR _____

4. Type of Project

    RR _____   RI _____   MR _____   PM _____   MA _____

5. Dates (Use numerical coding; e.g., May 1975 = 5   75.)

	Month	Year		Month	Year
IV. A.	___	___	C.	___	___
B.	___	___	D.	___	___
			E.	___	___
			F.	___	___

6. Satisfaction

	Highly Sat.	Some Sat.	Some Dissat.	Highly Dissat.
IV. G. 1.	___	___	___	___
IV. G. 2.	___	___	___	___

7. Mandays

    V. E. _____

INSTRUMENT 1

INTERVIEW FOR CHIEF OF POLICE
AND/OR LIAISON WITH MPI -- GROUP A
(RECEIVED COMPLETED TA)

I.   INTRODUCTION

A.   Purposes and expected outcome of this project.

B.   Sample chosen to be representative of departments which
have received TA. Luck of the draw. [Show alphabetical list of towns
in sample.] This interview generally concentrates on one
request.

C.   Confidentiality of all interviews

D.   [Optional] Content of this interview

E.   [Optional] Content of other interviews in this department

F.   [Optional] Interviewer's background in Criminal Justice work

II.   CONNECTION WITH MPI

A.   How did you first hear about MPI and its TA Program?
What else did you hear about them?

B.   What MPI activities other than providing staff who give you
technical assistance, are you aware of?

1.   Newsletter/monthly bulletin

Are the topics useful to you? How? Why? (Probe for

comparison to other available magazines, etc.)

2.   Special Reports

Are the topics useful to you? How? Why?

3.   Law Library

Have you used it? How? Why MPI's?

4.   Legal Assistance

Have you requested any? How? Why MPI's? Did you find

it to be sound advice? Was the response time adequate?

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5. Standards and Goals

    How?

6. Other (e.g., grant applications, lease negotiations, etc.)

C. Have there been any occasions when you have requested assistance from MPI and were refused or put off? What? When? Why?

III. PROBLEM IDENTIFICATION

A. When did you first feel the need for this kind of help?

    Probes: How was that problem? Why did you need that?[*]

B. What happened that caused you to feel the need?

C. Discuss your process of identifying the specific problem for which you requested assistance:

1. Was the problem specific?

2. Did it change as you thought about it?

3. Did it change as you formalized your request? If so, was this as a result of a new understanding of the problem or constraints of MPI's service offerings?

4. Was the problem of long duration or recent?

5. Did you make any attempts to solve the problem, before you asked MPI for technical assistance?

6. When did you decide to ask MPI for technical assistance?

D. How did you decide that MPI technical assistance was the way to proceed?

---

[*]Bear this answer in mind, when you talk with Chief and others about impact of TA. Be sure to discuss in the trip report whether the impact solves the problem as originally perceived by the Chief.

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E.   What would you have done, if MPI technical assistance were
     not available?

F.   What did you expect would result from the MPI-TA?

IV. PROCESSING OF REQUEST AND TIMING OF TA PROVISION

*A. Month and year of first informal contact with MPI about request.

*B. Month and year of written request. Interviewer fill in on data
     sheet beforehand.

*C. Month and year MPI began work in the field.

*D. Month and year MPI provided written or oral interim report.

*E. Month and year MPI concluded its work (e.g., on RR, giving
     police department (PD) a draft for approval by town officials).

*F. Month and year PD began to implement MPI recommendations.
     [During TA is an acceptable possibility.]

G.   Satisfaction with speed of response.

     *1. From formal request to initiation of field work.

               Highly satisfied

               Somewhat satisfied

               Somewhat dissatisfied

               Highly dissatisfied

     *2. From initiation to conclusion of MPI's work.

               *Highly satisfied

               Somewhat satisfied

               Somewhat dissatisfied

               Highly dissatisfied

V.   MPI'S MODUS OPERANDI AND STYLE

A.   With whom in the PD did they work? You? Others?
     [Include titles]

B.   How many of their staff worked here with your department?
     Names

---

* Record exactly on data sheet

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C.   What did they do while they were here on this project?
      [May refer this and V.E-V.H, VI. to person(s) named in V.A]

      (Talk--with whom?; go through records; observe operations;
      work with PD personnel to develop product together)

D.   What did they find out that is special/unusual/idosyncratic
      about this PD, that affected their report and recommendations?

*E.   About how many man-days did they spend here, working with your
      department on this project?

F.   Did you have the impression that they understood your PD?
      Probe: Why?

G.   Did you have the impression they were giving you a report
      and recommendations specifically tailored to your PD, or
      something pretty standard for all the PD's they work with?
      Probe: Why?

H.   Did you think that was appropriate for your department?
      Probe: Why?

VI.   QUALITY OF MPI STAFF MEMBERS

A.   Did you like the MPI staff person/people who worked on this
      project?
      Probe: Why?

B.   Did he/they have the background and experience to help the
      PD on this project?
      Probe: Why?

VII. IMPACT OF TA

      [A different set of impact questions goes to other respondents]

A.   What did the MPI-TA accomplish?

B.   Was it what you expected?
      [Compare with III.E]
      Probe: Why? How?

C.   How have you used the report and recommendations?
      Probe for supervisory follow-up that product is being used.
      Probe for whether, how much, product is used.

1-4

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D. Did the MPI-TA have any impact on the PD?

[If "yes," probe in detail: who, what, how much, when, where, how. Compare with III A. Include expected, direct, as well as unexpected and indirect.]

E. Please tell me which of those impacts have been positive, which negative, and which inconclusive, in your opinion?

Probe: Why?

VIII. MPI FOLLOW-THROUGH

A. Did MPI get in touch with the PD, after MPI handed in its product, to inquire about the PD's implementation? When?

B. What did MPI ask about?

IX. OTHER TA OR CONSULTATION

A. Did PD ask for any other TA from MPI, before or after subject project?

If "Yes.":

B. How did one TA project lead to the next? [Probe for information relevant to "foot in the door" hypothesis.]

If "No.":

C. Why not? (No need, waiting time, MPI project constraints, MPI-TA not helpful, etc.)

D. Have you sought any other outside help or TA from an organization other than MPI?

If "Yes.":

E. Have you received any other outside help or TA from an organization other than MPI?

If "Yes.":

F. Can you describe what was similar and what was different about the way the MPI staff and the other people worked with you?

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X.   EVALUATION

A.   Would you recommend this kind of MPI-TA to others?

—- generally

— about this specific problem

— this specific consultant

B.   Have you recommended this to others? Who? What was their reaction?

C.   Would you have been willing to pay for the TA you received, assuming you had it in your budget and it cost about [$1,500 for RR; $4,000 - $6,000 for RI; $8,500 for MR Study; don't mention cost for others].

D.   Do you think your town would have allocated that amount for MPI-TA?

XI.   CHIEF'S BACKGROUND

A.   Can you tell me a little about your own experience and training in police work?

[Note years of experience: total and in present force; years as a chief; significant training and education.]

XII.   OPEN QUESTIONS

A.   Can you sum up your experience on this project with MPI, its positive and negative aspects?

B.   What recommendations would you want us to make about MPI? How could they be more useful to you?

C.   If you were in our position, evaluating MPI-TA to police departments, is there anything else you would ask? Is there anything else you would like to tell us?

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INSTRUMENT 2 -- GROUP A

RULES AND REGULATIONS (RR) - POLICE OFFICER

I.   INTRODUCTION

   A.   We're looking at changes that have taken place in police departments in Massachusetts.

   B.   Sample chosen to include departments in different-sized cities and towns. Luck of the draw. Talking to police at various levels in departments.

   C.   Confidentiality of all interviews

   D.   [Optional] Content of this interview

   E.   [Optional] Content of other interviews in this department

   F.   [Optional] Interviewer's background in Criminal Justice work

   G.   May I talk to you?

II. USE OF RULES AND REGULATIONS

   Let's talk about the RR's of the department:

   A.   Do you have a copy of the Rules and Regulations?

   B.   When did you receive it?

   C.   Have you read the Rules and Regulations?

   D.   Have you received any training on the Rules and Regulations?

        (Probe, if "yes": Kind and amount of training.)

   E.   When was the last time you referred to them?

   F.   How do you use them? E.g., do they affect the way you do things?

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III. EXISTENCE AND NATURE OF RR'S

    A. Have there always been written RR's since you've been with the department?

    B. How long have you been with the department?

    C. Have the RR's changed or your use of them, in any way since this time? How? Why? When? Can you be specific?

        1. Conflict of interest

        2. Orders

        3. Required conduct

        4. Prohibited conduct

        5. Uniforms and appearances

        6. Departmental property and equipment

        7. Disciplinary actions

        8. Other (specify)

    D. Have your superiors/supervisors done anything to make sure you and other patrolmen conform to these changed Rules and Regulations?

    (Probe, if "yes": Can you give me some examples?

IV. EFFECT OF RR CHANGES ON JOB

    A. Do you believe the changes you just mentioned have affected you, your job, or how you feel about your job?

    If Yes: How? (Probe:)

    B. Do you believe this would have happened if RR's were not changed or adopted? Why?

V. DUTIES BY RANK AND ASSIGNMENT

   A. When was the last time you saw a copy of a description of
       your duties?

   B. Have they changed in any way since being in this position?
       When? How? Why?

   C. What has been the result of your being given or shown a
       copy of your duties? Has it affected the way you perform
       your job? How? Why?
       (Probe for specificity.)

VI. POLICIES AND PROCEDURES

   A. How do you use policy and procedure statements?

   B. Have they changed in any way over the years?
       When? How? Why?

   C. Do you use them differently in any way now compared
       to before? How?   Why?

   D. Have the changes affected the way in which you do your job?
       (Probe--specific for PP.) How?

INSTRUMENT 3 -- GROUP A

RULES AND REGULATIONS (RR)
(FIRST LINE SUPERVISOR -- TO BE DESIGNATED BY POLICE CHIEF)

I. INTRODUCTION

A. We're looking at changes that have taken place in police
    departments in Massachusetts.

B. Sample chosen to include departments in different-sized
    cities and towns. Luck of the draw. Talking to police
    at various levels in departments.

C. Confidentiality of all interviews

D. [Optional] Content of this interview

E. [Optional] Content of other interviews in this department

F. [Optional] Interviewer's background in Criminal Justice work

G. May I talk to you?

II. USE OF RULES AND REGULATIONS

We are going to talk about the RR's of the department:

A. Do you have a copy of the rules and regulations?

B. When did you receive it?

C. Have you read the rules and regulations?

D. When was the last time you referred to them?

E. How do you use them? E.g., do they affect the way you
    do things?

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III. EXISTENCE AND NATURE OF RR'S

    A. Have there always been written RR's since you've been with the department?

    B. How long have you been with the department?

    C. Have the RR's changed, or your use of them, in any way since the time you joined the department? How? Why? When? Can you be specific?

       1. Conflict of interest

       2. Orders

       3. Required conduct

       4. Prohibited conduct

       5. Uniforms and appearances

       6. Departmental property and equipment

       7. Disciplinary actions

       8. Others

IV. EFFECT OF RR CHANGES ON JOB

    A. Do you believe the changes you just mentioned have affected you and your job?

    If yes: How? (Probe: Problems of implementing change, better/worse, appearance, conduct, morale, etc.)

    B. Have you noticed any effects on the police officers you supervise? What? How?

    C. What do you attribute these effects to?

    D. Have you or anyone else in the department done anything in the way of in-service training of your subordinates on the new/ changed RR's?

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If yes: Who, what, how much, how?

E. Have you personally taken any action to see that your

subordinates follow the new/changed RR's?

If yes: Can you give me a couple of examples? (Probe:

Why, when, how, problems.)

V. DUTIES BY RANK AND ASSIGNMENT

A. Do you use the statement of duties and assignments for

police officers? How?

B. Have they changed or has the use of them changed over the

year? When? How? Why?

If yes:

C. How have the changes affected the way the department works?

D. Do you use the statement of your own duties and assignments?

E. Have the duties for your rank and assignment changed in any

way since you've been in this position? When? How? Why?

F. How have the changes affected the way the department works?

VI. POLICIES AND PROCEDURES

A. How do you use policy and procedure statements?

B. Have they changed in any way over the years?

When? How? Why?

C. Do you use them differently in any way now compared

to before? How? Why?

D. Do you believe the changes you have just mentioned have

had no effects, positive effects, or negative effects, in

enabling you to perform as a supervisor in an effective

and efficient manner?

Probe for specifics: How, when, where, why?

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E. Which changes have had the greatest effects?

F. Do you feel that these changes have affected any particular aspect of the way this department, as a whole, works?

Probe for specifics: How, when, where, why?

<u>If yes</u>:

G. Have these changes been for the better or worse, or inconclusive? (Probe for specifics: How, why?)

INSTRUMENT 4 -- GROUP A

PERSONNEL MANAGEMENT (PM)
PERSONNEL ADMINISTRATOR, KEEPER OF VEHICLE COST RECORDS
(INTERVIEWEE(S) TO BE DESIGNATED BY POLICE CHIEF)

I.   INTRODUCTION

A.   We're looking at changes that have taken place in police

     departments in Massachusetts.

B.   Sample chosen to include departments in different-sized

     cities and towns. Luck of the draw. Talking to police

     at various levels in departments.

C.   Confidentiality of all interviews

D.   [Optional] Content of this interview

E.   [Optional] Content of other interviews in this department

F.   [Optional] Interviewer's background in Criminal Justice work

G.   May I talk to you?

II. CHANGES IN PERSONNEL ADMINISTRATION

Our discussion will be centered around personnel administration:

A.   How long have you been involved in the personnel

     administration of this department?

B.   What changes in personnel administration have you noticed

     over this time? When? How? Why? Which new forms do you use?

C.   Has a personnel evaluation system been established during the

     time you've been with the department?

     If yes: For which ranks? How does it work?

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III. EFFECTS OF CHANGES

    A.   Have any of these changes affected your job?

            <u>If yes:</u> How? (Easier/harder, more/less efficient, etc.)

    B.   Have these changes affected the way your department

            functions?

            <u>If yes:</u> How? (More/less efficient or effective, morale, etc.)

    C.   How did those changes come about? (Probe for effect

            of MPI-TA.)

    D.   Do you find that the amount of information you have on

            department personnel is more or less complete now compared

            to the past. (Probe: What information, why?)

    E.   What effects have these changes had on you? On the way

            your department works? (Probe for: less/more time spent on

            record maintenance, more/less accurate and timely data, etc.)

    F.   Can you think of any other areas of personnel administration

            in this department that have changed over the years, that I

            did not ask about? (Probe for: what? when? why? how?)

    G.   How have those changes affected your job in personnel

            administration?

    H.   How have those changes affected the way your department

            works?

    I.   How did those changes come about? (Probe for effect of

            MPI-TA.)

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J. Did any of the changes we talked about result in other changes? For example, is your department doing something else new, that may or may not be directly related to personnel administration, that was an outgrowth of the changes you made in your personnel administration or personnel forms? (Probe: What, how, why, when?)

IV. TRAINING IN PERSONNEL ADMINISTRATION OR USE OF PERSONNEL FORMS

A. Have you received any training in personnel administration or the use of personnel forms since you joined the department?

If MPI training is mentioned:

B. Can you tell me about it? (Probe: When, what was covered.)

C. Would you say you learned nothing, a little, a fair amount, or a lot that was new?

D. How much that you learned have you used since? (Probe: What; why some was not used (if applicable).)

E. Is there anything else you wish had been covered in the training? If yes: What? Why?

F. Would you recommend this training to people who have the same responsibilities as you in other departments like yours?

G. Why?/Why not?

V. VEHICLE COST*

A. How do you determine the cost of vehicle operation per mile?

B. Does this differ from previous cost methods? How? When? Why?

C. What effect have these changes had? (Probe: More accurate cost data, etc.)

---

*Ask of person who keeps vehicle cost records.

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INSTRUMENT 5 -- GROUP A

RECORDS AND INFORMATION
(TO BE DESIGNATED BY POLICE CHIEF,
ONE ADMINISTRATIVE/SUPERVISOR INTERVIEWEE, ONE OPERATIONAL INTERVIEWEE)

I. INTRODUCTION

A. We're looking at changes that have taken place in police

    departments in Massachusetts.

B. Sample chosen to include departments in different-sized

    cities and towns. Luck of the draw. Talking to police

    at various levels in departments.

C. Confidentiality of all interviews

D. [Optional] Content of this interview

E. [Optional] Content of other interviews in this department

F. [Optional] Interviewer's background in Criminal Justice work

G. May I talk to you?

II. PRESENT RECORD KEEPING SYSTEM

    I'd like to talk about the records and information system in

    your department.

A. How long have you been involved with records and

    information in this department?

B. Could you please describe, step-by-step, the record keeping

    system you use now?

    Starting with:

    1. Receipt of complaint (reportable incident). How? By whom?
        a. What is done with general calls, non-reportable incidents?

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2. Initiate Incident Card. What is recorded? When? How? For what purpose?

3. Complete Incident Card. If major incident? Disposition of event recorded?

4. Process Incident Card. Where/whom does it go to? What happens to it? What information is transferred, verified approved, summarized, etc. How? By whom?

5. Departmental file opened? When? Who? What information is retrieved? How?

C. [Interviewer note description of key elements of physical facilities of record system.]

III. PREVIOUS RECORD KEEPING SYSTEM

A. Now, please describe, step-by-step, the record keeping system you used [before MPI completed RI project]. Starting with: [Repeat II.A.1.-5. above, probe and note changes.]

B. Were the physical facilities any different? If yes: How? Why did they change?

IV. COMPARISON AND CONTRAST

A. For each change noted:

1. Why did you change? (Probe for perceived reasons as well as relationship to MPI-TA.)

2. Which way did you feel was more efficient? More effective?

3. Why? (Probe for less/more time consuming; freed/took up staff time; better/worse records; more/less secure; more/less "lost" information, etc.) Be sure to ask -- How do you know this to be true?

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B. Topics to be discussed if MPI is mentioned in A., above:

1. Did MPI develop/revise a written records procedure for you? Did you have one before? How was (is) it used by you? Others?

2. Has there been more/less maintenance in your cross referencing system?

3. Has it increased/decreased typing? By whom? (Probe for police officers or clerks.)

4. Did the new hardware (files, forms, etc.) increase/decrease file space? Ease and effectiveness of filing?

C. Check-back for other changes

1. Are there any other changes in your record system or other areas that affect your record system that we have not already discussed?

2. [Cycle back to IV.A. and B. for additional changes brought up in response to C.]

D. Did any of the changes we talked about result in other changes? For example, is your department doing something else new, that may or may not be directly related to your record system, that was an outgrowth of the changes you made in your record keeping system?

[Probe: What, how, why, when?]

INSTRUMENT 6 -- GROUP A

INTERVIEW WITH MOST KNOWLEDGEABLE PERSON ON MANPOWER RESOURCES
IN PD, TO BE IDENTIFIED BY CHIEF
MANPOWER RESOURCES

SECTION 1. BACKGROUND

I. INTRODUCTION

A. Purposes and expected outcome of this project.

B. Sample chosen to be representative of departments which have received TA. Talking to police at various levels in departments.

C. Confidentiality of all interviews

D. [Optional] Content of this interview

E. [Optional] Content of other interviews in this department

F. [Optional] Interviewer's background in Criminal Justice work

G. May I talk to you?

II. TYPE OF MR DONE

Based on quarterly report and files, checking with respondent, was it:

_____Manpower Review

_____Manpower Survey

_____Manpower Study

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III. NEED FOR ASSISTANCE

Probe especially whether it was to obtain outside objective
confirmation of requirement for more police, to be furnished
to local town officials. If so, did project substantiate
the need?

A. When did the department first feel the need for help
on manpower resources?

Probes: How was that a problem? Why did you need that?

How was the need communicated up the line in the department?

B. What happened that caused the department to feel the need?

C. What did you expect would result from MPI-TA?

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SECTION 2. MANPOWER REVIEW

A. What kinds of information did the MPI staff gather as part of the manpower review?

	About Dept. Under Study	About Other Depts.
Per capita cost of police service	_____	_____
Police budget (% increase, etc.)	_____	_____
Ratio of police per thousand	_____	_____
Authorized/assigned strength	_____	_____
Patrol coverage vs. population density	_____	_____
Available vehicles per officer	_____	_____
Relative strength of part-time officers	_____	_____
Crime statistics	_____	_____
Non-sworn personnel	_____	_____
Other	_____	_____

B. What did MPI recommend?

[Probe for detail: Who, what, how much, when, where, how?]

C. Did they make clear to you, what they based their recommendations on?

Probe: What were the findings and conclusions on which the recommendations were based?

D. Did you and your department agree with the recommendations?

[Probe: What, why?]

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E. What has your department done since you received recommendations from MPI?

[Probe for detail: Who, what, how much, when, where, how? Make sure you understand which departmental actions coincide with MPI recommendations, which contradict them or follow them partially, which (by process of elimination and comparison with B, above) were not carried out. Ask for and bring back relevant copies of forms, documents, etc.]

F. What other MPI recommendations if any, does your department plan to implement? [Probe for detail, as in E. Also find out about reasons for time phasing.]

G. Have the implemented changes affected the way your department works?

If yes:

H. In what ways? (Better coverage, ability to respond to calls, more effective or efficient use of available personnel, etc.)

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SECTION 3.   MANPOWER SURVEY

A.   What kinds of information were gathered, and who gathered them,
      as part of the manpower survey?

	By MPI	By Pers. of Dept. Under Study
Incident recorder		
Patrol assignment		
Patrol availability		
Patrol allocation		
Patrol distribution		
Needs for investigative manpower		
Functioning of records system		
Functioning of traffic enforcement		
Department organization		
Other (specify)_____		
_____		
_____		

[Obtain details on each: how information was gathered, what level
of detail, etc.]

B.   What did MPI recommend?

      [Probe for detail: Who, what, how much, when, where, how?]

C.   Did they make clear to you, what they based their recommendations
      on?

      Probe: What were the findings and conclusions on which the
      recommendations were based?

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D.   Did you and your department agree with the recommendations?

[Probe: What, why?]

E.   What has your department done since you received recommendations from MPI?

[Probe for detail: Who, what, how much, when, where, how?   Make sure you understand which departmental actions coincide with MPI recommendations, which contradict them or follow them partially. which (by process of elimination and comparison with B, above) were not carried out.   Ask for and bring back relevant copies of forms, documents, etc.]

F.   What other MPI recommendation, if any, does your department plan to implement?   [Probe for detail, as in E.   Also find out about reasons for time phasing.]

G.   Have the implemented changes affected the way your department works?

If yes:

H.   In what ways?   (Better coverage, ability to respond to calls, more effective or efficient use of available personnel, etc.)

SECTION 4.   MANPOWER STUDY

[Ask questions in Sections 2 and 3]

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INSTRUMENT 7 -- GROUP A

INTERVIEWEE = CHIEF OF POLICE
MUTUAL AID

I. DIRECT USES OF MUTUAL AID AGREEMENT

A. About how many times since the agreement was signed, have
you asked any of the other signatories for aid?

If at least once:

B. Can you describe those instances? [For each one, ascertain]

1. Why was help needed?

2. Whom did you ask for help? (Include non-signatories)

3. Were all these signatories of the MA agreement?

4. Who furnished help?

If some help furnished:

5. What kind, amount, and time?

6. Was the help beneficial to your department?
How? Why?

7. Do you think you would have received it, without a
mutual aid agreement?
Why?/Why not?

C. Effect on manpower requirements

1. Has signing the MA agreement had any effect on
your department's needs for police manpower?

If yes:

2. In what way? (Probe for details.)

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D. About how many times since the agreement was signed,

   has another signatory asked your department for aid?

If at least once:

E. Can you describe those instances? [For each one, ascertain]

   1. Why did they need help?

   2. Did you furnish help?

   3. Why?/Why not?

If some help furnished:

   4. What kind, amount, and time?

   5. Do you think the help was beneficial to the

      requesting department?

      How? Why?

   6. Do you think your department would have furnished

      help without a mutual aid agreement?

      Why?/Why not?

II. INDIRECT SPIN-OFFS OF MUTUAL AID AGREEMENT

   A. Is there any way in which the process of arriving at the

      mutual aid agreement or the fact of having a mutual aid

      agreement has changed the relationship between your department

      and any of the other signatory departments?

      If yes:

   B. In what way?

      (Probe for specifics, evaluation.)

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C. Can you think of any other way that the mutual aid agreement

has changed the way in which your department works?

If yes:

D. In what way?

(Probe for specifics, evaluation.)

III. MPI'S ROLE AND OPEN QUESTION

A. Do you think that the mutual aid agreement could have been

signed, without MPI's participation?

B. Why? Why not?

C. Is there anything else you'd like to add about mutual aid

agreements, and the particular one your department signed?

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INSTRUMENT 8 -- GROUP A

SELECTMAN/FORMER SELECTMAN
(DESIGNATED AS MOST KNOWLEDGEABLE ABOUT POLICE OR RR BY CHIEF)

RR

I. INTRODUCTION

    A.   Purposes and expected outcome of this project.

    B.   Sample chosen to be representative of departments which have received TA. Luck of the draw. [Show list of towns in sample.] This interview generally concentrates on <u>one</u> request.

    C.   Confidentiality of all interviews

    D.   [Optional] Content of this interview

    E.   [Optional] Content of other interviews in this department

    F.   [Optional] Interviewer's background in Criminal Justice and town government work

    G.   May I talk to you?

II. PROBLEM IDENTIFICATION

    A.   Where did the recognition of the need for help on RR originate?

    B.   Why was the need felt?

    C.   What did you expect would result from the RR project?

III. REVIEW OF DRAFT RR BOOK

    A.   Did anyone on the Board of Selectmen actually thoroughly review

          the RR Draft, or did the Board delegate this to the

          Chief of Police?

    B.   What kinds of concerns did the Board, the Chief,

          or both, have in mind in reviewing the draft?

    C.   Did the Board vote any changes in the draft?

          If yes:

    D.   What were they?

    E.   Why were the changes voted?

    F.   Were the Board's changes incorporated into the

          final version?

    G.   Why?/Why not?

IV. OVERVIEW

    A.   Since the RR was adopted, have any changes taken place

          in the way the police department works, to your knowledge,

          related to the adoption of the RR?

          If yes:

    B.   What are they?

          [If "yes," probe in detail: who, what, how much, when, where,

          how. Include expected, direct, as well as unexpected and

          indirect.]

C. Please tell me which of those impacts have been positive, which negative, and which inconclusive, in your opinion?
Probe: Why?

D. Do you think, in summary, the RR project was useful to your community's police department?
Probe: Why?/Why not?

E. Do you think the Board of Selectmen would have been willing to pay MPI for its services in providing the RR, say $1,500.

F. As you probably know, the MPI now will accept only requests for technical assistance signed by a police chief. For example, they presently do not furnish TA on a request signed by a Board of Selectmen. Do you feel comfortable with that?

G. Why?/Why not?

H. If you were in our position, evaluating MPI-TA to police departments, is there anything else you would ask? Is there anything else you would like to tell us?

INSTRUMENT 9 -- GROUP A

SELECTMAN/FORMER SELECTMAN
(DESIGNATED AS MOST KNOWLEDGEABLE ABOUT POLICE OR RI BY CHIEF)

Use only if Selectmen specifically authorized funds for RI

RI

I.   INTRODUCTION

A.   Purposes and expected outcome of this project.

B.   Sample chosen to be representative of departments which have received
     TA. Luck of the draw. [Show list of towns in sample.]
     This interview generally concentrates on one request.

C.   Confidentiality of all interviews

D.   [Optional] Content of this interview

E.   [Optional] Content of other interviews in this department

F.   [Optional] Interviewer's background in Criminal Justice
     and town government work

II. PROBLEM IDENTIFICATION

A.   Where did the recognition of the need for help on Records

     and Information originate?

B.   Why was the need felt?

C.   What did you expect would result from the RI project?

III. REVIEW OF REQUEST FOR RI funding

A.   Was there discussion among the Board of Selectmen when they

     decided about whether to fund the request for hardware for RI?

B.   What kind of concerns did the board have in regard to funding?

     What benefits did they expect?

     [What standards or criteria were used?]

C.   Why was the request granted?

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IV. OVERVIEW

A. Since the new RI system was adopted, have any changes taken place in the way the police department works, to your knowledge, related to the adoption of the RI?

   If yes:

B. What are they?

   [If "yes," probe in detail: who, what, how much, when, where, how. Include expected, direct, as well as unexpected and indirect.]

C. Please tell me which of those impacts have been positive, which negative, and which inconclusive, in your opinion?

   Probe: Why?

D. Do you think, in summary, the RI project was useful to your community's police department?

   Probe: Why?/Why not?

E. Do you think the Board of Selectmen would have been willing to pay MPI for its services in providing the RI, say $4,000 to $6,000, including the cost of MPI staff and your hardware.

F. As you probably know, the MPI now will accept only requests for technical assistance signed by a police chief. For example, they presently do not furnish TA on a request signed by a Board of Selectmen. Do you feel comfortable with that?

G. Why?/Why not?

H. If you were in our position, evaluating MPI-TA to police departments, is there anything else you would ask? Is there anything else you would like to tell us?

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INSTRUMENT 10 -- GROUP B

INTERVIEW FOR CHIEF OF POLICE AND/OR LIAISON WITH MPI

I.   INTRODUCTION

   A.   Purposes and expected outcome of this project.

   B.   Sample chosen to include departments which have requested
        but not yet received MPI-TA. We are also conducting
        separate and different interviews with departments
        which have received TA.)

   C.   Confidentiality of all interviews

   D.   [Optional] Content of this interview

   E.   [Optional] Interviewer's background in Criminal Justice
        work

II. CONNECTION WITH MPI

   A.   How did you first hear about MPI and its TA Program?
        What else did you hear about them?

   B.   What MPI activities other than providing staff who give
        you technical assistance, are you aware of?

        1.   Newsletter/Monthly Bulletin

             Are the topics useful to you? How? Why?

             (Probe: for comparisons to other available

             magazines, etc.)

        2.   Special Reports

             Are the topics useful to you? How? Why?

        3.   Law Library

             Have you used it? How? Why MPI's?

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4. Legal Assistance

   Have you requested any? How? Why MPI's? Did

   you find it to be sound advice? Was the response

   time adequate?

5. Standards and Goals

   How?

6. Other (e.g., grant applications, lease negotia-

   tions, etc.)

C. Have there been any occasions when you have requested

   assistance from MPI and were refused or put off? What?

   When? Why?

III. PROBLEM IDENTIFICATION

A. When did you first feel the need for this kind of help?

   Probes: How was that a problem? Why did you need that?

B. What happened that caused you to feel the need?

C. Discuss your process of identifying the specific problem

   for which you requested assistance:

1. Was the problem specific?

2. Did it change as you thought about it?

3. Did it change as you formalized your request? If so,

   was this as a result of a new understanding of the problem

   or constraints of MPI's charter?

4. Was the problem of long duration or recent?

5. Did you make any attempts to solve the problem, before

   you asked MPI for technical assistance?

6. When did you decide to ask MPI for technical assistance?

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D. How did you decide that MPI technical assistance was the way to proceed?

E. What would you have done, if MPI technical assistance were not available?

IV. PROCESSING OF REQUEST AND TIMING OF TA PROVISION

*A. Month and year of first informal contact with MPI about request.

*B. Month and year of written request. Interviewer fill in on data sheet beforehand.

V. PRESENT RULES AND REGULATIONS

A. Does your department now have a set of written Rules and Regulations? Job Descriptions? Policies and Procedures? If "yes" to any of these:

B. Why do you want a new set?

[Probe in detail: E.g., what will a new set do for you that the present set does not? Will a new set positively influence the Board of Selectmen? Probe further if response is that present set is outdated.]

If "no":

C. Why do you want one?

[Probe in detail, similar to B.]

VI. EXPECTATIONS OF MPI-RR

A. What do you think MPI will provide you with, in the way of a new set of Rules and Regulations?

[Probe for detail: Format, content, degree of standardization/tailormade for his department.]

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B. If you were in our position, evaluating MPI-TA to police

departments, is there anything else you would ask? Is

there anything else you would like to tell us?

INSTRUMENT 11

SELECTMAN/FORMER SELECTMAN
(DESIGNATED AS MOST KNOWLEDGEABLE ABOUT POLICE OR MA BY CHIEF)

MA

I. INTRODUCTION

A. Purposes and expected outcome of this project.

B. Sample chosen to be representative of departments which have received
    TA. Luck of the draw. [Show list of towns in sample.] This
    interview concentrates on one request.

C. Confidentiality of all interviews.

D. [Optional] Content of this interview.

E. [Optional] Content of other interviews in this department.

F. [Optional] Interviewer's background in criminal justice and
    town government work.

G. May I talk to you?

II. PROBLEM IDENTIFICATION

A. Where did the recognition of the need for help on Mutual Aid
    (MA) originate?

B. Why was the need felt?

C. What did you expect would result from the MA agreement?

III. REVIEW OF MA AGREEMENT

A. Did anyone on the Board of Selectmen actually thoroughly review
    the MA draft agreement, or did the Board delegate this to the
    Chief of Police?

B. What kinds of concerns did the Board, the Chief, or both, have
    in mind in reviewing the draft?

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C. Did the Board vote any changes in the draft?

    If Yes:

D. What were they?

E. Why were the changes voted?

F. Were the Board's changes incorporated into the final version?

G. Why?/Why not?

IV. OVERVIEW

A. Since the new MA agreement was adopted, have any changes taken
   place in the relations of the police department to the other
   departments in the compact, to your knowledge, related to the
   adoption of the MA agreement?

    If Yes:

B. What are they? [If "yes," probe in detail: who, what, how much,
   where, when, how? Include expected, direct, as well as unexpected
   and indirect.]

C. Please tell me which of the changes have been positive, which
   negative, and which inconclusive, in your opinion. Probe: Why?

D. Do you think, in summary, the MA project was useful to your
   community's police department? Probe: Why?/Why not?

E. As you probably know, the MPI now will accept only requests
   for technical assistance signed by a police chief. For example,
   they presently do not furnish TA on a request signed by a Board of
   Selectman. Do you feel comfortable with that?

F. Why?/Why not?

G. If you were in our position, evaluating MPI-TA to police departments,
   is there anything else you would ask? Is there anything else you
   would like to tell us?

APPENDIX C

EXCERPTS FROM MPI RI MANUAL

The records management system suggested meets these criteria:

- It provides a record of every reported crime or event.

- It includes an index system that is a one-source reference to the major records maintained by the department.

- It provides for the centralized control of the records function and the most efficient use of clerical personnel.

- It is simple, flexible and encourages prompt processing and filing of reported data.

- It is an easy system to follow and lends itself to summarization and analysis.

- It is designed to require a minimum number of record personnel to maintain an adequate system.

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FINISH - A lustrous, mar free finish is assured by a three stage paint preparation which readies all parts for the electrostatically applied paint which is then baked.

CONSTRUCTION - Heavy gauge, furniture quality steel, reinforced for cabinet stability and strength.

RETRACTABLE DOORS - Smooth operating, non-binding retractable doors are furnished with all roll-out shelves.

SPLIT ROLL-OUT SHELVES - Can be used with card trays or for other storage/filing requirements. Available with retractable doors only.

ROLL-OUT SHELVES - Has retractable door. Furnished with three adjustable file supports. Accommodates both top and side tab file folders.

SUSPENSIONS - Heavy duty, ball-bearing, progressive suspensions with anti-rebound feature provides smooth operation.

LOCKS - All units are available with or without locks. Must be factory installed.

HANDLES - Furniture styled combination handle and label holder. Furnished in brushed aluminum on painted doors and in black anodized aluminum on walnut* doors.

CARD TRAYS - Available in various sizes for a variety of filing needs.

POSTING SHELF - Convenient pop-out posting shelf provides added working space.

HANGING FOLDER RODS - Available for roll-out shelves to achieve greater filing flexibility. Furnished in place of file supports in roll-out drawers.

FILING PATTERNS - Various front-to-back combination filing patterns can be achieved with standard equipment and/or optional accessories.

GEOGRAPHICAL (GEO) CODE MAP

FIGURE 3

A map of patrol areas is posted in the communication center with sub-
divisions of the areas indicated by borders and numerical designators. Use
of this geocoded map by officers provides data for analyzing patrol activity
allocation by nature and volume in daily, hourly and seasonal variations.
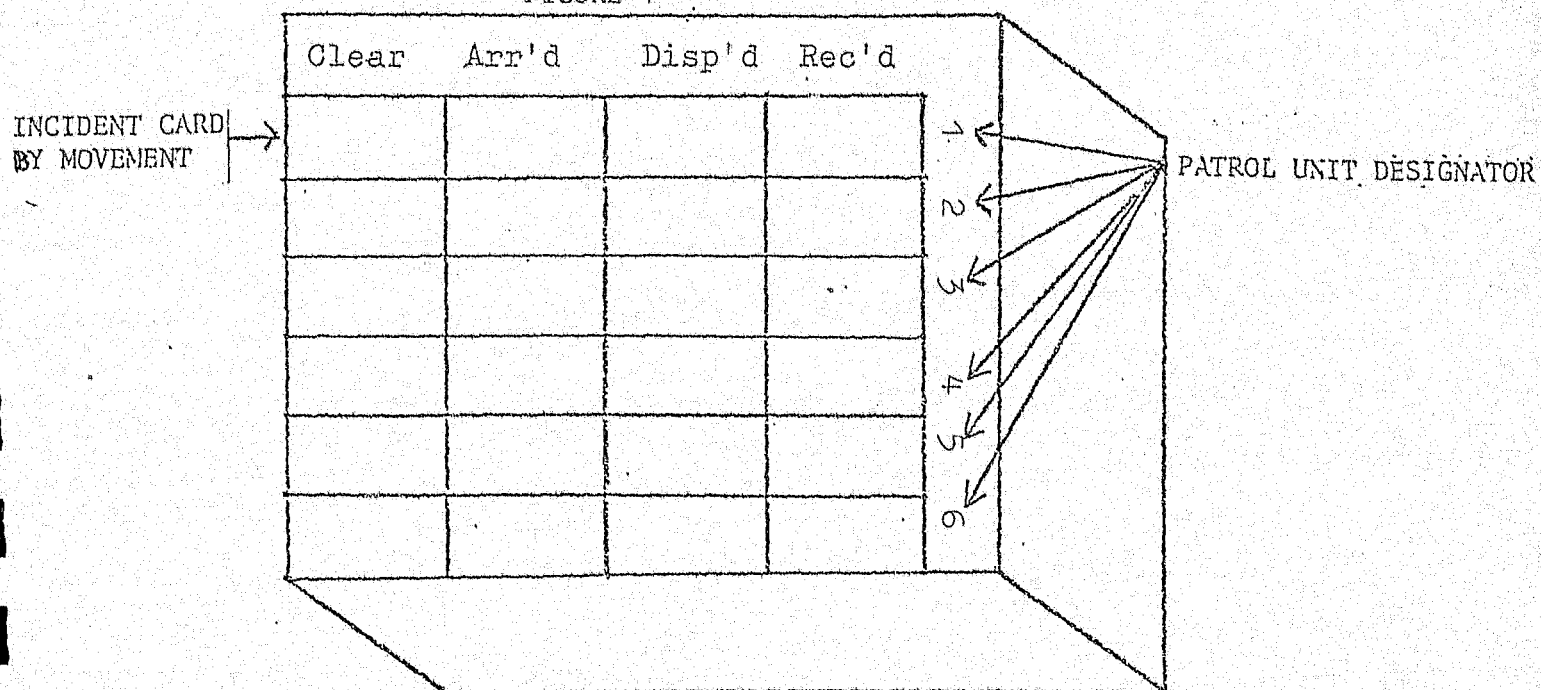The Chief of Police is provided with an additional management tool.
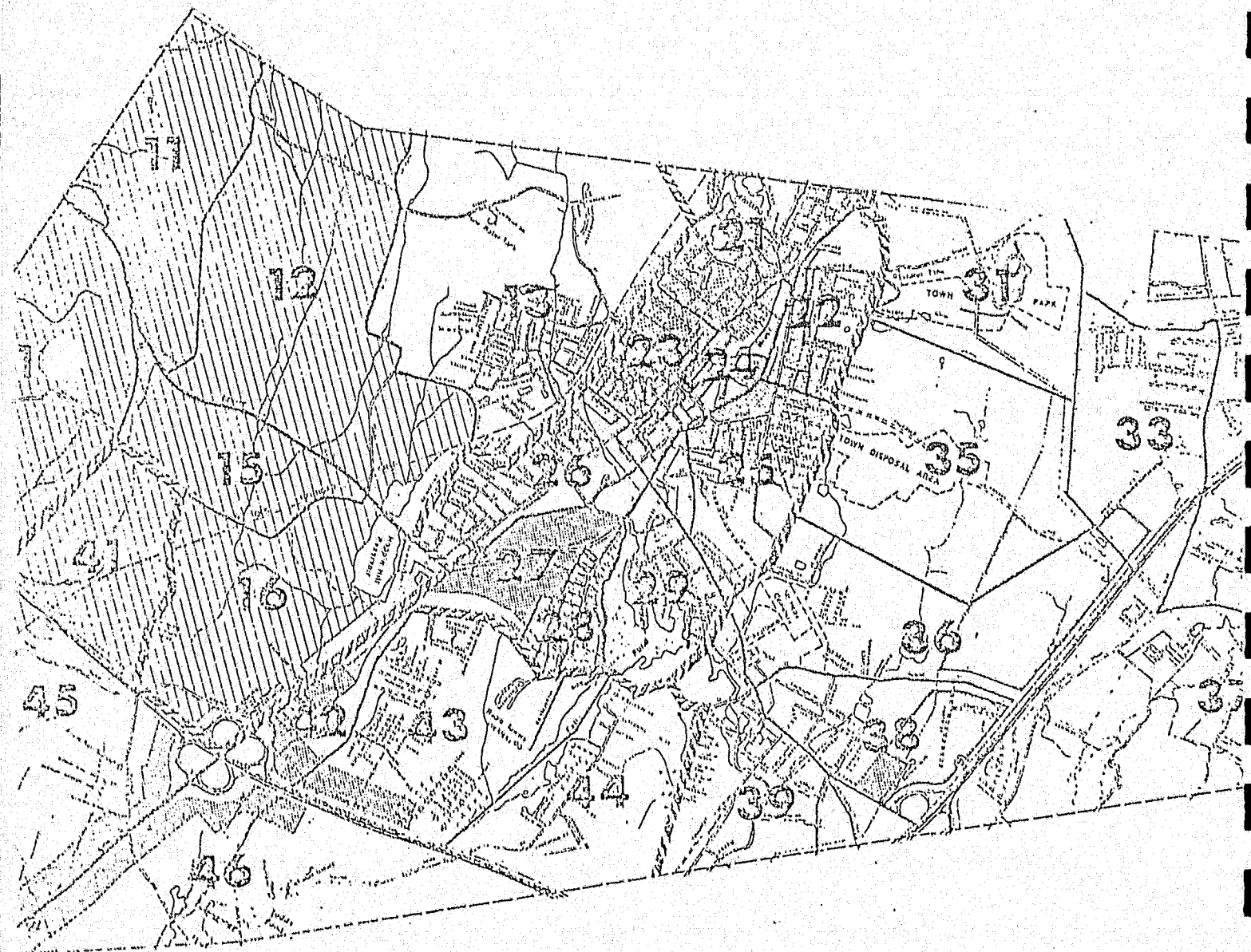
FIGURE 4

This status rack provides police dispatchers with a handy storage area for active incident cards. It enables the dispatcher to instantly identify the location of "on call" patrol units for officer's safety and quick response for back up units. Each patrol unit is monitored from dispatch, to arrival on scene, until unit is clear and available for other assignments.

DISPATCHER/OFFICERS STATUS RACK
FIGURE 4

INCIDENT CARD BY MOVEMENT →

Clear	Arr'd	Disp'd	Rec'd

PATROL UNIT DESIGNATOR

C-5

POLICE OFFICER'S INCIDENT REPORT

_____ of _____

FIGURE 8

RECORD #
— —

ARREST #	☐ INITIAL REPORT
A. — —	☐ FOLLOW-UP REPORT

INCIDENT		INC. CODE	LOCATION		GEOCODE
DATE & TIME OCCURRED	DATE & TIME REPORTED		DATE & TIME OF THIS REPORT		CHECK IF MORE NAMES IN SUPPLEMENT ☐

CODES TO BE USED BELOW IN BOX MARKED 'CODE'
I-INVOLVED V-VICTIM W-WITNESS P-PARENT RP-REPORTING PARTY DC-DISCOVERED CRIME
PARTICIPANT

Code	PRINCIPAL PARTY'S (OR FIRM'S) NAME (LAST, FIRST, M.I)					RESIDENCE ADDRESS		RESIDENCE PHONE
OCCUPATION, I.D.		Sex	RACE	AGE	Date of Birth	BUSINESS ADDRESS (SCHOOL IF JVNL.)		BUSINESS PHONE
Code	NAME - (LAST, FIRST, M.I.)					RESIDENCE ADDRESS		RESIDENCE PHONE
OCCUPATION, I.D.		Sex	RACE	AGE	Date of Birth	BUSINESS ADDRESS (SCHOOL IF JVNL.)		BUSINESS PHONE
Code	NAME - (LAST, FIRST, M.I.)					RESIDENCE ADDRESS		RESIDENCE PHONE
OCCUPATION, I.D.		Sex	RACE	AGE	Date of Birth	BUSINESS ADDRESS (SCHOOL IF JVNL.)		BUSINESS PHONE

SUSPECT NO. 1 (LAST, FIRST, INITIAL)	Sex	Race	Age	Hgt.	Wgt.	Hair	Eyes	Date of Birth	Arrested
									☐ Yes ☐ No
ADDRESS, CLOTHING & OTHER IDENTIFYING MARKS & CHARACTERISTICS								S.S. #	Complexion
SUSPECT NO. 2 (LAST, FIRST, INITIAL)	Sex	Race	Age	Hgt	Wgt.	Hair	Eyes	Date of Birth	Arrested
									☐ Yes ☐ No
DRESS, CLOTHING & OTHER IDENTIFYING MARKS & CHARACTERISTICS								S.S. #	Complexion

VEH. INVOLVED-COLOR	YEAR	MAKE	Body Style	REG. #	STATE	DISPOSITION		VALUE
PROPERTY—DESCRIPTION								VALUE

REPORT : COMPLETE ALL APPROPRIATE ITEMS ABOVE AND DESCRIBE INCIDENT AND ACTION TAKEN, BELOW. USE SUPPLEMENT IF NECESSARY.

	CONTINUED ☐ OVER ☐ SUPPLEMENT

CASE STATUS	I HEREBY CERTIFY THAT THE CONTENTS OF THIS REPORT ARE TRUE & CORRECT.		COMPLAINANT'S SIGNATURE
☐ ACTIVE			
☐ INACTIVE	REPORTING OFFICER	SECOND OFFICER	FURTHER ACTION
☐ UNFOUNDED			
☐ CLEARED			COPIES TO
	SHIFT COMMANDER	REVIEWER	

FORM NO. MPI (I)-RFO3-4/76

FIGURE 9

POLICE OFFICER'S INCIDENT REPORT SUPPLEMENT

RECORD #

_____ of _____

ARREST #	
A —— ——	☐ SUPPLEMENTAL REPORT ☐ FOLLOW UP REPORT

INCIDENT		INC.CODE	LOCATION		GEOCODE	DATE OF THIS REPORT
PRINCIPAL PARTY'S (OR FIRM'S) NAME - LAST,FIRST,INITIAL			ADDRESS			PHONE

REPORT:

CONTINUED
☐ OVER
☐ SUPPLEMENT

CASE STATUS	I HEREBY CERTIFY THAT THE CONTENTS OF THIS REPORT ARE TRUE & CORRECT.		COMPLAINANT'S SIGNATURE
☐ ACTIVE			
☐ INACTIVE	REPORTING OFFICER	SECOND OFFICER	FURTHER ACTION
☐ UNFOUNDED			COPIES TO
☐ CLEARED	SHIFT COMMANDER	REVIEWER	

FORM NO. MPI UI-RS02-4/76

POLICE OFFICER'S INCIDENT REPORT AND SUPPLEMENT

Completion of the report is required only for major incidents. Before being submitted for processing, the report is to contain a record number and signatures of officers, shift commander, and reviewer. The form is highly structured, thus reducing the narrative section substantially and giving a "check list" of basic information. Perhaps the most important procedural difference is that the report is designed to be completed in hand printing without further need of typing of legible reports. The reports are 2-part. One police department, for example, uses a 2-part form (copy 1 for central file, copy 2 for Chief and Investigators).

FIGURE 10

ARREST — CUSTODY REPORT

RECORD #
— —

ARREST #
A — —

☐ ARREST/BOOKING REPORT
☐ PROTECTIVE CUSTODY REPORT

☐ INCIDENT REPORT ATTACHED
☐ NO INCIDENT REPORT

NAME (LAST, FIRST, MIDDLE)

☐ ALIAS | TEL. NO.
☐ MAIDEN NAME

OFFENSES - REASON FOR CUSTODY | **DATE & TIME**

| | INC. CODE | MGL. CH.-SEC. |

RESIDENCE ADDRESS, NO. STREET | CITY, STATE

OTHER PERSONS ARRESTED WITH

| SEX: ☐ M ☐ F | RACE | AGE | HT. (IN.) | WT. (Lbs.) | HAIR | EYES | COMPLEXION |

ARREST # ___ ___
A

BUILD | PECULIARITIES - SCARS, MARKS, TATTOOS, CLOTHING

LOCATION-WHERE TAKEN INTO CUSTODY

ARREST # ___ ___
A

DATE OF BIRTH | PLACE OF BIRTH | SOCIAL SECURITY # ___ — ___ — ___

☐ WARRANT   ☐ ON VIEW   WARRANT # | WARRANT FROM
☐ NO WARRANT   ☐ Result of Call

OTHER DESCRIPTIVE INFORMATION | OPER. LIC. # & STATE

| VEH. COLOR | YEAR | MAKE | Body Style | REG. # | STATE | DISPOSITION |

FATHER'S NAME | MOTHER'S MAIDEN NAME

☐ NCIC-LEAPS Check-Name   ☐ Local Wanted   Check | WANTED BY | FOR
☐ NCIC-LEAPS Check-Vehicle   ☐ Wanted   ☐ Not Wanted

OCCUPATION | EMPLOYER/SCHOOL | LOCATION OR ADDRESS

DESCRIBE CONDITION WHEN CONTACTED | VISIBLE INJURY OR ILLNESS ☐ YES ☐ NO

☐ MARRIED ☐ SEPAR
☐ SINGLE ☐ DIVORCED | SPOUSE'S NAME (MAIDEN) | TEL. NO. IF DIFFERENT

☐ DETOX NOTIFIED   ☐ TAKEN HOME   HOSPITAL TAKEN TO
☐ TAKEN TO DETOX   ☐ TAKEN TO HOSP.

I have been advised of my rights to remain silent, to use a phone, to call a lawyer or have one provided, & to have my own physician test for alcohol   Sign:

| FINGERPRINTS | PHOTOS | BREATHALYZER READING: | BREATHALYZER BY | ☐ REFUSE |
| ☐ YES ☐ NO | ☐ YES ☐ NO | 0 % | | |

THE ABOVE RIGHTS ADVISED BY: | DATE & TIME | PHONE USED YES ☐ NO ☐

JUVENILE OR MINOR - PERSON NOTIFIED | RELATION

PERSONAL VALUABLES | CASH $

ADDRESS | TELEPHONE

NOTIFIED BY | DATE & TIME

THE ABOVE LIST IS MY PROPERTY Sign: | I HAVE RECEIVED THE ABOVE PROPERTY Sign:

PROBATION OFFICER | RELEASED TO

SEARCHED BY | COMPLAINANT | RELATION

REMARKS, INCL. DISPOSITION

REPORTING OFFICER | ASST'G. OFF.

AMT. BAIL | BAIL COMMISSIONER | DATE & TIME

BOOKING OFF. SIGNATURE # | REPORTING OFFICER - SIGNATURE #

LEGEND   BLACK   BRO—BROWN   HAZ—HAZEL   WHI—TE   SML—SMALL
BLO—BLONDE   GRN—GREEN   RED—RED   YEL—YELLOW   MED—MEDIUM
BLU—BLUE   GRY—GRAY   SDY—SANDY   XXX—UNKNOWN   LGE—LARGE

NO. MPI 10-AR02-4/7

C-9

RECORDS MANAGEMENT

The records system described thus far implies unity of purpose and organized inter-relationship among the component parts. To achieve maximum functioning of this system one must periodically audit the records for removal of out-of-date files to prevent waste space. The following describes a basic purging procedure.

1. RECORDS PURGING

The purging of a report or record is defined as the removal of information from a filing system.

Purging of records typically takes the form of either transfer of location of the record (active file to dead storage), change of medium (e.g., to microfilm, computer storage, etc.) or destruction.

It is required by statute in Massachusetts that law enforcement agencies establish and adhere to written departmental records procedures for the control, security, dissemination and purging of Criminal Offender Record Information.

(Unlike other categoires of records, C.O.R.I. in dead storage must be protected in the same fashion as if it were in active files. Further, purging of arrest records for incidents not resulting in conviction must be by destruction).

RECORDS STORAGE AND RETENTION

The life cycle of law enforcement records should be determined by the departmental administration considering all legal requirements. Basically, records systems should be classified and maintained in one of the following three stages:

1. Period of active use. Reference is frequent and immediate access is important. These records usually do not exceed the statutes of limitations or laws regarding privacy of criminal records (Major Incident). During this period, records remain in the records cabinet in the office.

2. Period of inactive use. The records have had little if any use over an extended period of time as indicated on the record folder; however, they must be maintained to meet legal requirements. (Figure   ) During this period, records are audited and purged from the records cabinet and placed in appropriate storage outside the records office area. The records which are purged should be maintained in chronological order (year-no.) in alphabetical sequence.

    When a record becomes inactive, the records number becomes available for use again to identify a new record. This is accomplished by making the appropriate change on the (1) Departmental Record Numbers and (2) Departmental Arrest Record Numbers forms. Figure

    Incident cards may be purged when records are removed for storage and placed in the record folder or may remain active with annotations identifying the new location of the record. Purging makes additional space for active files and saves time and money in retrieving information.

3. Destruction. These documents have served their full purpose and are of no future value to the agency. A final audit should be made by an experienced records person preceding destruction.

3. POLICE OFFICER'S INCIDENT REPORT - SUPPLEMENT
PURGING INFORMATION

1. CASE STATUS: Should be completed by a Commanding Officer or Records section person in accordance with departmental policy. Following UCR definitions, Active is a case currently under investigation; inactive is one not cleared but for which no means of investigation remain (lack of unfollowed leads, lack of evidence, etc.); cleared is a case in which all perpetrators have been arrested, perpetrator is known but flown, incarcerated in another jurisdiction, dead or unprosecutable (as by arrangement with the DA), or when the Victim refuses to assist prosecution of a known perpetrator.

2. REVIEWER: Some departments have a special person designated to review all reports for consistency, adherence to good form and department policy, etc. As with the Commander, the Reviewer then becomes responsible for the condition and adequacy of any reports signed.

3. FURTHER ACTION: Either recommended by the Reporting Officer or assigned by the supervisor.

The above information should be completed as described and in summation, item 3, the FURTHER ACTION block should contain a Purging Date.

Refer to Form No. M.P.I. (1)-RF01-6/74 for instructions on completing the Police Officer's Incident Report and Supplement.

RECORD FOLDERS PURGING INDEX

1. Figure 21, on the following page is for the greater part self explanatory.

   Briefly, Example I, on the folder cover indicates the year the folder is to be audited and purged. Also, each time the record is used the folder should be initiated by the using party.

2. Example II illustrates an optional index for a purging date. This circular tab (stick-on) is dated and/or color coded indicating the purge date. The color scheme, for example is the following:

Purge in 4 years	- Orange
Purge in 6 years	- Red
Purge in 8 years	- Green
Purge in 10 years	- Blue
	etc.

RECORD FOLDERS PURGING INDEX

FIGURE 20

00-00-01

CLERK'S CHECK MARK ⟶

COLOR CODED TABS

1976	
1977	
1978	
1979	
1980	
1981	

CIRCULAR TAB = RED

TERMINAL DIGITS

PURGING DATE ⟶ 1981

1

15. RESIDENCE PHONE: Should be given with Area Code, thus: (617)- 562-7571.

16. OCCUPATION: Enter the Principal Parties' main types of work. If it is a business and the name of the organization does not convey its major function, enter that here. This kind of information often makes the follow-up investigator's work much easier, saving much fruitless running around trying to locate persons.

    Some departments prefer to have the officer give some other identifying material in this space, such as the party's Social Security Number, so that if they must be sought later or a records check on them is wanted, it can be done more easily.

17. RACE: Use standard abbreviations so that if an NCIC check or other teletype message must be sent, no translation will be necessary:

    W = White   C = Chinese
    N = Negro   J = Japanese
    I - Indian   X = Mexican

18. SEX: Customarily given as F or M for Female or Male.

19. AGE: Should be given exactly, but only where known. An estimated age should never be entered as though it were known; instead, bracket your best estimate by a five-year span. Thus, if you figure the subject is about 27, give a range like 25-30. This tells the reader of the report that you are not being spuriously accurate and alerts him to the possible variance in age he should be looking for.

20. DATE OF BIRTH: Should be given in the same form as for Date of Occurrence and Date Reported: Day of Month, Month in Caps, year. If (13) Principal Party's Name is the name of a firm or organization, Date of Birth should be left blank.

21. BUSINESS ADDRESS: If the victim is an individual, enter the address at which he or she is employed. If a firm or organization, enter the actual street location as well as the mail address.

22. BUSINESS PHONE: Give area code, exchange and number; extension if applicable.

23. CODE: For any additional victims, or other persons such as Reporting Party if different from Victim, and give Code from the line above these boxes and complete as for the first set of boxes for persons.

45. SUSPECT NO. 1: If a person is arrested, enter all information about him in these boxes and check the final box, Arrested, Yes, No. If only partial identifying information about an unknown person is available, enter what is known.

    [Continues in detail. Similar detail available for Arrest-Custody Report.]

APPENDIX D

IN-BRIEFS AND MONTHLY BULLETINS

"IN-BRIEF" INQUIRY

Number	Inquiry
74-1	Does an off-duty police officer retain the authority to make arrests?
75-1	Must a municipality accept the provisions of G.L. c. 40, s. 8G before it can enter into a law enforcement mutual aid agreement?
75-2	May a municipality send police officers into another municipality to perform paid details?
75-3	Is it proper for auxiliary police officers to perform routine police functions, including paid details?
75-4	If a store is allowed to stay open on Sundays, must it remove items, which are prohibited from being sold on Sundays, from its shelves?
75-5	Can a Board of Selectmen order a police chief to wear a uniform while on duty?
75-6	Is it permissable for a police chief to order one of his officers to take a lie detector test in connection with an internal administrative investigation?
75-7 (1)	May a police officer refuse to answer questions asked of him during an internal administrative investigation by claiming the privilege against self-incrimination?
(2)	May a police officer be discharged for claiming the privilege against self-incrimination during an internal administrative investigation?
75-8	Are police officers required to assist the building inspector in checking on building permits and code violations?
75-9	What procedure must be followed by a regular police officer who wants to become a permanent intermittent officer?
75-10	What procedure must an appointing authority follow for civil service disciplinary hearings?
75-11	On what legal holidays do the Sunday "blue laws" apply?
75-12	Is there any prohibition on the dissemination of criminal information relative to juvenile offenders?
75-13	Does a police chief have to comply with an order of the Board of Selectmen that they be allowed to ride in police cruisers?
76-1	Is a special police officer entitled to municipal indemnification for injuries and damages pursuant to G.L. c. 41, s. 100?

Number	Inquiry

76-2   Does a police chief have the authority to require that a company doing tree work along a public way hire a police officer to direct traffic?

76-3(3/3/76) What procedures are involved in accepting c. 41, s. 97A?

76-4(3/18/76) What method should be used in computing salary increases due police officers under the career incentive pay program (Quinn Bill) for earning higher education credits?

76-5(4/28/76) What is the law in Massachusetts governing shoplifting?

76-6(4/28/76) What is the Chief's responsibility when a member of his department
(1)   fails the E.M.T. examination and refuses to re-take same?

(2)   What is the authority of the Chief when a member of his department refuses to take the E.M.T. training unless said training is given during his duty hours?

76-7(6/8/76) May a police department tape record telephone calls made to and from the station house?

76-8(6/22/76) Do chiefs who are appointed after June 26, 1974 have the benefit of the Ratio Pay Law?

FOR YOUR INFORMATION

      The Massachusetts Police Institute has prepared and distributed, to police chiefs throughout Massachusetts "monthly reports" on a broad range of subjects, as listed below. If you misplaced or failed to receive any of these reports, let us know which one(s) you would like a copy of, and we will forward it to you in our next monthly mailing. Your suggestions for future topics are welcomed and desired.

Monthly Reports

Subject	Date of Issue
Authority of Massachusetts Police Chiefs*	July, 1974
Civil Service Suspension Procedures*	January, 1975
Fair Labor Standards Act	February, 1975
Fingerprinting and Photographing Prisoners	February, 1975
Some Questions and Answers Concerning the New Collective Bargaining Law*	March, 1975
Ambulance Law	April, 1975
Gun Law*	May, 1975
Recent Massachusetts Cases and Statutes	May, 1975
Mutual Aid Agreements	May, 1975
Sunday Laws and Legal Holidays*	June, 1975
Statutes of Limitations in Criminal Cases	July, 1975
Framingham Hair Suspension Case*	July, 1975
Civil Liability of Police Chiefs	July, 1975
Tenure and Job Security	October, 1975
Civil Liability of Police Chiefs - Part II	October, 1975
"Idle and Disorderly Person" Statute	October, 1975
Lost, Stolen or Abandoned Property	November, 1975
Civil Liability Relating to Police Vehicles	November, 1975
Collective Bargaining - Bargaining Units and Representatives	December, 1975
Dissemination of Criminal Offender Record Information*	December, 1975
Good Conduct Letters - CORI*	January, 1976
Natick Collective Bargaining Case	January, 1976
Role of Police in Strikes and Labor Disputes	January, 1976
Applying for Tenure Under the 5-Year Tenure Statute	February, 1976
Lead Poisoning in Indoor Firing Ranges	February, 1976
Recreational Vehicles	March, 1976
Military AWOL Apprehension Program	March, 1976
U.S. Supreme Court Hair Regulation Case	April, 1976
A Review of 1975 Police Related Legislation	April, 1976
The Intentional Use of Deadly Force	May, 1976
Police Responsibilities Relative to Aircraft Operation	May, 1976
Collective Bargaining - Impasse Settlement Procedures	June, 1976
Public Access to a Police Department's Daily Log	June, 1976

* Recent statutory amendments or court decisions affect the continuing validity of parts or all of these reports.
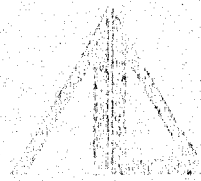
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