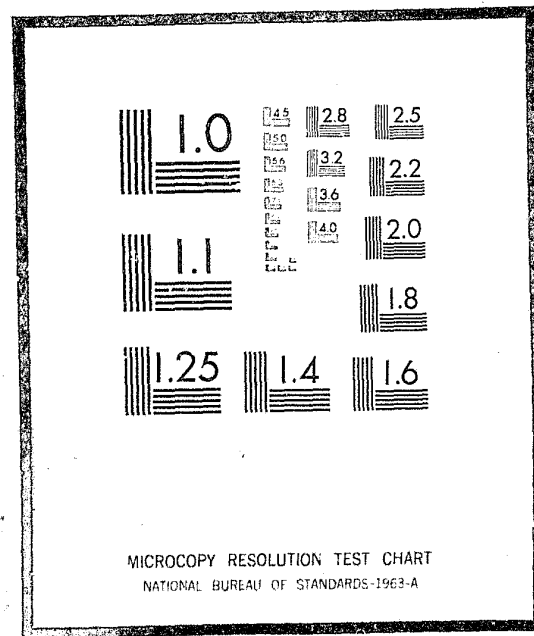


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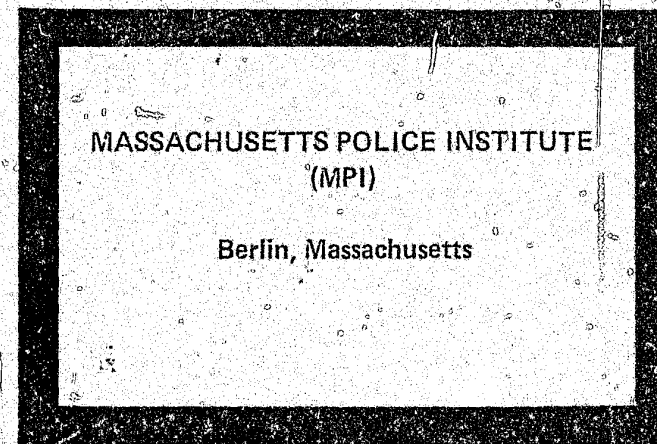
U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

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12/13/77

## Exemplary Project Screening and Validation Reports

Project Candidate:



ssociates

Cambridge, Massachusetts

410103  
Cap. 1

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## 1.1 Project Development

Prior to 1973, only very limited technical assistance resources were available to Massachusetts chiefs of police interested in improving the efficiency and effectiveness of their administrative operations. Among the factors cited in the original grant application that contributed to this problem were the:

- "limited Committee (Massachusetts Committee on Criminal Justice) funding resources which has necessitated the provision of technical or consultant assistance to a limited number of police departments thereby resulting in a limited impact on selected communities;
- the limited availability of competent consultants with expertise and experience in the specialized area of police systems;
- the justified opposition of police agencies to the granting of LEAA funds in considerable amounts to consultants rather than directly to police departments;
- the ability of consultants to withdraw from a completed project and their unavailability for follow-up services and their lack of responsibility for long term developments;
- the recognition that consultants who have implemented surveys were in effect retaining experience and knowledge for themselves to develop credibility for further projects;
- the present reluctance of the Committee and police to conduct further studies rather than to implement needed improvement;
- the completion of several organizational surveys with diverse approaches, with a lack of coordination in establishing some level of compatibility between police services in the Commonwealth."<sup>4</sup>

To meet this need, the Massachusetts Chiefs of Police Association (MCPA) and the Committee on Criminal Justice (MCCJ) acted jointly to establish, in August of 1973, the Massachusetts Police Institute with a mandate to provide requested technical assistance without charge to municipal police departments in the Commonwealth. It would offer professional expertise in "police organization and management, line operations, staff services, and auxiliary services."<sup>5</sup> While there would be no charge for MPI staff time, projects would require that the police department actively assist the MPI staff on-site and occasionally invest in equipment needed for the project (filing cabinets, incident recorders, etc.). MPI was organized with a six-month discretionary LEAA grant (and as of 12-31-76 will have received a total of \$892,909 in federal funds for the continuation and expansion of its activities.)<sup>6</sup> Mr. Joseph P. Shannon, then on the MCCJ staff, was selected as the first Executive Director of MPI.

enforcement (e.g., the establishment of a controlled substance intelligence bureau).<sup>12</sup>

MPI grew to 19 employees by January 1, 1975. Persons with training in law, criminal justice and public administration were added to the professional staff. Also, further clerical and administrative support was required.

During 1975, MPI not only continued to provide assistance in its established project areas but also added new projects to include:

- Budget and Program Planning: demonstrate the benefits of using the budget process as an annual program planning tool by assisting requesting police chiefs to establish standard bookkeeping procedures and comprehensive annual budgets.
- Newsletter and Monthly Bulletins: publish a monthly newsletter dealing with police improvements and law enforcement issues; project has since been expanded to include periodic bulletins and research papers on legal and criminal justice topics.<sup>13</sup>
- Personnel Management: assist police chiefs in establishing a personnel management system by supplying appropriate forms and procedures, conducting seminars on personnel issues, and tailoring the system to fit existing departmental regulations, collective bargaining arrangements, and civil service practices.
- Information Clearinghouse for Legal Assistance: serve as a legal information center by maintaining a criminal justice library and providing police chiefs with answers to their legal questions.

As of January 1976, MPI employed 22 persons. Further program additions included:

- Incident Analysis: provide police administrators with a computer analysis of "calls for service" in their jurisdiction relative to volume and type of incidents by time of day, day of week, month, and by geocoded location.
- Department Overview: provide a general overview of police department resources and operations in small communities (under 10,000 population) and assess department's functioning in specific problem areas with a view to introducing improvements in records, vehicle maintenance, communications, reporting work flow, and management information.
- Standards and Goals: provide staff assistance to MCPA in the development of statements on Standards and Goals for municipal police in Massachusetts.

Table 1  
 SUMMARY OF REQUESTS FOR MPI ASSISTANCE RECEIVED  
 BY PROJECT AREA\* AND YEAR  
 (through June 1976)

PROJECT	YEAR REQUESTED				
	1973 (Aug.-Dec.)	1974	1975	1976 (Jan.-June)	Total
Rules and Regulations	10	58	96	45	209
Records and Information Systems	4	13	5	6	28
Manpower Resources	6	15	7	0	28
Incident Analysis	0	0	1	0	1
Budget and Program Planning	0	0	1	6	7
Personnel Management	0	0	14	3	17
Departmental Overview	0	0	2	0	2
Mutual Aid Agreements	0	2	4	7	13
Crime Prevention	0	0	0	1	1
TOTALS	20	88	130	68	306
Average number requests per month	4.0	7.3	10.8	11.0	8.7

\*This table lists only 9 of the 13 project areas previously described. Omitted are:

- Policies and Procedures - because these statements were generally distributed to police departments only as part (Section III) of the Rules and Regulations project
- Newsletter and Monthly Bulletins - because these publications served all departments and were not initiated by standard requests from individual departments
- Information Clearinghouse for Legal Assistance - because it too served all departments and was not initiated by standard requests from individual departments
- Standards and Goals - because this service was not provided directly to police departments.



Since MPI's grant monies must be disbursed by a local unit of government, the City of Fall River, Massachusetts is the project's official sponsor. Any net revenues generated by MPI are payable to the general fund of Fall River. An official appropriation by the City is required before MPI can regain these funds. MPI, Inc., on the other hand, can receive and disburse these funds directly without having to go through an appropriations process.<sup>20</sup>

The organization, charge structure, and other aspects of MPI, Inc. are still under discussion although both the Institute and the Corporation will be under common management. The incorporators were Chief Henry F. Maiolini, President (then Chairman of MPI's Advisory Board and MCPA President); William J. Taylor, Treasurer (MPI Police Advisor); and Joseph P. Shannon, Clerk (MPI Executive Director).<sup>21</sup>

Even with the existence of MPI, Inc., MPI's funding picture is unclear for three reasons. First, LEAA funds for MPI are tentatively scheduled for another reduction for 1978 to approximately \$120,000 consistent with MCCJ's policy of diminishing funding.<sup>22</sup> These cutbacks may occur before MPI, Inc. can market and sell enough of its services to enough departments to generate the expected net revenue from this particular source. (Even MPI's Executive Director conceded that no more than 20% of MPI's revenue needs for 1977 could be met from the sale of services to police departments many of which are suffering from funding problems of their own.)<sup>23</sup> Furthermore, the funds that MPI, Inc. may receive from government and foundation grants are likely to be obligated to specific research projects (e.g. police productivity) rather than being available for the delivery of free technical assistance to local departments.

On the positive side, MCCJ is concerned with MPI's survival and has been searching for ways to keep providing free technical assistance to local police departments in accordance with the recommendation of the National Advisory Commission on Standards and Goals. Although MCCJ cannot continue its core funding of MPI's operations beyond 1978, the Committee is willing to sponsor smaller grants for particular MPI projects (e.g., police productivity). Additionally, MCCJ is investigating the possibilities of contracting MPI's computer facilities to interested police departments and retaining the Institute's administrative staff on MCCJ projects. However, MCCJ itself is still not convinced that these steps, in conjunction with MPI's own plans, will produce enough new funding to prolong MPI's existence indefinitely. MCCJ is, therefore, prepared to seek out other agencies (universities, research firms, and individual consultants) to maintain the supply of free technical assistance to police departments in the Commonwealth.<sup>24</sup>

FIGURE 2

MASSACHUSETTS POLICE INSTITUTE  
Plan of Organization, January 1, 1974

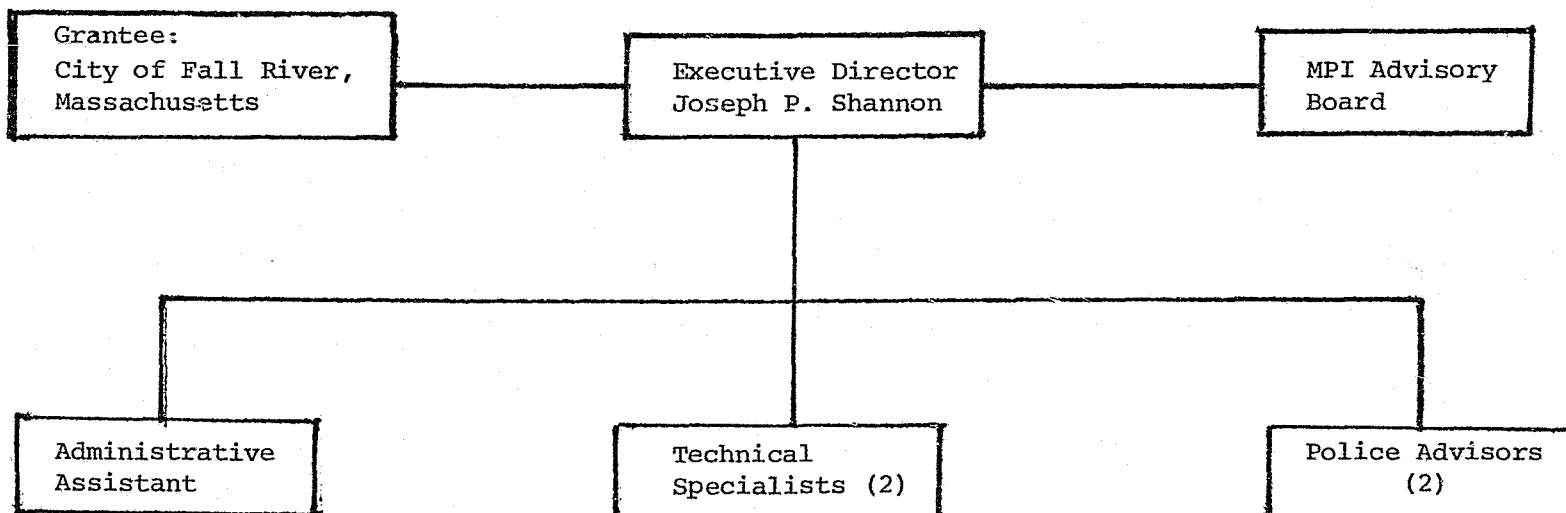


FIGURE 4  
 MASSACHUSETTS POLICE INSTITUTE  
 Plan of Organization, July 1, 1976

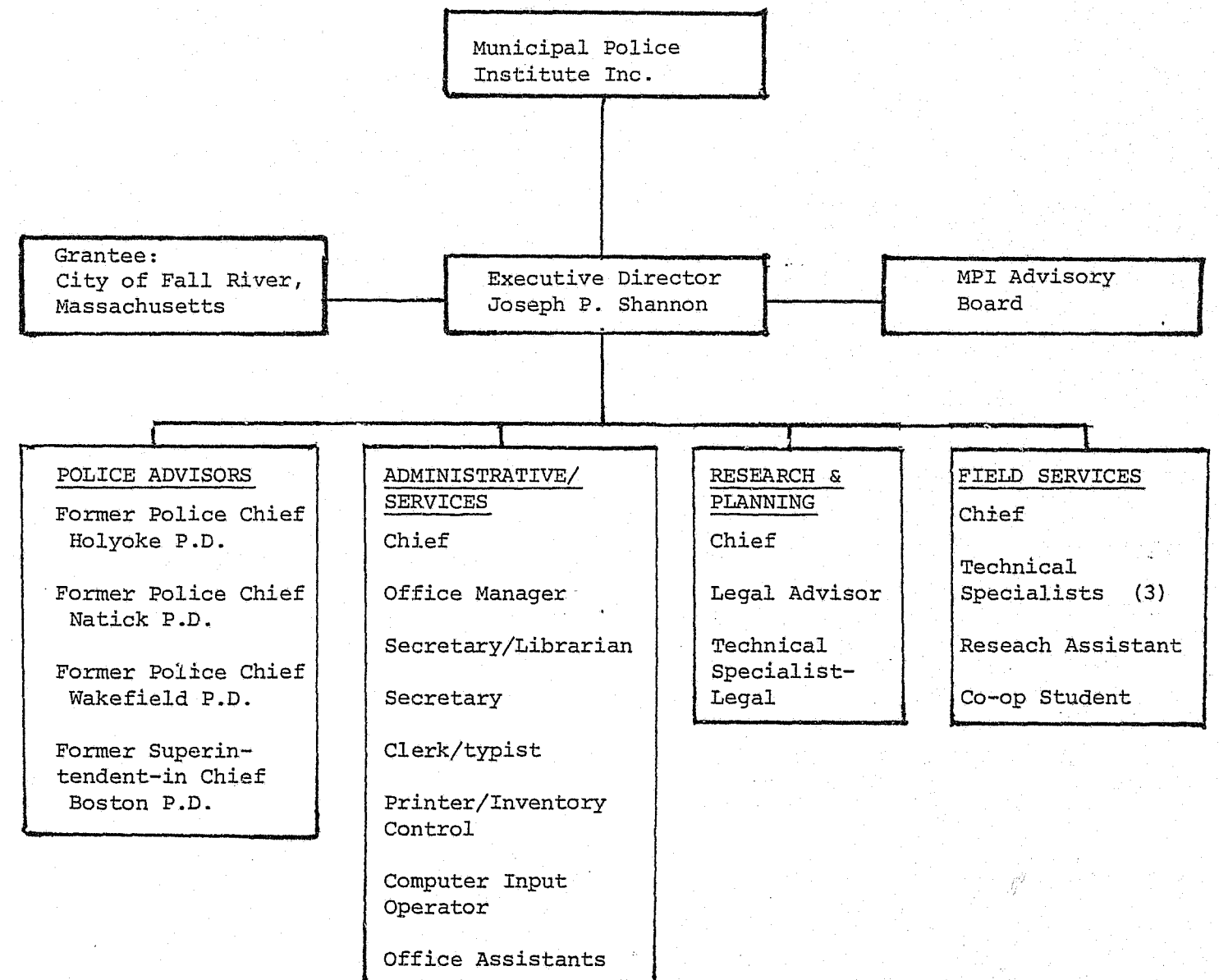




TABLE 2  
MANPOWER REVIEWS

STEP	TASK	STAFF	ACTION
1.	Letter of Request	Director	Letter of Response to Acknowledge Request
2.	Initial Contact	Section Chief	Phone Call establishing Initial Visit - Follow-up with Letter
3.	Initial Visit	Director Section Chief Consultant	a. Describe Project (Prospectus) b. Determine Need of Chief c. Establish Verbal Agreement 1. Time Period for Study 2. Data Collection 3. Starting Date 4. Department Cooperation 5. Leave data sheets for completion
4.	Field Work (approximately 10 days later)	Technical Specialist	Collection and initial analysis of information. Review of department areas pertinent to study.
5.	Outline	Director Section Chief Technical Specialist	Presentation of Outline
6.	Preparation of Draft Report by Section	Technical Specialist	<u>DRAFT BY SECTION</u> 1. In-depth information and data analysis 2. Identification of Problems and needs peculiar to the Department 3. Initial Recommendations
7.	Review of Initial Draft by Staff	Director Section Chief Consultant Other Staff	Review Draft and Prepare Comments
8.	Revision of Initial Draft	Technical Specialist	Revise initial draft based upon staff input include recommendations section based on discussion. Retype major changes only.
9.	Mail Draft to Chief	Section Chief	Chief's review (approximately one week)
10.	Meeting on Draft Report at MPI	Chief Director Section Chief Technical Specialist Consultant (in-house day)	1. Initial comments by Director 2. Review of report by technical specialists 3. General discussion of Report with Chief 4. Solicitation of Chief's comments
11.	Typing, Assembly and Presentation of Final Report (Revised)	Director Section Head	a. Proof read b. Xerox and bond. Copies: 1 - Chief, 5-Selectman, original filed, JPS, RG, TS. (maximum 10)
12.	Letter of Acceptance from Chief. Comments and Evaluation		
13.	Follow-up Evaluation	Technical Specialist	After three months

## 2.0 EXEMPLARY PROJECT SELECTION CRITERIA

This section considers the available evidence on the extent to which the Massachusetts Police Institute meets the criteria for exemplary project selection. It is based on MPI's exemplary project application, interviews with project staff, and the MCCJ-funded evaluation of MPI by Arthur D. Little, Inc. (ADL). The ADL report consists of two sections, the Evaluation of the Massachusetts Police Institute, which deals with impact measures, and an attachment, Assessment of Cost Efficiency focused on process measures.

### 2.1 Measurability

The extent to which a project's goals are measurable is a characteristic of the goals themselves. They must be clearly defined and subject to quantification, or at least unambiguous description. Moreover, any goal's measurability depends, in turn, on the measurability of the more specific objectives that define precisely what the goal means. What are MPI's goals and objectives? How measurable are they?

MPI has been conscious of the need to establish goals and objectives for its activities. Yet their various statements of objectives are somewhat inconsistent. Their manifest objectives now vary, both in form and content, even among the various documents published by MPI. For example, there are at least three different versions of objectives related to its function as an information clearinghouse and a purveyor of legal assistance, as stated in the Exemplary Project Recommendation, the Application for 1977 Grant to LEAA, and the 1976 Program document. Moreover, what are called objectives in some MPI publications (see Program) are called quantitative measures elsewhere (see Exemplary Project Application). Therefore, it is difficult to identify one uniform, explicit set of MPI objectives.

A careful check of MPI's publications and activities, however, does reveal an implicit set of objectives that the Institute has been working to accomplish (see Section 2.2). These involve the installation of a set of standard policies and procedures, and standard data collection systems and forms; and assistance to individual departments in the development of rules and regulations, manpower surveys, and other organizational tasks. Furthermore, these objectives are fairly quantifiable, not only because of their specificity but also because MPI set annual quotas for them:

MPI established specific numerical goals for each of its project areas prior to the beginning of 1976. . . In prior years, MPI commitments on productive output have been more qualitative. In our view, MPI's 1976 commitment to measurable quantitative goals is evidence of careful and thoughtful planning.\*

Two questions can be asked of each MPI project to measure the extent of goal achievement.

- Are potentially relevant services or products being delivered to police departments?
- Do these services or products actually assist police chiefs in their efforts?

\* Arthur D. Little, Inc., "Assessment of Cost Efficiency," p. 7.

These performance indicators are largely substantiated in the ADL report. It concluded that:

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.\*

Though these statistics and comments are impressive, they do not directly address the extent to which MPI has developed "a permanent resource" or the degree to which MPI has been "assisting police chiefs." The former is considered in Sections 2.4 and 2.5; the latter is discussed below.

#### 2.2.1 Objectives

As discussed earlier, we have reviewed MPI's various publications in order to discern their manifest objectives. MPI's 1976 Program booklet is a basic document that explains the Institute's purposes, services, and personnel. It contains a paragraph on "general objectives" from which the following list is drawn:

1. To more clearly define the police role, function and policy
2. To improve administrative and operational planning
3. To improve the collection and utilization of management information as an administrative tool
4. To utilize efficiently manpower resources for crime control and community response
5. To improve the collection and utilization of operational information as a crime control tool
6. To solicit community participation in the prevention of crime
7. To improve the transfer of information regarding law enforcement, crime prevention, criminal justice, and legal issues\*\*

The project areas identified in the previous section contribute to the attainment of varying sets of these objectives. Table 3 displays the correspondence between MPI project areas and their stated objectives. As Table 3 shows, there is a least one project directed toward every

\* Arthur D. Little, Inc., Evaluation of the Massachusetts Police Institute, p. xiii.

\*\* Massachusetts Police Institute, Program (1976), p. 2.

names objective. Therefore, we can begin the assessment of MPI's progress in achieving its service objectives by comparing:

- requests received with requests satisfied;
- actual performance with planned performance.

These matters are discussed in the following section.

### 2.2.2 Progress Toward Objectives

Table 4 on the following page provides details on the degree to which MPI has satisfied its requests for assistance: overall 78% of the 355 requests received have been satisfied, with individual project areas ranging from 59% to 100%. Since two-thirds of all requests received (and all requests satisfied) were concerned with Rules and Regulations, performance in this project area dominates overall performance. The Records and Information area had the second highest number of requests (44) received and the lowest percent of requests satisfied (59%). Areas with the smallest numbers of requests (10 or less per area) had the highest percentage of satisfied requests, 92% in the aggregate.

Table 5 compares MPI's actual and planned performance for each project area. Since the table contains some four-year cumulative performance figures, and some single year (1976) performance figures, all of which are expressed in various units, e.g., departments served (singly and in groups), publications issued, information provided, etc., it is not meaningful to aggregate across project areas. For most project areas goals were exceeded, met, or almost (90% or higher) met. In only four was actual performance significantly below (75% or less) plan.

However, as discussed below, these measures of achievement are of little importance until they are related to the impacts of the projects undertaken in each area.

### 2.2.3 Project Impact

The ADL report addressed itself to the most important indicator of goal attainment, i.e., the impact of the technical assistance (TA) on the

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\* Massachusetts Police Institute, Program (1976), pp. 6-18.

\*\* Adapted from Arthur D. Little, Inc., "Assessment of Cost Efficiency," p. 10.

\*\*\* Arthur D. Little, Inc. Evaluation of the Massachusetts Police Institute, p. 13.

Table 5  
1976 MPI PERFORMANCE  
GOALS VS. ACTUAL

Relevant MPI Objectives	Project Area	Project	Performance		Percent of Goal Attained
			1976 Goals	1976 Actual	
1	Rules and regulations	Rules and regulations	200 <sup>a</sup>	179 <sup>a,b</sup>	90
		Policy and procedures statements	30 <sup>c</sup>	31 <sup>c</sup>	103
2,3,5	Records and information systems	Records and information systems	12	9	75
2,4	Manpower resources	Manpower resources	12	13	108
2,3,4,5	Incident analysis	Incident analysis	8	6	75
2,3	Budget and Program Planning	Budget and Program Planning	10	7	70
2	Personnel management	Personnel management	15-20	16	91
2	Department overview	Department overview	6	8	133
2,4	Mutual Aid Agreements	Mutual Aid Agreements	4	4	100
4,5,6	Crime prevention	Crime prevention	5	1	20
1	Standards and Goals	Standards and Goals	Part 1	Parts I & II (of 3 parts)	NA <sup>d</sup>
7	Information clearinghouse, Legal Assistance	Information clearinghouse	NA	NA	NA
		Legal Assistance	70-100	310	365
7	Newsletters and monthly bulletins	Newsletters	10	10	100
		Monthly bulletins	24	23	96
		Research papers	2	2	100

a) Cumulative figure of projects with field work completed between August 1973 and December 1976.

b) Includes 36 departments whose manuals have been approved but are awaiting printing.

c) Total statements since start of project.

d) Not applicable because each of the Parts is unique.

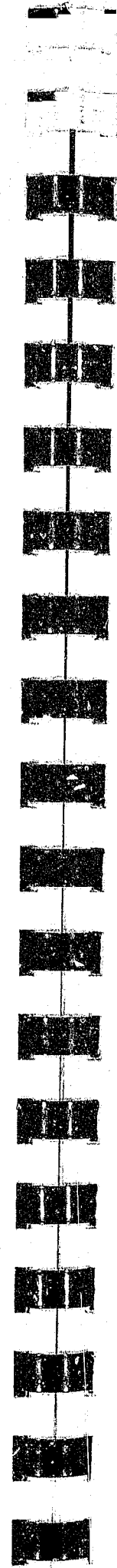


Table 6

PROJECT POPULATION AND ADL SAMPLE, COMPLETED MPI PROJECTS (as of 6/30/76)

Project Area	Number Completed	Number in Sample
Rules and Regulations	109	13
Records and Information Systems	21	3
Manpower Resources	16	4
Personnel Management	16	3
Mutual Aid Agreements	5	3



Table 7  
 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 Systems	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 Agreements	Selectman

"More effective records system"

"Improved management and control"

"Saved time of policemen"

"Improved accessibility"

"Standard, simple to train for and use"

"Provided potential for incident analysis, etc."\*

#### Manpower Resources

Four manpower resource projects were evaluated. One of these resulted in the town selectmen approving a major increase in the police department's budget, adding \$90,000 per year for the acquisition of a detective, patrolmen, two automobiles, radar, and remodeling of the station. The evaluation quotes "estimates" from MPI and the local chief of police to the effect that clearance of Index crimes rose from five percent in 1972 and 1973 to sixty-three percent after the staff increase. Since the name of the town is not revealed, we cannot check either the accuracy or the base of these statistics.

Two other manpower projects were rated as showing high impact. In one the results are summarized as:

Project requested as afterthought

Selectmen accepted some of the recommendations

Some increases in personnel

Improvements in record keeping.\*\*

Comments for the other read:

Reoriented 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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\* Ibid., p. 69.

\*\* Ibid., p. 76.

\*\*\* Ibid., p. 76.

Table 8  
ADL's IMPACT ASSESSMENT

RELEVANT MPI OBJECTIVES	PROJECT AREA	IMPACT	HIGH	SOME	LITTLE OR NONE	ADL's OVERALL ASSESSMENT	NUMBER OF PRO- JECTS COMPLETED (6/76)
7	Information Clearing- house, and Legal As- sistance		NA	NA	NA	HIGH	NA
7	Newsletter and Monthly Bulletins					HIGH	NA
1	Rules and Regulations		0	2 (15%)	11 (85%)	LITTLE OR NONE	109
2, 3, 5	Records and Information Systems		3 (100%)	0	0	HIGH	21
2, 4	Manpower Resources		3 (75%)	0	1 (25%)	HIGH	16
2	Personnel Management		0	0	3 (100%)	LITTLE OR NONE	16
4	Mutual Aid Agreements		0	0	3 (100%)	LITTLE OR NONE	5

### 2.3 Efficiency

MPI's budget history is described in Section 1. In the course of its assessment of MPI, ADL performed a comprehensive study of MPI's cost-efficiency. Their study sought answers to the following questions:

- 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 programs and planning methods?\*

A detailed description of ADL's methods and findings is contained in their cost-efficiency study. The highlights of the ADL conclusions are presented below.

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 supervisory 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 declining 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 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 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.

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\* Arthur D. Little, Inc., "Assessment of Cost Efficiency," p. 1.

This need appears to exist beyond the Commonwealth. Requests for further information (as well as assistance) have been received from: Canada, Vermont, New York, New Hampshire, Rhode Island, Tennessee, Virginia, Maine, Michigan, Kentucky, Pennsylvania, Connecticut, Arizona, Illinois, West Virginia, Louisiana, South Carolina, Florida, New Jersey, California, Missouri, Utah, South Dakota, and Colorado.\*

Clearly there is a recognized need to provide technical assistance to police agencies at the local level. However, it is also clear that there are alternative approaches to satisfying this need. The Standards report cites a number of states which offer T/A within the SPA itself, e.g., Pennsylvania, Michigan, California, New Jersey and New York. In other states, SPAs may contract with management consulting firms, university criminal justice centers or individual experts, rather than offering it themselves.\*\* The MPI model, in which a non-profit service agency is established for the sole purpose of providing such assistance within a state, may be unique.

There may be states where such an agency, affiliated with an organization like MCPA, may be the only way to obtain the police support needed to permit delivery of the needed assistance. However, there are several states where such an organization has not been required as a prerequisite to the delivery of technical assistance.

With regard to the adaptability of MPI to other jurisdictions:

- there are no significant legal, demographic, or organizational obstacles to establishing the program;
- the projects are not particularly complex, nor are large investments of either time or money asked of citizens or departments;
- the factors identified in the ADL report as contributing to MPI's success in the Commonwealth--qualified MPI staff, low-key approach, orientation to medium and small-sized police departments, and the orientation to police chiefs--could be replicated in other states.

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\* Massachusetts Police Institute, "Exemplary Project Recommendation," p. 7.

\*\* For example, the local police departments of Connecticut are now receiving at no cost to them technical assistance in the areas of voice communications, records and information systems and personnel administration. This assistance is provided by a large research/consulting firm with SPA funds.

### 3.0 SUMMARY OF PROJECT STRENGTHS AND WEAKNESSES

#### 3.1 Major Strengths

- High level of acceptance and credibility: MPI is well known in Massachusetts police circles and has an excellent reputation for its technical assistance activities. Its affiliation with MCPA has increased MPI's credibility with local police departments and provided a forum to advertise its services. To date, over 237 police chiefs (close to 70% of eligible police departments) have requested MPI services.\*
- Organizational efficiency: According to the ADL report, MPI operations are consistent with sound management principles, and enjoy significant cost efficiency, particularly in the areas of personnel, rent, and printing operations.
- Range of services being offered: MPI offers a broad range of practical services to police departments, including publications, advice, and assistance, designed to improve not only departmental administration and management but also police operations and crime control.
- Qualified Staff: Many MPI staff have had prior experience in criminal justice agencies; most have degrees in law, criminal justice, or public administration. Of particular merit is MPI's use of former Chiefs of Police as part-time consultants. These experienced law enforcement officers are knowledgeable about and can relate to the problems of chiefs interested in utilizing MPI's services.
- Orientation to small and medium-sized town police departments: Police departments outside the major cities have felt excluded from the LEAA program because of MCCJ's concentration on metropolitan area crime and law enforcement. The small and medium-sized departments realize that MPI is concerned with their problems in general and their planning and management capabilities in particular.
- Orientation to police chiefs: MPI is generally viewed as an organization exclusively concerned with and responsive to police chiefs. The institute is affiliated with MCPA; it will provide assistance only at the request of the police chief. The chiefs appreciate MPI's loyalty and have consistently supported the Institute and staff in their efforts.

\* Massachusetts Police Institute, "Exemplary Project Recommendation," p. 9.

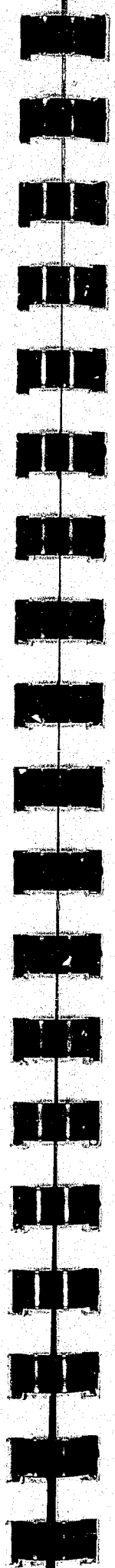


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1. Joseph P. Shannon, "Application for Grant Discretionary Funds," submitted to the U.S. Law Enforcement Assistance Administration through the Massachusetts Committee on Criminal Justice (1973), p. 7.
2. Massachusetts Police Institute, "Exemplary Project Recommendation," (1976). A copy of the application is in Appendix A.
3. Arthur D. Little, Inc. (Anton S. Morton, Project Director), Evaluation of the Massachusetts Police Institute, a report to the Massachusetts Committee on Criminal Justice (November, 1976). Attachment 1 to the report is an "Assessment of Cost Efficiency." The Executive Summary of the ADL Report (pp. XI-XXI) is contained in Appendix B.
4. Shannon, op. cit., pp. 8-10; See also: Massachusetts Police Institute, "Application for 1977 Grant," Submitted to the U.S. Law Enforcement Assistance Administration through the Massachusetts Committee on Criminal Justice," p. 2.
5. Shannon, op. cit., p. 10.
6. Arthur D. Little, Inc., "Assessment of Cost Efficiency," p. 3.
7. Shannon, op. cit., p. 10.
8. Interview with Joseph P. Shannon (December 15, 1976).
9. Massachusetts Police Institute, Program (1976), p.1. The 1976 Program is in Appendix C.
10. The project titles cited in this report are the ones currently in use by MPI. At an earlier point in the project's development different titles may have been used.
11. The ADL report excerpted parts of MPI's Records and Information Systems manual. These are contained in Appendix D.
12. A typical Mutual Aid Agreement is in Appendix E.
13. A representative selection of MPI's newsletters and monthly bulletins is contained in Appendix F.
14. Arthur D. Little, Inc. "Massachusetts Police Institute Work Effort," (1976), p. 16. This study was done to provide back-up data for the main ADL evaluation. ADL did not separately evaluate the Policies and Procedures project since these statements were generally distributed to police departments only as part (Section III) of the Rules and Regulations project. The Standards and Goals project was not assessed because this service is not provided directly to police departments.



APPENDICES



Appendix A  
Exemplary Project Recommendation

# Exemplary Project Recommendation

## I. Project Description

1. Name of the Program

Massachusetts Police Institute

2. Type of Program (ROR, burglary prevention, etc.)

Improvement of Municipal Police Administration and Operations

3. Name of Area or Community served Commonwealth of Massachusetts

(a) Approximate total population of area or community served 5,789,478

(b) Target subset of this population served by the project (if appropriate) 3,781,024 (65% of total population)

No. Served	Period	Population
	Aug., 1973 - Present	

4. Administering Agency (give full title and address)

Massachusetts Police Institute  
One Heritage Mall  
Berlin, Massachusetts 01503

(a) Project Director (name and phone number; address only if different from 4 above.)

Joseph P. Shannon  
(617) 562-7571

(b) Individual responsible for day to day program operations (name and phone number)

Joseph P. Shannon

5. Funding Agency(s) and Grant Number (agency name and address, staff contact and phone number)

Committee on Criminal Justice 76C-047.0225  
80 Boylston Street  
Boston, Massachusetts 02116  
(617) 727-6301

6. Project Duration (give date project began rather than date LEAA funding, if any, began)

August, 1973 - Present

7. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 8)

Breakdown of total operating costs, specify time period:

	1973	1974	1975	Total
Federal:	\$26,683.22	\$185,229.37	\$294,588.71	\$506,501.30
State:		10,642	13,349	23,991
Local:		(10,113.51)*	(7,625.65)*	
Private:				
Total:	\$26,683.22	\$195,871.37	\$307,937.71	\$530,492.30

Of the above total, indicate how much is:

(a) Start-up, one time expenditures: \$40,000

(b) Annual operating costs: The 1975 operating costs were \$307,937.71. When this figure is annualized to include personnel costs for one year, the annual operating costs are \$323,000.  
(A complete budget breakdown should be included with the attachments to this form)

8. Evaluation Costs (Indicate cost of formal evaluation if one has been performed)

Total Cost	Time Period	Principal Cost Categories

9. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local fundings?

The project is presently supported fully by L.E.A.A. funds.

\*Since its inception in 1973, the Institute has provided assistance to two hundred and twelve (212) communities. In order to eliminate seeking appropriations of local cash from each community, the Institute receives credit for excess local match expended by communities for implementation of Institute recommended improvements in local police departments. 13

Cut along this line.

Cut along this line.

1. Project Summary

Objective

Massachusetts Police Institute (MPI) Technical Assistance is a project which was commenced in August, 1973, to provide requested technical assistance to municipal police departments in the Commonwealth. The goal of the project has been to develop a permanent resource capable of assisting police chiefs in their efforts to improve local police administration and operations. Considerable advancement toward this goal has been accomplished through the establishment of the project under a private, non-profit corporation - the Municipal Police Institute, Inc.

The Institute Technical Assistance project is funded by grant awards from the Massachusetts Committee on Criminal Justice, the agency responsible for federal funds allocated to the Commonwealth by the Law Enforcement Assistance Administration (L.E.A.A.).

Method of Operation

Services of the Institute are provided only on the written request of a municipal police chief. Following such a request, a preliminary meeting is held to review the nature and extent of the services that may be available. Typically one problem area or need is identified and selected for action.

The style of service delivery is low-key with the sole objective of offering useful and needed technical assistance. M.P.I. carries its efforts beyond the familiar concept of outside evaluation and management surveys. The philosophy of M.P.I. is to provide direct, on-site technical assistance with the objective of meeting specific needs or resolving identified problems through implementation, rather than recommendation.

The Institute is developing an increasingly effective municipal police resource through blending the complementary strengths of extensive law enforcement experience with other specialized professional skills. Initially, very limited project areas were made available, but now additional components are periodically selected and added. It is the intent of the Institute to gradually broaden the range of services being offered, and, at the same time, to build and retain expertise in law enforcement systems at M.P.I. as a resource for municipal police. The Institute's affiliation with, and support of the Massachusetts Chiefs of Police Association, has assured the agency's relevance to the day-to-day problems and needs of municipal police.

It is an objective of M.P.I. to offer a highly cost-effective program. This is attempted at both the Institute level as well as in the participating police departments. The Institute researches, adapts and exploits the best examples of current law enforcement methods rather than undertaking costly basic research efforts. Following a research and development phase,

the Institute tests and refines new projects selected in the operational environment of municipal police departments before presenting a technical assistance project for general implementation. Finally, at the implementation stage, the particular needs and problems of the participating police departments are recognized and dealt with on an individual basis.

The present services offered by M.P.I. have been selected to respond to common problems and needs. While all the projects are basically interrelated, they fall into two general categories:

a) Administrative and Management Projects

Rules and Regulations, Policies and Procedures, Budgets and Program Planning, Personnel Management, Mutual Aid, Standards and Goals, Information Clearing-house and Legal Assistance, Newsletter and Monthly Bulletins. (Vehicle Management)\*

b) Operational and Crime Control Projects

Records and Information Systems, Department Overview, Manpower Resources, Incident Analysis (Crime Analysis)\*, Crime Prevention, (Directed Patrol)\*.

It is intended that the Municipal Police Institute, Inc. will develop additional areas and technical specialties for municipal police.

Summary Description

A more detailed descriptive package is included as Appendix A. This is a prospectus describing the present 1976 Program.

\*To be developed.

2. Criteria Achievement

(a) Goal Achievement

The project is aimed at the improvement of the operations and quality of criminal justice, specifically the improvement of local police administration and operations. This general goal can be subdivided into several specific objectives, each with measurable results.

1. Objective

To provide municipal police departments with a permanent technical assistance resource capable of aiding the police chiefs in their efforts to improve municipal police management, administration and operations.

Quantitative Measures

The degree of success which M.P.I. has had in fulfilling this goal may be demonstrated by the number of requests for assistance, the expressions of support and gratitude from those police chiefs who have been assisted, and the support given by the Massachusetts Chiefs of Police Association.

Outcome

Increased M.P.I.'s acceptance and credibility by increasing the number of municipalities that are clients of M.P.I.:

Number of departments requesting services -----	237
Number of projects requested -----	405
Number of departments served -----	212
Letters of appreciation -----	75
Support of Mass. Chiefs of Police Association -----	documented

2. Objective

To encourage the development of standard and compatible systems.

Quantitative Measures

Number of police departments using standard forms, standard data collection, common codes, similar policies and procedures.

Outcome

Police departments using standard forms -----	85
Police departments using standard data collection system and common codes -----	31
Police departments adopting standard policies and procedures -----	104 delivered

3. Objective

To assist police chiefs in the development of Police Manuals -- (rules and regulations and job descriptions) -- designed specifically for the individual requesting department.

Quantitative Measures

- Number of requests received for Police Rules and Regulations Manuals.
- Number of Police Rules and Regulations Manuals completed as to content.
- Number of Police Rules and Regulations Manuals printed and distributed.

Outcome

Requests for assistance in writing individualized Police Rules and Regulations Manuals -----	219
Completed Rules and Regulations Manuals (including those awaiting formal acceptance by appointing authority) -----	169
Number of departments having received printed, finalized Manuals -----	104
Number of officers having received Manuals -----	3303 (Estimate)

4. Objective

To develop policy and procedure statements on various law enforcement issues; these are designed for inclusion in the Police Manuals.

Quantitative Measures

- Number of Policies and Procedures written by M.P.I.
- Number of police departments participating in Task Force.
- Number of police departments adopting M.P.I. Policies and Procedures.

Outcome

Number of Policies and Procedure statements written -----	31
Number of police departments participating in Task Forces --	75
Police departments that have adopted M.P.I. Policies and Procedures -----	100 Plus Chiefs Feedback
Anticipated acceptance -----	200

5. Objective

To provide assistance in the drafting and implementation of agreements which allow for the provision of police Mutual Aid across municipal boundaries.



Quantitative Measures

Number of police departments contracted into Mutual Aid Compacts.  
Number of regional groupings developed.

Outcome

Police departments participating in Mutual Aid  
Compacts initiated by M.P.I. ----- 30  
Mutual Aid regional groupings established with  
M.P.I. assistance ----- 5  
Other Mutual Aid regions have been developed, but  
not yet signed Mutual Aid Agreement ----- 8

6. Objective

To serve as an information center and clearinghouse on police improvements and law enforcement issues.

Quantitative Measures

Number of informational bulletins written.  
Number of police departments receiving bulletins.  
Number of legal or informational assists provided.

Outcome

Monthly Newsletters "M.P.I. Reporter"  
produced and distributed (Oct., 1975 through  
Oct., 1976 ----- 11  
Departments receiving M.P.I. law enforcement, legal  
and criminal justice papers, bulletins ----- 351  
Number of research and information bulletins written  
(July, 1974 - October, 1976) ----- 39  
Legal and general written responses (August, 1974 through  
October, 1976) ----- 75  
Oral Legal Responses - 250 (Est.) On-Site Legal Opinions - 400 (Est.)

7. Objective

To design, install and refine record and information systems for municipal police departments.

Quantitative Measures

Number of departments using M.P.I. data gathering package.  
Number of forms designed by M.P.I.  
Number of departments using M.P.I. designed police record system.

Outcome

Police departments in which M.P.I. has installed its coded  
data gathering packages ----- 32  
Police departments in which M.P.I. has installed M.P.I.  
Manual Record System ----- 22

8. Objective

To provide general technical assistance in police operations, conduct department overviews and conduct manpower reviews.

- a) Specific Technical Assistance projects focussing on one problem area.
- b) Department Overview (small departments).
- c) Manpower Resources Study (larger departments).

Quantitative Measures

Number of Technical Assistance projects, Department Overviews, and Manpower Resources Studies completed.

Outcome

Technical Assistance Projects completed ----- 5  
Department Overviews completed ----- 9  
Manpower Resource Studies completed ----- 15

9. Objective

To develop data processing capability for analysis of complaint and incident data.

Quantitative Measures

Design, install and operate an automated data processing system focussing on incident analysis.

- Number of incidents analyzed.
- Number of police departments served.
- Types of analyses (tabulations, analytical capability) designed into the system.

Outcome

Design and installation of automated data processing system ----- completed  
Development of manual system for analysis by small departments ----- completed  
Number of departments gathering suitable data for incident analysis ----- 29  
Analysis of calls for service by type of incident, time by hour, day shift, month, geocoded areas

2 (a)(2) Similar Projects

The approach that M.P.I. takes is believed to be unique in its concentration on direct technical assistance to local police departments. However, since it addresses the general problem of improvement of police administration and operations in numerous local police departments, a general comparison may be made to:

- a) consultant efforts in police management surveys
- b) administrative training courses for police administrators

a) The advantage that direct Technical Assistance has is that it implements and accomplishes a perceivable improvement, rather than the presentation of recommendations in report form that many times are never followed. It is the personal observation of the writer that, all too often, traditional management surveys have been used as political tools, rather than as genuine efforts to improve the effectiveness of a police agency. Secondly, management surveys tend to issue large amounts of general recommendations, which often overwhelm the subject departments, resulting in limited accomplishments.

b) A positive aspect of the direct technical assistance approach is that it provides in-house, "on-the-job" training for police administrators. Also, problem identification, local involvement and decision-making are required throughout the projects. To some degree then, technical assistance is a form of administrative training. However, M.P.I. believes that it has an advantage over the "classroom-academic" administrative training because it is conducted in the actual problem environment. Also, it is individualized to deal with specific problems in particular departments. Too often "classroom" administrative training is provided to police chiefs at an academic level that is far beyond the realm of potential implementation and the world of reality. Many times, such training increases the frustration of the administrator rather than the efficiency of the departments because of the "blue sky" level of training and technology transfer.

2.(b) Replicability

(1) Common Concern

The need for the provision of technical assistance aimed at the improvement of police administration and operations is desperately common. Approximately two-thirds of the eligible police departments have voluntarily sought direct technical assistance from M.P.I.

This need appears to exist beyond the Commonwealth. Requests for further information (as well as assistance) have been received from: Canada, Vermont, New York, New Hampshire, Rhode Island, Tennessee, Virginia, Maine, Michigan, Kentucky, Pennsylvania, Connecticut, Arizona, Illinois, West Virginia, Louisiana, South Carolina, Florida, New Jersey, California, Missouri, Utah, South Dakota, and Colorado. (See Appendix B)

(2) Documentation

Full documentation of the M.P.I. program is available from periodic grant applications, quarterly reports, and a full complement of work products (policies and procedures, technical assistance projects, rules and regulations manuals, records systems, monthly mailings, legal reports, police forms, mutual aid contracts, etc.)

An in-depth analysis, verification and documentation is in process by the management consultant firm of Arthur D. Little, Inc. (See attached Appendix C)

(3) Special Features

Certain features have been principally responsible for the project's success. The major hurdle of developing credibility and acceptance of police departments for a new agency was not insignificant. This has now been completely overcome because of the following basic concepts and methodology:

Providing direct technical assistance in police management, administration and operations to municipal police departments at the written request of police chiefs.

Taking a constructive, low-key approach with the objective of implementing management improvements while avoiding the use of the Institute as a political tool.

Utilizing and exploiting existing resources and knowledge, avoiding the re-invention of concepts that are already well-developed.

Concentrating on implementation of projects that can be replicated rather than heavy involvement in basic research.

(4) Restrictions

Any city or town is eligible to participate, provided the request is made by the chief of police. At present, however, preference is given for field service technical assistance projects to the medium and small communities (i.e. under 100,000 population), because alternative provisions, under the L.E.A.A. program, have been made for the major cities.

2.(c) Measurability

(1) The project is fully functioning and has been active for three years.

(2) Evaluation

The project has been audited three times. (Audits attached). In-depth evaluation was requested by the Project Director. An evaluation by Arthur D. Little, Inc. is in process.

(3) The program objectives have been clearly defined from the start. Quantitative measures of accomplishment can be readily assessed and materials for qualitative judgements are readily available.

2.(d) Efficiency

One of the major reasons for the existence of M.P.I. has been to provide the greatest possible service to many communities in a cost-effective manner. This need was due to the fact that Massachusetts, which is comprised of 351 cities and towns, has focussed its L.E.A.A. efforts on the seven major cities. For all practical purposes, the Institute is the only L.E.A.A. resource available to the remaining cities and towns (client population = 4,427,346).

A very detailed cost analysis has been conducted by Arthur D. Little, Inc. (See A.D.L. evaluation)

2.(e) Accessibility

Examination by an outside group of validators will be welcomed. Such evaluation is also seen as an additional means of further improving the effectiveness of the project. All records, work products, staff and clients will be available to the evaluators.

The Institute has always welcomed visits from interested out-of-state personnel (New Hampshire, Colorado, Vermont, Connecticut, Illinois, etc.). This will continue to be M.P.I. policy.

It is certainly anticipated that the project will continue to exist and to meet the stated requirements of the Exemplary Projects Program.

3. Outstanding Features

Significant features of the project are:

High level of acceptance and credibility

237 police chiefs (79% of eligible applicants) individually and voluntarily requesting services of the agency.

Cost effectiveness

Low cost per project completed; low cost per community served.

Range of services being offered

Initially three projects were offered and these have been gradually broadened to thirteen.

Ability to develop and install acceptable standards

Standard policies, procedures, regulations, systems, job descriptions, forms, records, mutual aid agreements, etc., have been broadly accepted and activated.

Ability to direct the project to deal with commonly identified problem areas

The general program objectives of M.P.I. are aimed at areas that have been identified by police chiefs as common problems and needs facing municipal departments. These include:

- The need to more clearly define the police role, function and policy;
- The need for improved administrative and operational planning and management;
- The need for improved collecting and utilization of management information as an administrative tool;
- The need for the most efficient utilization of manpower resources for crime control and community response;
- The need for improved collecting and utilization of operational information as a crime control tool;
- The need to solicit community participation in the prevention of crime;
- The need for improved transfer of information regarding law enforcement, crime prevention, criminal justice and legal issues.

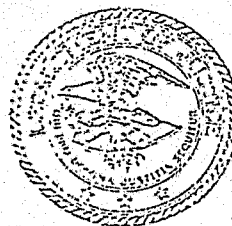
4. Weaknesses

The high degree of acceptance of the project has created a waiting list that is undesirable. This creates a heavy workload for a very limited staff. This waiting period has been reduced considerably during recent months. There is a need to broaden the base of financial support through undertaking additional projects, both L.E.A.A. and non-L.E.A.A. supported.

TOTAL BUDGET BREAKDOWN

	<u>Federal</u>	<u>State</u>	<u>Local*</u>	<u>Total</u>
Personnel	\$182,109.05	\$6,895.39	\$(1,078.25)	\$189,004.44
Consultants	33,987.89	1,492.60		35,480.49
Travel	21,833.32	428.88		22,262.20
Office & Admin.	51,489.57	4,532.13		56,021.70
Equipment	5,168.88	- 0 -	(6,547.40)	5,168.88
Other	-	-		-
<b>Total</b>	<b>\$294,588.71</b>	<b>\$13,349.00</b>	<b>\$(7,625.65)</b>	<b>\$307,957.71</b>

\*Not included in Totals



UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

REGIONAL OFFICE  
100 SUMMER STREET BOSTON, MASSACHUSETTS 02110

TELEPHONES:  
ADMINISTRATIVE DIVISION (617) 223-4671  
FINANCIAL MANAGEMENT DIVISION (617) 223-5665  
OPERATIONS DIVISION (617) 223-7256  
TECHNICAL ASSISTANCE DIVISION (617) 223-5675

February 25, 1976

Mr. Gerald Caplan  
Model Program Development Division  
National Institute of Law Enforcement  
and Criminal Justice  
Law Enforcement Assistance Administration  
U.S. Department of Justice  
Washington, DC 20531

Dear Mr. Caplan:

RE: Recommendation for Exemplary Status for the Mass. Police Institute

This letter is to recommend for your consideration the Mass. Police Institute as a candidate for exemplary status. This Institute was established in August of 1973 to provide requested technical assistance to municipal police departments in this Commonwealth. It is affiliated with the Mass. Chiefs of Police Association. This project continues to be available to assist the 351 cities and towns in the Commonwealth with problem analysis identification and implementation in the areas of administrative and management projects and operational and crime control projects.

The especially unique qualification of this technical assistance group is that the specialist who goes to aid a chief upon his request stays beyond the problem identification and report phase to help the chief in implementing the changes which have been identified as potentially beneficial to the police department.

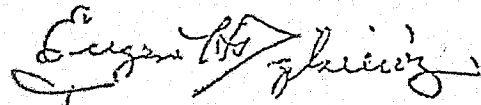
I am aware that the information being submitted to you by Mr. Joseph Shannon discusses in detail the projects which they have implemented and those which also remain available.

I know that numerous departments have received assistance from this Institute. Conceptually, I believe this to be an excellent method of providing this type of technical assistance on a local basis.

Mr. Gerald Kaplan  
Page Two

So I again recommend this to you for your consideration. If I may be of any further assistance in this matter, please do not hesitate to call me.

Sincerely,



For  
George K. Campbell  
Regional Administrator

cc: Joseph Shannon

Appendix B  
Executive Summary, ADL Report



## 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 experimental 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)

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

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:



#### 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.

- 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?

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.

## 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 Massachusetts.

### 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 departments 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 accountability. 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 clarification 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.

### 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 improvements 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 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."

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 recommendations 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 descriptions."

Without tangible direct impact, this small activity provided some administrative 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 percent 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.

#### 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 overarching 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 Selectmen 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 unwillingness of the municipal officials to implement recommendations.

\* In response to a draft version of this report, MPI commented as follows 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 services'."

We have added more detail in the rationale, for this recommendation, in response to MPI's comment.



Technical Assistance Projects

1976

PROGRAM

MASSACHUSETTS POLICE INSTITUTE

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Massachusetts Police Institute

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*Chairman*  
CHIEF HENRY F. MAIOLINI  
*Pres. Mass. Chiefs of Police Assoc.*

JOSEPH P. SHANNON  
*Executive Director*

What is the Massachusetts Police Institute?

The Massachusetts Police Institute (MPI) is a non-profit service agency which is affiliated with the Massachusetts Chiefs of Police Association. The Institute was established in August, 1973 to provide requested technical assistance to municipal police departments in the Commonwealth. 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.

The Institute is funded by grant awards from the Massachusetts Committee on Criminal Justice, the agency responsible for federal funds allocated to the Commonwealth by the Law Enforcement Assistance Administration (L.E.A.A.).

Method of operation

Services of the Institute are provided only on the written request of a municipal police chief. Following such a request, a preliminary meeting is held to review the nature and extent of the services that may be available. Typically, one problem area or need is identified and selected for action.

The style of service delivery is low-key with the sole objective of offering useful and needed technical assistance. The Massachusetts Police Institute carries its efforts beyond the familiar concept of outside evaluation and management surveys. The philosophy of M.P.I. is to provide direct, on-site technical assistance with the objective of meeting specific needs or resolving identified problems through implementation, rather than recommendation.

The Institute is attempting to develop an effective municipal police resource through blending the complementary strengths of extensive law enforcement experience with other specialized, professional skills. Initially, very limited project areas were made available but now additional components are periodically selected and added. It is the intent of the Institute to gradually broaden the range of services being offered, and, at the same time, to build and retain expertise in law enforcement systems at M.P.I. as a resource for municipal police in the Commonwealth. The Institute's affiliation with, and support by, the Massachusetts Chiefs of Police Association has assured the agency's relevance to the day-to-day problems and needs of municipal police.



It is an objective of the Massachusetts Police Institute to offer a highly cost-effective program. This is attempted at both the Institute level as well as in the participating police departments. The Institute researches, adapts and exploits the best examples of current law enforcement methods rather than undertaking costly basic research efforts. Following a research and development phase, the Institute tests and refines new projects in the operational environment of Massachusetts police departments before presenting a technical assistance project for general implementation. Finally, at the implementation stage, the particular needs and problems of the participating police department are recognized and dealt with on an individual basis.

General objectives

The general program objectives of the Massachusetts Police Institute are aimed at areas that have been identified by police chiefs as common problems and needs facing municipal departments. These include:

- The need to more clearly define the police role, function and policy;
- The need for improved administrative and operational planning and management;
- The need for improved collecting and utilization of management information as an administrative tool;
- The need for the most efficient utilization of manpower resources for crime control and community response;
- The need for improved collecting and utilization of operational information as a crime control tool;
- The need to solicit community participation in the prevention of crime;
- The need for improved transfer of information regarding law enforcement, crime prevention, criminal justice and legal issues.

What services are offered by M.P.I.?

The services offered by M.P.I. have been selected to respond to common problems and needs. While all the projects are basically interrelated, they fall into two general categories:

- a) Administrative and Management Projects  
Rules and Regulations, Policies and Procedures, Program Planning and Budgets, Personnel Management, (Vehicle Management)\*, Mutual Aid, Standards and Goals, Information and Legal Assistance, Newsletter and Monthly Bulletins.
- b) Operational and Crime Control Projects  
Records and Information Systems, Manpower Resources, Incident Analysis, (Crime Analysis)\*, Crime Prevention, (Directed Patrol)\*.

It should be understood that certain projects can only be successfully accomplished when the necessary prerequisites exist. An example would be that a special patrol project would be dependent on an adequate crime analysis system which, in turn, depends on a records system capable of incident analysis. An effective specific crime prevention project (e.g. arson, residential B & E, vandalism) is dependent on detailed incident analysis by time and location.

\*To be developed

Who is eligible to participate?

Any city or town in the Commonwealth, provided the request is made by the Chief of Police. At present, preference is given for field service Technical Assistance Projects to the medium and smaller communities (i.e. under 100,000 population), because alternative provisions, under the L.E.A.A. program, have been made for the major cities of Boston, Cambridge, Fall River, Lynn, New Bedford, Springfield and Worcester. A request consists of a letter from the Chief of Police to the Director.

Which police departments have requested MPI projects?

As of January, 1976, 207 cities and towns had participated in or sought projects with the Massachusetts Police Institute. However, since some departments have participated more than once, the total number of separate service projects is 323. A status sheet and listing of requesting communities is included in this report. While the Institute provides some services to all cities and towns, it is estimated that direct field service projects have been either requested or implemented in police departments serving 62% of the Commonwealth's population.

Is there a waiting period?

Yes, because of the numerous requests we have already received, a waiting list has developed in all program areas. It is suggested that departments undertake the Police Manual (Rules and Regulations) as their first project. Presently, there is a two-month waiting period prior to starting a Police Manual. We must caution that this project will be discontinued after December 31, 1976, except to new police chiefs.

It is difficult to estimate the waiting period for other technical assistance projects, but it is suggested that interested police chiefs write to the Executive Director for further information.

What is the cost to the city or town?

There is no cost to the city or town for staff time or technical assistance provided by the Institute. While there is no charge for MPI services, the Chief of Police must make available to the Institute staff support and commitment so that the project may proceed expeditiously. In certain projects, considerable local staff support and participation is expected.

While there is no charge for staff services, certain projects require some minimal local cash expenditures. The largest cash requirement is for Records Systems projects. The participating city or town should have from \$1,000 to \$3,000 available for installation of hardware (filing cabinets, incident recorders and forms).

Project terms

Scheduling and acceptance of projects is at the discretion of MPI. Projects may be discontinued at any time on the request of the police chief or, if deemed desirable, by the Executive Director.

TECHNICAL ASSISTANCE PROJECTS - 1976

Listed below is a summary of the Technical Assistance Projects offered during 1976. Following the summary is a more detailed description of each project.

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.

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.

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 CLEARINGHOUSE, 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.

MUTUAL AID AGREEMENTS: MA

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

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 Massachusetts.

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.

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 descriptions.

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.

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.

MANPOWER RESOURCES: MR

- 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 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.

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.

No.

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197

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_ Massachusetts Police Institute Staff \_\_\_\_\_

PROJECT TITLE: RULES AND REGULATIONS

PROJECT DESCRIPTION:

- 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 (see separate description).
- On completion of Sections I and II, all sworn personnel receive copies of Policy and Procedure Statements (see separate description).

M.P.I. PARTICIPATION:

- Conduct field visits, revising draft versions of Sections I and II.
- Provide chief with copies for approval of appointing authority.
- Provide printed copies for all sworn officers, including "reserves".
- Provide printed copies for governing body and Town Counsel (City Solicitor).
- Supply three-ring binders to all but reserves until supply is depleted.
- Provide on-site general administrative and legal counselling.

LOCAL PARTICIPATION:

- All municipalities except seven largest cities eligible
- Letter of request from chief of police.
- Supply M.P.I. with information on department and community, including questionnaires, Town Reports, collective bargaining agreements, etc.
- Chief meets with M.P.I. staff for at least three field visits (Intro, Section I, Section II).
- Consultation with officers and union officials encouraged.
- Copies submitted to appointing authority for approval.

PROJECT PERIOD:

Waiting period - three months after letter of request.  
 Field Work - three months  
 Delivery - one month after receipt of approved copy.

1976 OBJECTIVES:

- Complete field work on all requests (maximum 200)
- Deliver printed Manuals to all departments upon approval of appointing authority (minimum 150).

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_ Massachusetts Police Institute Staff: \_\_\_\_\_

PROJECT TITLE: POLICY AND PROCEDURES

PROJECT DESCRIPTION:

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

M.P.I. PARTICIPATION:

- Select Topics.
- Research Topic.
- Prepare draft version.
- Review and revise draft with M.P.I. staff.
- Select and invite experts to serve on Task Force.
- Provide Task Force members with revised draft copies prior to meeting.
- Conduct Task Force meeting at M.P.I.
- Revise draft and prepare tentative final version.
- Supply Task Force members with tentative final version for approval.
- Make changes, if necessary.
- Print final Policy and Procedures Statements.
- Supply sample Policy and Procedures Statements to chiefs upon completion of Section I and II.
- Supply requesting chiefs with sufficient Policy and Procedures Statements for all Manuals.

LOCAL PARTICIPATION:

- Chiefs serve as Task Force members.
- Circulation in volume, limited to departments requesting assistance in preparing Police Manual.
- Single copies to all Massachusetts Police Departments.

PROJECT PERIOD:

- Conclude during 1976.

1976 OBJECTIVES:

- Complete project after finalizing over 30 Policy and Procedures Statements.

TECHNICAL ASSISTANCE PROJECT

Massachusetts Police Institute

Staff: \_\_\_\_\_

No. \_\_\_\_\_

PROJECT TITLE: NEWSLETTER AND MONTHLY BULLETINS

PROJECT DESCRIPTION: - 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.

M.P.I. PARTICIPATION: - Research, print and distribute a monthly newsletter containing:

- a) reviews of relevant state and federal legislation
- b) reports on M.P.I., M.C.O.P.A. and L.E.A.A. activities
- c) articles on topics of general interest to police chiefs
- d) abstracts of recent judicial decisions

- Distribute from one to three bulletins per month on legal and criminal justice topics (e.g.: Civil Service Suspension, Collective Bargaining Law, Firearms Legislation, Mutual Aid Agreements).

- Produce two or three in-depth research papers, annually.

LOCAL PARTICIPATION:

PROJECT PERIOD:

1976 OBJECTIVES:

- Write and distribute 10 Newsletters.
- Write and distribute approximately 24 reports (an average of 2 per month).

TECHNICAL ASSISTANCE PROJECT

Massachusetts Police Institute

Staff: \_\_\_\_\_

No. \_\_\_\_\_

PROJECT TITLE: INFORMATION CLEARINGHOUSE, LEGAL ASSISTS

PROJECT DESCRIPTION: - 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.

M.P.I. PARTICIPATION: - Provide library information and resource materials to police departments.

- Provide either oral or written responses to the police chiefs' legal questions and general requests for information.
- Provide short-term (telephone) legal assists on municipal police issues.

Limitation: Issues of general interest to police administrators will be dealt with. (Problems of only limited local interest will not be reviewed.)

LOCAL PARTICIPATION: - Oral or written request from the police chief.

PROJECT PERIOD: - Depending on the nature of the question involved and the availability of staff time, answers may be provided immediately or up to three weeks after the request.

1976 OBJECTIVES: - Continuation of service. Anticipated 70 to 100 assists.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_

Massachusetts Police Institute

Staff: \_\_\_\_\_

PROJECT TITLE:

MUTUAL AID AGREEMENTS

PROJECT DESCRIPTION:

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

M.P.I. PARTICIPATION:

- Meet with chiefs of participating departments.
- Prepare draft versions of mutual aid agreements; revise to satisfaction of chiefs.
- Provide chiefs with copies of agreement for submission to municipal legislative officials for approval and execution.

LOCAL PARTICIPATION:

- Written request from each participating chief in proposed mutual aid region.
- Meet with M.P.I. staff to review draft agreements.
- Submit final version to municipal officials for approval and signing.

Requirement: Legal prerequisite to signing is the acceptance of enabling legislation, to wit, M.G.L. c. 40 s. 8G.

PROJECT PERIOD:

- Generally requires three meetings with participating chiefs.

1976 OBJECTIVES:

- Prepare mutual aid agreements for four regional groupings of police departments.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_

Massachusetts Police Institute

Staff: \_\_\_\_\_

PROJECT TITLE:

STANDARDS AND GOALS

PROJECT DESCRIPTION:

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

M.P.I. PARTICIPATION:

- Schedule monthly meetings and staff assistance for Task Forces at M.P.I.
- Research appropriate documents (National Standards and Goals, A.B.A. Standards, etc.) and analyze present Massachusetts status as background information.

- Prepare draft statements prior to each monthly meeting reflecting research and discussion based on prior meeting.

- Supply Subcommittee members with tentative final version for approval.

- Follow directions of Subcommittee regarding preparation and distribution of final documents.

LOCAL PARTICIPATION:

- Subcommittee on Standards and Goals to serve as nucleus of Task Forces.

- Additional input to be provided by invited participants.

- Final review of Standards and Goals statements by Massachusetts Chiefs of Police Association.

PROJECT PERIOD:

- To be determined.

1976 OBJECTIVES:

- Complete the review of issues related to Part I of the National Advisory Commission on Criminal Justice Standards and Goals: POLICE.



TECHNICAL ASSISTANCE PROJECT  
Massachusetts Police Institute

No. \_\_\_\_\_

Staff: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

PROJECT TITLE: BUDGET AND PROGRAM PLANNING

PROJECT DESCRIPTION: Assist requesting chiefs in establishing bookkeeping procedures, preparing annual budget and techniques for presenting budget.

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

- M.P.I. PARTICIPATION:
- Work with a group of not more than 10 chiefs.
  - Meet once per month at M.P.I. with requesting chief prior to budget submission date.
  - Explain procedures associated with M.P.I. Budget Forms.
  - Demonstrate improved bookkeeping procedures.
  - Assist chief in determining budget requirements.
  - Assist chief in drafting of annual budget using M.P.I. Budget Forms.
  - Demonstrate budget presentation techniques.
  - Print and bind limited number of completed budgets.

- LOCAL PARTICIPATION:
- Letter of request.
  - Meet with M.P.I. staff and consultant at M.P.I. once per month.
  - Access to records (police and town), and record-keeping personnel.
  - Provide necessary bookkeeping data.
  - Determine budget requirements.

RESTRICTION: Departments must be free to adopt M.P.I. Budget forms and systems.

- PROJECT PERIOD:
- Commence May, 1976.
  - Maximum, 10 departments.

- 1976 OBJECTIVES:
- Assist 10 departments in improving bookkeeping procedures, preparation of annual budgets and budget presentation techniques.

TECHNICAL ASSISTANCE PROJECT  
Massachusetts Police Institute

No. \_\_\_\_\_

Staff: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

PROJECT TITLE: PERSONNEL MANAGEMENT

- PROJECT DESCRIPTION:
- 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 descriptions.

- M.P.I. PARTICIPATION:
- Develop Personnel Folder Package which includes employment application, emergency information sheet, health questionnaire, and the following forms: Formal Education, Police Training, Vacation/Sick Leave, Equipment Issue.
  - Where requested, develop Performance Evaluation forms and offer instruction and guidelines for completion.
  - Review department Rules and Regulations and Collective Bargaining Agreements.
  - Review general personnel problem areas.
  - Forms and personnel folders provided for every department member.

- LOCAL PARTICIPATION:
- Letter of request from chief of police.
  - Completion of M.P.I. Rules and Regulations Project, Section I and II (recommended).
  - Chief submits copies of Collective Bargaining Agreement and Rules and Regulations at time of initial visit.
  - Chief provides copies of any existing application, personnel evaluation and personnel records forms in use in town government.
  - Participating department purchases Personnel Folders (\$2.00 to \$2.25 per employee).
  - Attendance by chief at two M.P.I. workshop sessions.

CONSTRAINT: Collective bargaining statute may require consultation or bargaining with the local police union prior to instituting a performance evaluation system in a department.

- Four-week period per group.

PROJECT PERIOD:

- 1976 OBJECTIVES:
- Completion of Personnel Management Project by 15 to 20 departments in groups of 4 or 5 each.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_

Massachusetts Police Institute

Staff \_\_\_\_\_

PROJECT TITLE:

RECORDS AND INFORMATION SYSTEM

PROJECT DESCRIPTION:

- 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.

M.P.I. PARTICIPATION:

- Conduct field visits, evaluate present records.
- Make recommendations and discuss with chief.
- Order needed equipment.
- Assist records personnel in setting up new procedures.
- Conduct training sessions for police personnel.
- Assist with problems related to conversion to new system.
- Evaluate system 3 months after start-up

LOCAL PARTICIPATION:

- Eligibility: Local funds required:
  - Population to 10,000 = \$1,000 minimum
  - Population 10,000 to 25,000 = \$2,000 minimum
  - Population 25,000 to 50,000 = \$3,000 minimum
- Letter of request from chief.
- Assignment of one departmental personnel as "in-house" coordinator required.
- Full cooperation of departmental personnel required.
- Full access to present records system.
- Minimum training time for necessary departmental personnel (1 session - 1 to 2 hours).
- In-depth training for records personnel (8 hours minimum).

PROJECT PERIOD:

- Waiting period - three months after letter of request.
- Field work - one to three weeks in department.
- Project Period: Three months (maximum).

1976 OBJECTIVES:

- 12 records systems projects.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_

Massachusetts Police Institute

Staff: \_\_\_\_\_

PROJECT TITLE:

DEPARTMENT OVERVIEW

PROJECT DESCRIPTION:

- 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.

M.P.I. PARTICIPATION:

- Meet with chief to discuss and plan project implementation.
- Conduct field visits, interviewing personnel and observing procedures.
- Develop draft report regarding improvements in operations and procedures.
- Recommend procedures and strategies; formulate program and schedule for discussion with chief.
- Write, print and provide limited copies of final report.

LOCAL PARTICIPATION:

- Letter of request from chief of police.
- Meet with Institute staff for initial review of problem and orientation to project.
- Provide necessary data on operations, records, personnel and bookkeeping as requested by staff.
- Provide necessary personnel for project implementation, data gathering, etc.
- Access to departmental personnel and records (police and town).
- Participation by police chief in meetings with M.P.I. staff.

PROJECT PERIOD:

- Field Work - approximately one - two weeks.
- Total project period - six weeks.

1976 OBJECTIVES:

- Demonstrate acceptance and implementation of recommendations in at least six municipalities.



TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_ Massachusetts Police Institute Staff: \_\_\_\_\_

PROJECT TITLE: MANPOWER RESOURCES

PROJECT DESCRIPTION:

- 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 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.

M.P.I. PARTICIPATION:

- Meet with requesting chief to define his manpower resource problems.
- Attempt to identify and focus specific manpower-related problem.
- Conduct field visits, and data gathering.
- Propose alternatives, strategies and procedures in personnel use for discussion with chief.
- Formulate program and schedule for discussion with chief.
- Produce report with recommendations and implementation plan.

LOCAL PARTICIPATION:

- Letter of request from chief of police.
- Meet with Institute staff for initial review of problem and orientation to project.
- Provide necessary data on operations, records, personnel and bookkeeping as requested by M.P.I.
- Where necessary, provide local personnel for project implementation, data gathering, etc.
- Access to departmental personnel and records (police and town).
- Constraint: Departments having collective bargaining agreements with restrictive clauses such as minimum manning, seniority, etc., have limited options for project implementation.

PROJECT PERIOD:

- Field Work - two to four weeks.
- Total project period - three months.

1976 OBJECTIVES:

- Demonstrate acceptance and implementation of recommendations in at least 12 municipalities.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_ Massachusetts Police Institute Staff: \_\_\_\_\_

PROJECT TITLE: INCIDENT ANALYSIS

PROJECT DESCRIPTION:

- 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

M.P.I. PARTICIPATION:

- Initial field visit with chief describing project.
- Conduct data gathering training session.
- Install incident recording package.
- Quality control checks (one, two weeks after training session) one every six weeks during data gathering
- Duplicate data cards picked up by staff.
- Analysis provided (graphs/charts, narrative) approximately 4 weeks after card pick-up.

LOCAL PARTICIPATION:

- Letter of request from chief.
- Eligibility: Towns implementing police records system and/or data gathering package which are collecting acceptable data after first three weeks (at least 95% accurate).
- Chief meets with M.P.I. Staff for initial visit at department.
- Appointment of a police officer to be M.P.I. liaison.
- Training session scheduled.
- Department liaison checks accuracy of data and puts M.P.I. copy in groups by months.

PROJECT PERIOD:

- Project commencement - April, 1976.
- Data gathering - three to six months.
- Analysis provided approximately one month after end of data gathering.

1976 OBJECTIVES:

- Provide initial incident analysis for a total of 8 departments: May - December, 1976.
- Identify 5 departments which intend to continue data collection and will provide keypunched data to M.P.I. for analysis.

TECHNICAL ASSISTANCE PROJECT

No. \_\_\_\_\_

Massachusetts Police Institute

Staff: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

PROJECT TITLE:

CRIME PREVENTION

PROJECT DESCRIPTION:

- 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.

M.P.I. PARTICIPATION:

- Assist police departments in design of crime prevention program.
- Conduct seminars for chiefs of police and crime prevention officers (4 hours).
- Conduct orientation workshops for crime prevention officers (4 days).
- Provide technical assistance on-site for program start-up and follow-up.
- Objectives: Increased community involvement and awareness of crime prevention principles and practices.

LOCAL PARTICIPATION:

- Letter of request from chief of police.
- One officer designated as crime prevention officer (up to full-time, depending on size of community).
- Participation in four-hour seminar by both chief of police and crime prevention officer.
- Provide M.P.I. with information on department, community and crime activity.
- Designated crime prevention officer to participate in an approved crime prevention training program.
- Firm commitment by police chief to support a continuing crime prevention program in his community.
- Caution: Departments participating in this project must recognize that increased community awareness will undoubtedly increase the level of reported crime.

PROJECT PERIOD:

- M.P.I. staff - over a three-month period.
- Local participation - continuing.

1976 OBJECTIVES:

- Establish Crime Prevention Programs in 5 communities.

Appendix D  
 Excerpts from MPI Records and  
 Information Systems Manual

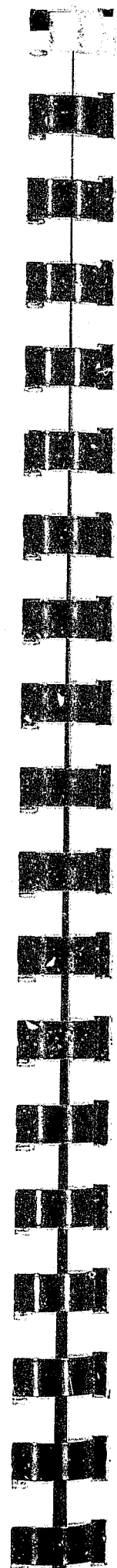
**CONTINUED**

**1 OF 2**

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.



**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 DOOR**—Smooth operating, non-binding retractable doors are furnished with all roll-out shelves.

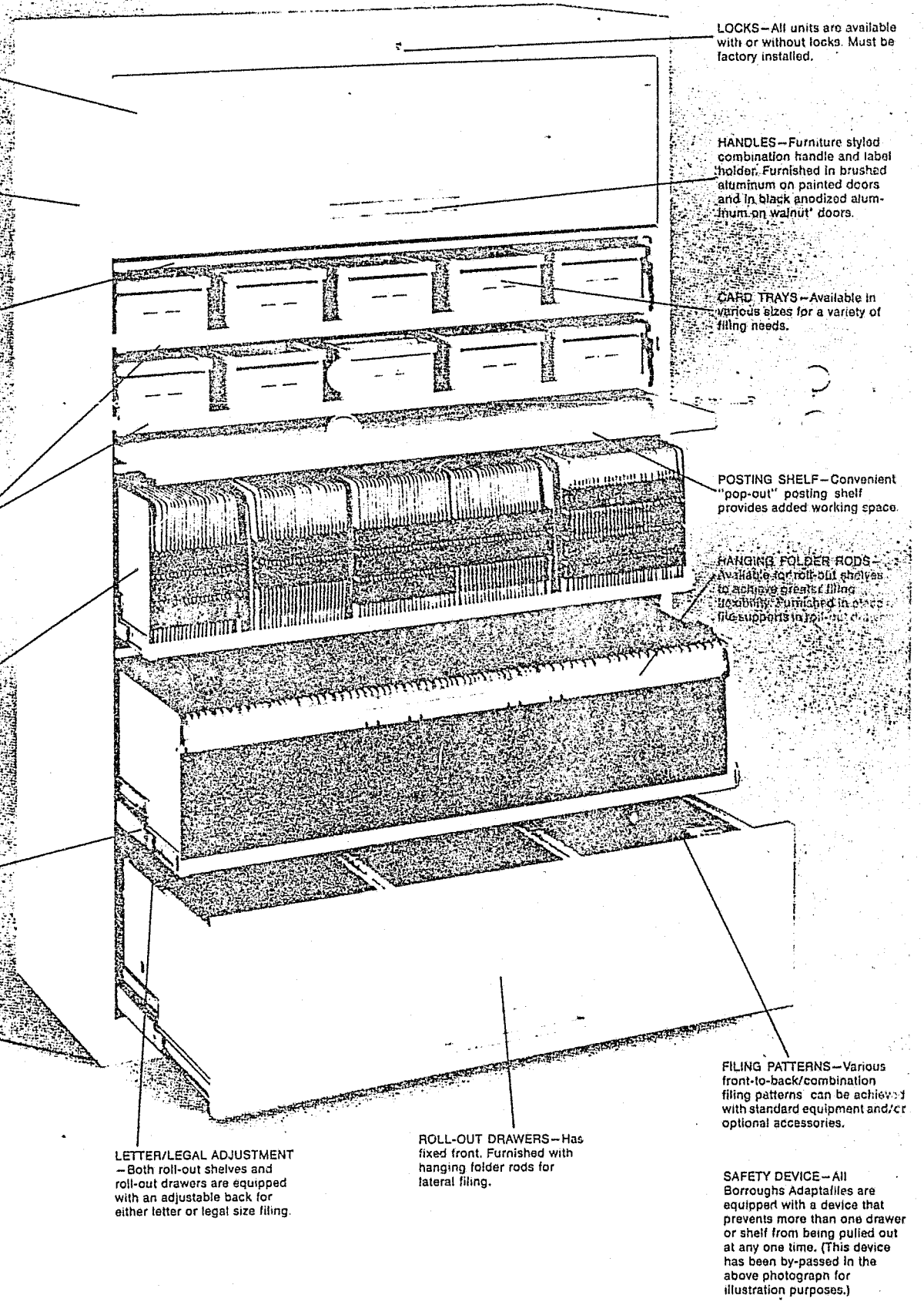
**SPLIT ROLL-OUT SHELVES**—Can be used with card trays or for other storage/filing requirements. Available with retractable doors only.

**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.

**LEVELING GLIDES**—Located at all four corners. Can be adjusted from either inside or outside of the unit.

\*Wood grained vinyl laminated on steel.



**LETTER/LEGAL ADJUSTMENT**—Both roll-out shelves and roll-out drawers are equipped with an adjustable back for either letter or legal size filing.

**ROLL-OUT DRAWERS**—Has fixed front. Furnished with hanging folder rods for lateral filing.

**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 greatest filing flexibility. Furnished in cases file supports in "pop-out" mode.

**FILING PATTERNS**—Various front-to-back/combo filing patterns can be achieved with standard equipment and/or optional accessories.

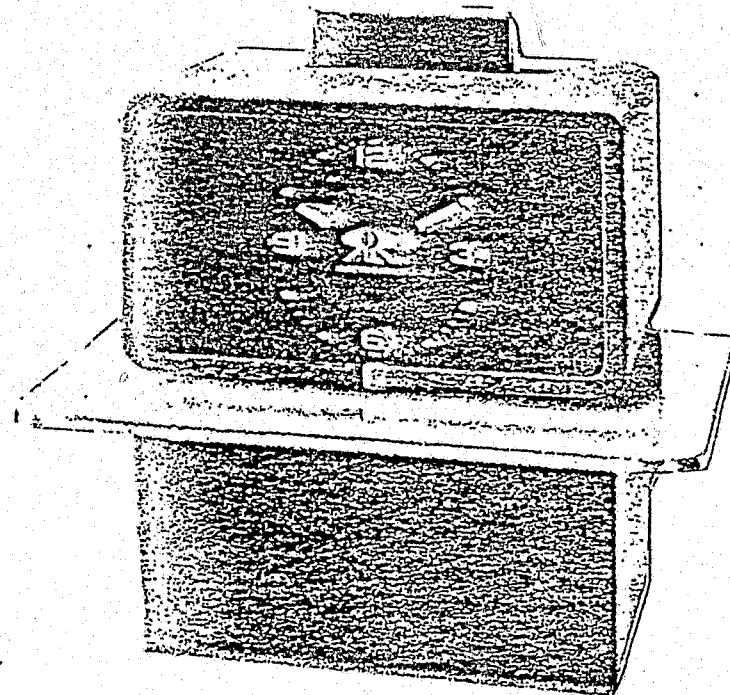
**SAFETY DEVICE**—All Borroughs Adaptables are equipped with a device that prevents more than one drawer or shelf from being pulled out at any one time. (This device has been by-passed in the above photograph for illustration purposes.)

FIGURE 1  
RECORDS CABINET

TIME RECORDER

FIGURE 2

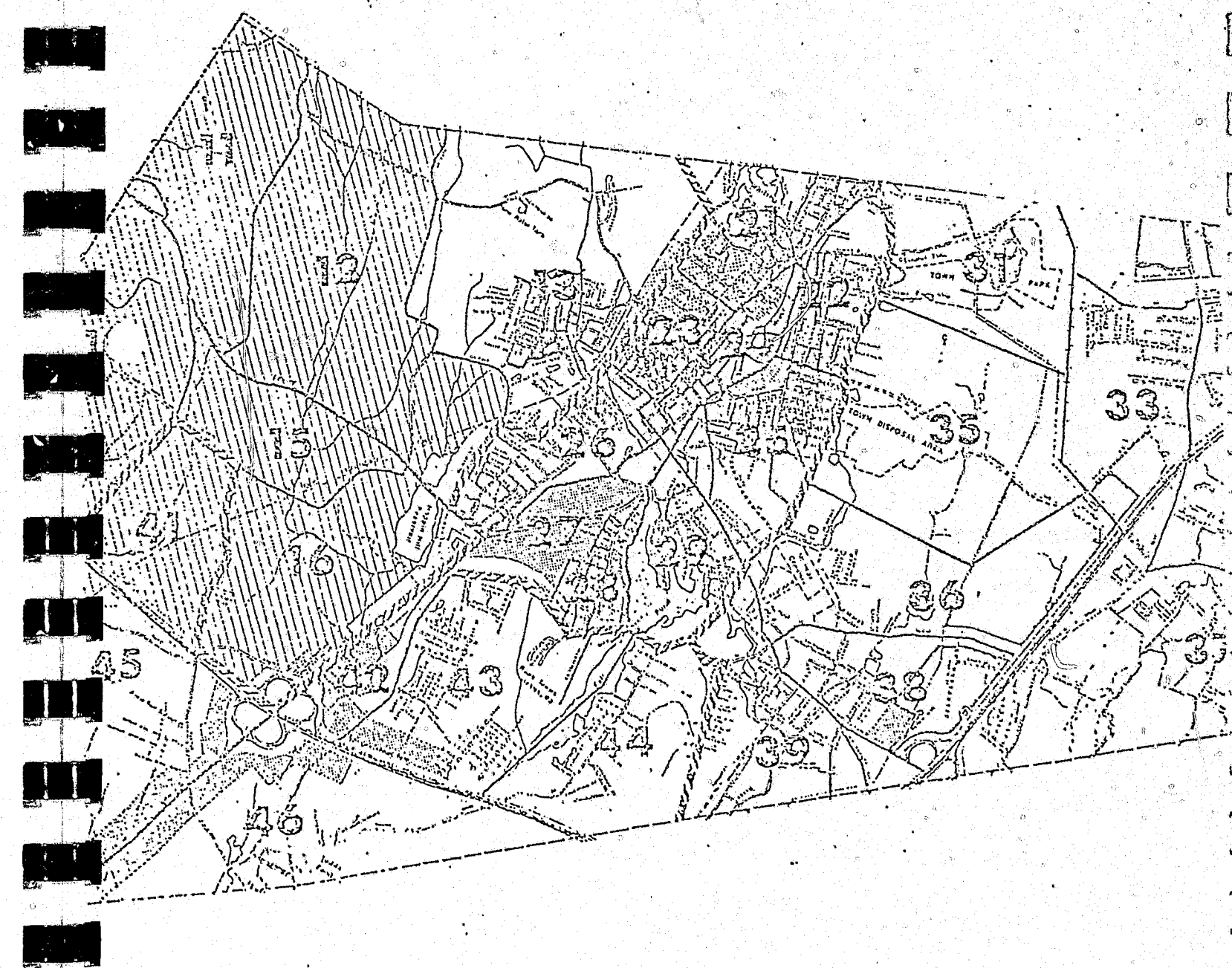
Clock to be used when police service is required. This clock will stamp Date/Time group for records accuracy, officers safety and a chronology of events for future reference. The recording of receipt, dispatch and arrival times serves as a useful record for management use, answering citizen inquiries and similar purposes.



GEOGRAPHICAL (GEO) CODE MAP

FIGURE 3

A map of patrol areas is posted in the communication center with subdivisions 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.



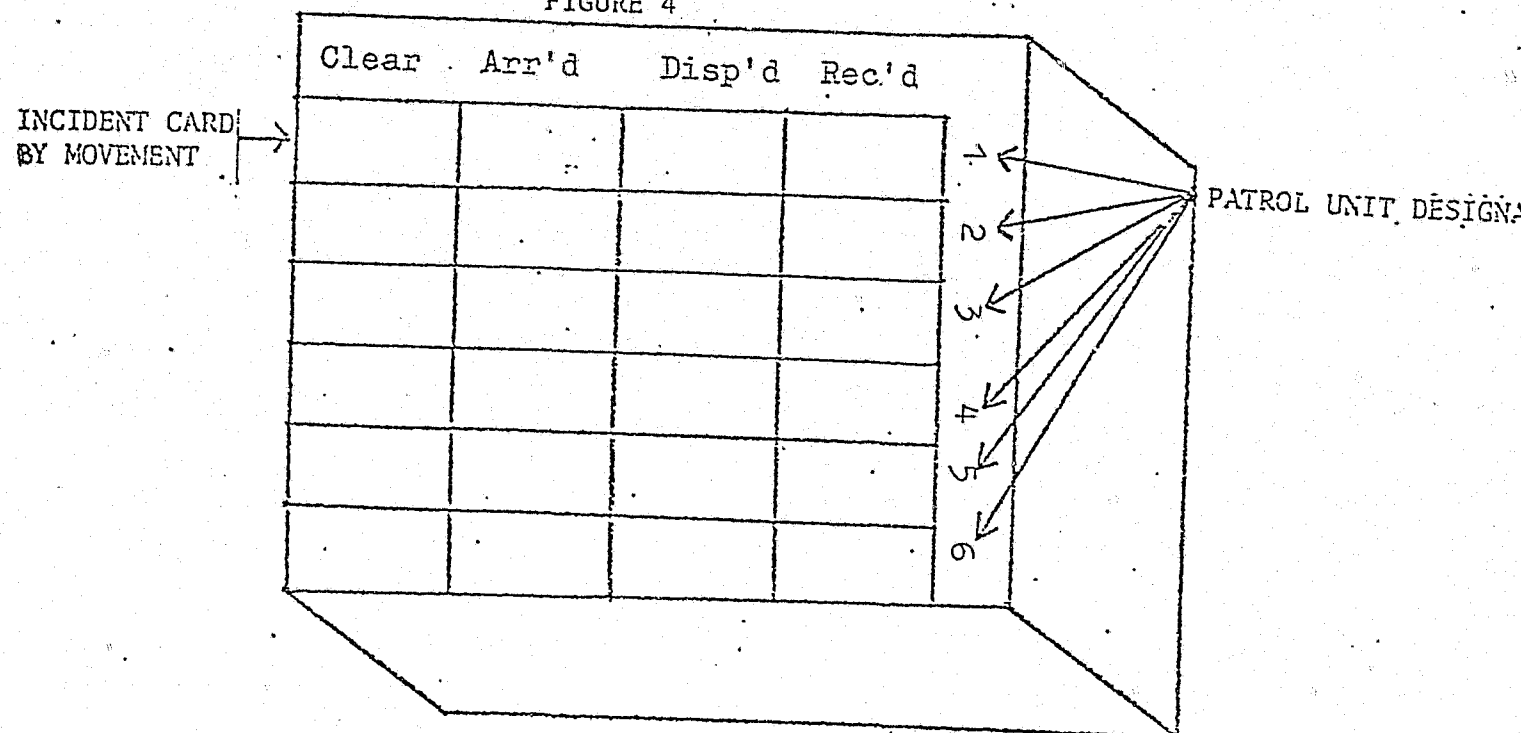


DISPATCHER/OFFICER STATUS RACK

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



POLICE OFFICER'S INCIDENT REPORT

FIGURE 8

RECORD #	—	—	<input type="checkbox"/> INITIAL REPORT <input type="checkbox"/> FOLLOW-UP REPORT
ARREST #	A.	—	

INCIDENT	INC. CODE	LOCATION	GEOCODE
DATE & TIME OCCURRED	DATE & TIME REPORTED	DATE & TIME OF THIS REPORT	CHECK IF MORE NAMES IN SUPPLEMENT <input type="checkbox"/>

CODES TO BE USED BELOW IN BOX MARKED 'CODE'  
I INVOLVED V-VICTIM W-WITNESS P-PARENT RP-REPORTING PARTY DC-DISCOVERED CRIME

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	
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	
ADDRESS, 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.

CASE STATUS <input type="checkbox"/> ACTIVE <input type="checkbox"/> INACTIVE <input type="checkbox"/> UNFOUNDED <input type="checkbox"/> CLEARED	I HEREBY CERTIFY THAT THE CONTENTS OF THIS REPORT ARE TRUE & CORRECT.		COMPLAINANT'S SIGNATURE
	REPORTING OFFICER	SECOND OFFICER	FURTHER ACTION
	SHIFT COMMANDER	REVIEWER	COPIES TO

CONTINUED  
 OVER  
 SUPPLEMENT

FIGURE 9

POLICE OFFICER'S INCIDENT REPORT SUPPLEMENT

RECORD #	—	—
ARREST #	A	—

SUPPLEMENTAL REPORT  
 FOLLOW UP REPORT

INCIDENT	INC.CODE	LOCATION	GECCODE	DATE OF THIS REPORT
PRINCIPAL PARTY'S (OR FIRM'S) NAME - LAST, FIRST, INITIAL	ADDRESS		PHONE	

REPORT:


CONTINUED OVER  
 SUPPLEMENT

CASE STATUS <input type="checkbox"/> ACTIVE <input type="checkbox"/> INACTIVE <input type="checkbox"/> UNFOUNDED <input type="checkbox"/> CLEARED	I HEREBY CERTIFY THAT THE CONTENTS OF THIS REPORT ARE TRUE & CORRECT. REPORTING OFFICER SHIFT COMMANDER	SECOND OFFICER REVIEWER	COMPLAINANT'S SIGNATURE FURTHER ACTION COPIES TO
---	---	----------------------------	--

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

- ARREST/BOOKING REPORT
- PROTECTIVE CUSTODY REPORT

RECORD #	—	—
ARREST #	A	—

INCIDENT REPORT ATTACHED  
 NO INCIDENT REPORT

NAME (LAST, FIRST, MIDDLE)							
<input type="checkbox"/> ALIAS						TEL. NO.	
<input type="checkbox"/> MAIDEN NAME						CITY, STATE	
RESIDENCE ADDRESS, NO. STREET							
SEX. <input type="checkbox"/> M <input type="checkbox"/> F	RACE	AGE	HT. (IN.)	WT. (LBS.)	HAIR	EYES	COMPLEXION
BUILD	PECULIARITIES - SCARS, MARKS, TATTOOS, CLOTHING						
DATE OF BIRTH		PLACE OF BIRTH		SOCIAL SECURITY #			
OTHER DESCRIPTIVE INFORMATION				OPER. LIC # & STATE			
FATHER'S NAME			MOTHER'S MAIDEN NAME				
OCCUPATION		EMPLOYER/SCHOOL		LOCATION OR ADDRESS			
<input type="checkbox"/> MARRIED <input type="checkbox"/> SEPAR. <input type="checkbox"/> SINGLE <input type="checkbox"/> DIVORCED		SPOUSE'S NAME (MAIDEN)		TEL. NO. IF DIFFERENT			
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:							
THE ABOVE RIGHTS ADVISED BY:			DATE & TIME		PHONE USED YES <input type="checkbox"/> NO <input type="checkbox"/>		
PERSONAL VALUABLES						CASH \$	
THE ABOVE LIST IS MY PROPERTY Sign:				I HAVE RECEIVED THE ABOVE PROPERTY Sign:			
SEARCHED BY		COMPLAINANT			RELATION		
REPORTING OFFICER		ASST'G. OFF					
APT. BAIL	BAIL COMMISSIONER			DATE & TIME			

OFFENSES - REASON FOR CUSTODY						DATE & TIME	
						MGL CH-SEC.	
OTHER PERSONS ARRESTED WITH							
						ARREST # A	
LOCATION-WHERE TAKEN INTO CUSTODY						ARREST # A	
<input type="checkbox"/> WARRANT <input type="checkbox"/> NO WARRANT		<input type="checkbox"/> ON VIEW <input type="checkbox"/> Result of Call		WARRANT #		WARRANT FROM	
VEH. COLOR	YEAR	MAKE	Body Style	REG. #	STATE	DISPOSITION	
<input type="checkbox"/> NCIC-LEAPS Check-Name <input type="checkbox"/> NCIC-LEAPS Check-Vehicle		<input type="checkbox"/> Local Wanted <input type="checkbox"/> Not Wanted		WANTED BY:		FOR	
DESCRIBE CONDITION WHEN CONTACTED						VISIBLE INJURY OR ILLNESS <input type="checkbox"/> YES <input type="checkbox"/> NO	
<input type="checkbox"/> DETOX NOTIFIED <input type="checkbox"/> TAKEN TO DETOX		<input type="checkbox"/> TAKEN HOME <input type="checkbox"/> TAKEN TO HOSP.		HOSPITAL TAKEN TO			
FINGERPRINTS <input type="checkbox"/> YES <input type="checkbox"/> NO		PHOTOS <input type="checkbox"/> YES <input type="checkbox"/> NO		BREATHALYZER READING: 0. %		BREATHALYZER BY. <input type="checkbox"/> REFUSE	
JUVENILE OR MINOR - PERSON NOTIFIED						RELATION	
ADDRESS						TELEPHONE	
NOTIFIED BY						DATE & TIME	
PROBATION OFFICER				RELEASED TO			
REMARKS, INCL. DISPOSITION							
BOOKING OFF. SIGNATURE				REPORTING OFFICER - SIGNATURE			

LEGEND  
 B - BLACK  
 BL - BLOND  
 BR - BROWN  
 GR - GREEN  
 HA - HAZEL  
 RE - RED  
 WH - WHITE  
 YE - YELLOW  
 UN - UNKNOWN  
 S - SMALL  
 M - MEDIUM  
 L - LARGE  
 NO MPI (II-AR02-4/7)

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.

RECORDS MANAGEMENT  
 SECTION III

## 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 categories 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.

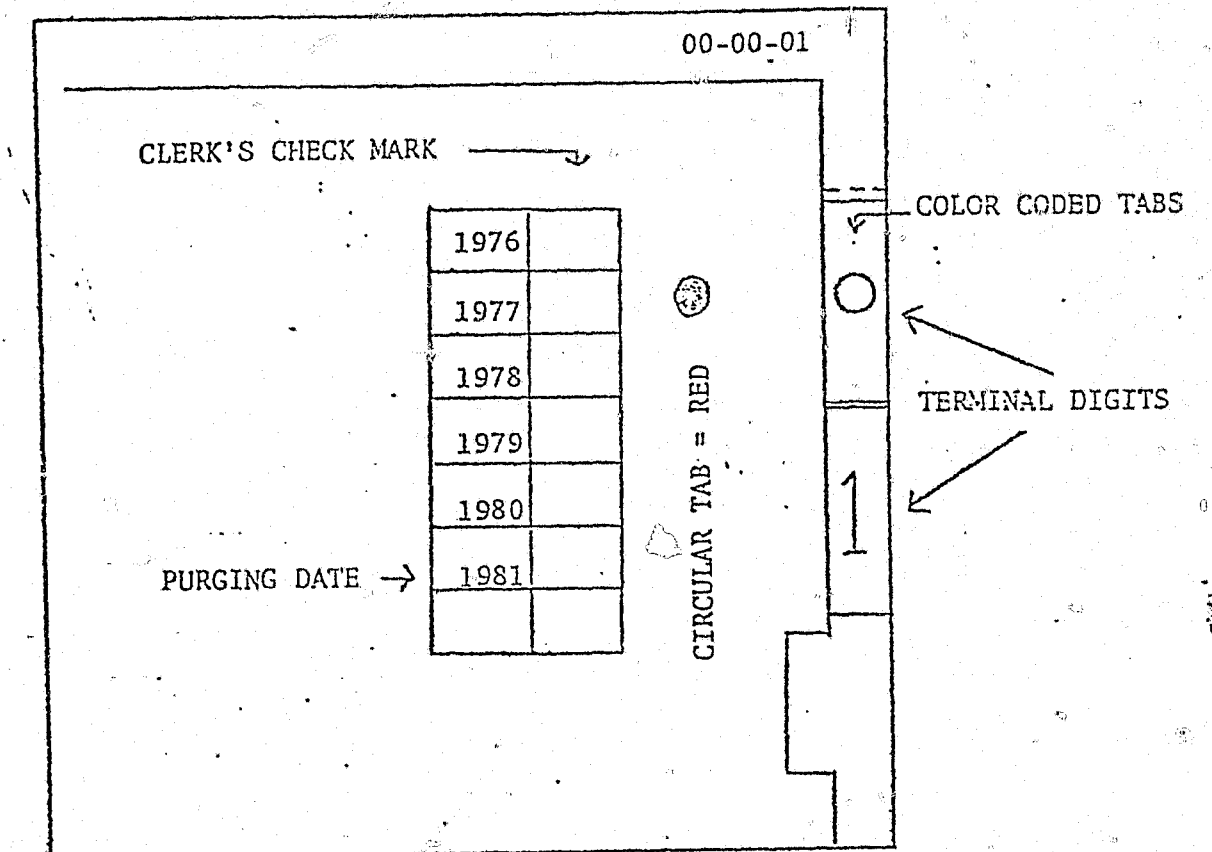
Briefly, Example I, on the folder cover indicates the year the folder is to be audited and purged. Also, each time the record is used the folder should be initiated by the using party.

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



Completing the POLICE OFFICER'S INCIDENT REPORT - 4

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 E  
Mutual Aid Agreement

MUTUAL AID AGREEMENT

MUTUAL AID AGREEMENT made this \_\_\_\_\_ day of \_\_\_\_\_, 197 \_\_\_\_\_ by and between the political subdivisions of the Commonwealth of Massachusetts which are signatories hereto.

WHEREAS, the great and General Court of this Commonwealth has enacted Chapter 40; Section 8G of the General Laws as enabling legislation, allowing local communities to enter into mutual aid agreements in the area of police services, and

WHEREAS, the signatory communities to this agreement have adopted the provisions of General Laws Chapter 40; Section 8G, and

WHEREAS, the signatory communities have determined that under certain circumstances the provision of law enforcement mutual aid across municipal jurisdictional lines will increase their ability to protect the lives, safety and property of the people in their communities,

NOW, THEREFORE, the parties to this agreement do agree as follows:

SECTION 1.0 PURPOSE

a. To establish and maintain a controlled substance intelligence bureau known as the South Shore Metropolitan



Massachusetts Police Institute  
One Heritage Mall, Berlin, MA 01503  
(617) 562-7571

Enforcement Group (MEG) to gather, record, evaluate and disseminate to the appropriate law enforcement agencies of the member parties, information concerning controlled substances.

b. To provide close and effective cooperation and assistance in detecting, identifying, and apprehending, those who are involved in the illegal sale, use, manufacture, and transportation of the various controlled substances and other criminal activities related thereto within the Massachusetts South Shore area.

c. To establish a Supervisory Board for administration of the MEG.

SECTION 2.0 POLICY

The signatory communities to this agreement agree that the MEG unit will be governed by law enforcement and operational policy, as defined by the South Shore MEG Board of Directors.

SECTION 3.0 DEFINITIONS

When used in this agreement, various words and phrases shall be defined as follows:

a. "Board of Directors" means the District Attorneys of Norfolk and Plymouth Counties or their designees, all member Chiefs of Police or their designees, and designees of the Commissioner of Public Safety and the Metropolitan District



Massachusetts Police Institute  
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(617) 562-7571

Commissioner.

b. "Director" means that member of the Board of Directors who is selected to serve as Chairman.

c. "Sender" means the city, town, or agency sending police personnel to other cities or towns.

d. "Receiver" means the city or town receiving police personnel from other cities, towns, or agencies.

e. "MEG" means Metropolitan Enforcement Group.

f. "MEG Unit Officer" means a sworn police officer provided by each signatory to perform such duties as are set forth in this agreement.

g. "Supervisory Board" means the five members of the Board of Directors selected by a majority of the chiefs of police or their designees who are members of the Board. (Its function shall be to review the operations of this unit and make policy and operational decisions regarding the deployment of the MEG unit.)

h. "Commander" means the State Police Officer assigned to the MEG with the approval of a majority of the Board of Directors. (He shall perform such duties as are set forth in this agreement, including field command of the MEG.)



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i. "South Shore" means the cities and towns located in eastern Norfolk County, northern Plymouth County, and Brockton, which are signatories to this agreement.

#### SECTION 4.0 OPERATIONS

a. The Board of Directors shall be responsible for the following:

1. Organize, develop, and administer a central criminal intelligence bureau and a regional investigative unit within the South Shore region, for the law enforcement agencies which are party to this agreement.

2. Coordinate, integrate, and implement law enforcement planning, and activities of the MEG.

3. Facilitate the flow of law enforcement information from Federal, State, City and Town organizations.

4. Establish and maintain necessary facilities and staff for the operation of the MEG unit.

b. The MEG unit officers shall be responsible for the following:



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c. The Supervisory Board shall be responsible for the following:

d. The "Commander" shall be responsible for the following:

1. Assume control and direction of all field operations of the MEG.

#### SECTION 5.0

The signatories hereto agree to furnish to the MEG one sworn police officer to perform such duties as are set forth in this agreement.

#### SECTION 6.0

It shall be the duty of the Chief of Police or his designee of each assisting city/town police department to issue necessary orders and direct any MEG unit officer to place himself under the operational control of the commander.

#### SECTION 7.0 SITUATIONS COVERED

The provisions of this agreement may be invoked for any



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situation occurring within the boundaries of any signatory community which situation requires the assistance of the MEG unit as determined by the Supervisory Board. All signatory communities shall be kept informed of the name, phone number and location of the Commander's headquarters.

#### SECTION 8.0 EQUIPMENT

All equipment used by the MEG shall remain the property of the town of Quincy and said town waives all claims to damage as against all other signatory members and their law enforcement employees. Personnel and equipment provided to a receiver under the terms of this agreement may be recalled at any time by the Chief of Police or his designee, Commissioner of Public Safety or his designee, or the Commissioner of the Metropolitan District Commission or his designee.

#### SECTION 9.0 POWERS OF RESPONDING OFFICERS

All the immunities from liability and exemptions from laws, ordinances and regulations which law enforcement officers employed by the various parties hereto have in their own jurisdictions shall be effective in the jurisdiction in which they are giving assistance unless otherwise prohibited by law.

Police officers from a sending community shall have all the powers of police officers, including the power of arrest,



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while responding to a mutual aid assignment.

#### SECTION 10.0 COMMAND AND CONTROL

MEG unit officers and equipment, while on mutual aid assignment, shall be under the direction and control of the Commander or his designee.

#### SECTION 11.0 LIABILITY

a. The sending community shall be liable for all salaries and expenses for personal law enforcement equipment used during a mutual aid situation. All compensation and other benefits enjoyed by law enforcement officers in their own jurisdictions shall extend to the services they perform under this agreement. Thus, such items as sick leave, medical and death benefits, payable as a result of an officer's involvement in a mutual aid situation, will be expenses of the sending community.

b. All immunities from liability enjoyed by the local political subdivision within its boundaries shall extend to its participation in rendering mutual aid under this agreement outside its boundaries.

c. Each signatory to this agreement shall waive any and all claims against all other parties hereto which may arise out of their employees' activities outside of their respective



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jurisdictions while rendering aid under this agreement.

d. MEG unit officers injured or killed while travelling to or returning from the receiver shall be deemed on active duty for their home department for all purposes and considered as acting within the scope of their employment.

#### SECTION 12.0

The execution of this agreement shall be interpreted as a formal request for personnel, aid and assistance under Massachusetts General Laws Chapter 41; Section 99.

#### SECTION 13.0 TERM OF THIS AGREEMENT

This agreement shall remain in effect until terminated by all the parties hereto upon written notice setting forth the date of such termination. Withdrawal from this agreement by any one party hereto shall be made by thirty days' notice to all parties but shall not terminate this agreement among the remaining parties.

IN WITNESS WHEREOF, the parties hereto have executed this agreement as of the date first written above.

SIGNED: \_\_\_\_\_

Town of Milton

\_\_\_\_\_  
City of Quincy



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DRAFT

Town of Randolph

Town of Weymouth

Massachusetts State Police

Metropolitan District Commission

Norfolk District Attorney

Town of Braintree

Town of Brockton

Town of Cohasset

Town of Hingham

Town of Holbrook

Town of Hull

Plymouth District Attorney

Appendix F

MPI Newsletter and Monthly Bulletin



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# THE MASSACHUSETTS POLICE INSTITUTE REPORTER

VOLUME 1, NO. 13

NOVEMBER, 1976

The Massachusetts Police Institute was established to provide assistance to YOU, the individual police chiefs of Massachusetts. Although, all of you are aware of the direct technical assistance we provide to requesting police departments (records systems, patrol allocation studies, incident analysis, rules and regulations manuals, mutual aid agreements, etc.), many are not aware of the availability of the M.P.I. legal staff.

If you have questions or need information on legal subjects, please do not hesitate to call or write. In the past, we have provided oral and written answers to questions asked of us by police chiefs on subjects such as suspension of officers, civil liability, injuries on duty, public records, collective bargaining, and the interpretation of recent legislation and court decisions. We want to, and we can, help you too.

Also, let us know your ideas for topics for future monthly reports, and/or send us articles, items, or notices for insertion into future issues of the M.P.I. Reporter.

## GUN-LAW STATISTICS TO BE COMPILED BY MCOA

On November 15, 1976, the Massachusetts Chiefs of Police Association initiated a procedure to collect statistics relative to violations of the Bartley-Fox Gun-Law, (G.L. c. 269, s. 10a) and other firearms statutes.

The assistance and cooperation of all police chiefs is needed to ensure that this vital statistical information is compiled completely and accurately.

A "Report of Firearm Violation" form has been developed for use in collecting this gun law data. This two-part form seeks basic information such as the date and location of the arrest, the charges that are brought against the defendant, the pre-trial release decision, and the court finding in and disposition of the case. As stated in the M.C.O.P.A. letter describing this program, "This activity will be one of the most important every undertaken by our Association in the war against crime."

## CRIMINAL CASES PENDING BEFORE THE S.J.C.

### 1. Identification - Commonwealth v. Dickerson

Issue: Whether the confrontation of the defendant at a hospital by the robbery witness was so suggestive as to render the identification unreliable.

### 2. Miranda Warnings - Commonwealth v. Richmond

Issue: Whether the defendant, who had received his Miranda warnings prior to giving a written statement, was entitled to be given the warnings again before being interrogated further about the crime.

### 3. Prior Sexual Conduct - Commonwealth v. Gouveia

Issue: Whether the rule which excludes evidence of prior sexual conduct in rape cases is constitutional.

### 4. Obscenity - Commonwealth v. Ferro

Issue: Whether the Massachusetts obscenity statutes, G.L. c. 272, ss. 28-32, are unconstitutionally vague.

### 5. S.D.P. - Commonwealth v. Childs

Issue: Whether a judge may, without the assistance of psychiatric evidence, find beyond a reasonable doubt that a defendant is a "sexually dangerous person."

## ARE POLICE CHIEFS REQUIRED TO WEAR UNIFORMS?

There appears to be some confusion as to whether or not a Board of Selectmen can order a police chief to wear a uniform while on duty. This confusion is somewhat justified since there is neither a statute nor a decision of the Supreme Judicial Court which clarifies this issue.

After we distributed In-Brief 75-5 to all police chiefs this past August, several chiefs sent us copies of a 1950 Middlesex Superior Court case (Carter v. Barker, Equity No. 15013) which related to an order of the Tewksbury Board of Selectmen that the police chief wear a uniform. It is widely believed that the decision in this case establishes the rule that selectmen cannot issue such an order. This belief is not quite accurate. While it may well be that selectmen cannot order a police chief to wear a uniform, the Tewksbury case does not provide any support either for or against this position.

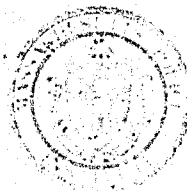
In the Tewksbury case, the selectmen sought a declaratory judgment when the police chief refused to obey their order to wear a uniform. In a declaratory judgment action, the court may, after determining that an actual controversy exists between the parties, decide what the parties' respective rights, duties and obligations are. In the Tewksbury case, the Judge, in the exercise of his discretion, refused to enter a declaratory judgment, "because such entry would not terminate the uncertainty or controversy ...." In other words, the Judge decided not to decide the case. Therefore, it does not appear to be appropriate to draw any inferences, either for or against the selectmen's order, on the basis of this case alone.

## POLICE PHYSICAL FITNESS STUDY

A recent L.E.A.A. news release focused on the "critical need" for police departments to implement programs to improve the physical fitness of police officers. The IACP had received an L.E.A.A. grant to conduct a physical fitness study, which included two nationwide police surveys and a number of experimental police fitness training programs in Texas.

In a survey of 291 law enforcement agencies, it was shown that 14 percent of the officers retired early last year because of medical or physical disabilities. Heart-related problems, followed by back injuries, were the most frequent causes of disability. Another survey of 302 agencies found that only 43 agencies (14 percent) had any kind of physical fitness training program, only 60 agencies (20 percent) had a weight maintenance program, and that 124 agencies (41 percent) do not test physical agility when hiring new police officers.

The study concluded that officers who are out of shape endanger their own lives as well as those of their colleagues since they cannot perform suitably in a crisis. Additionally, as one of the doctors assisting in the study observed: "Good fitness is good business and means that the taxpayers won't be paying out disability benefits to officers who would still be on duty if they had kept in shape."



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*Courtesy*  
CITY MARSHAL ROBERT F. JONES  
*Pres. Mass. Chiefs of Police Assoc.*

JOSEPH P. SHANNON  
*Executive Director*

November, 1976

## COMPULSORY BLOOD TESTS FOR DRUNK DRIVERS

The compelled withdrawal of blood samples from persons arrested for driving under the influence of alcohol brings into question the degree to which the Constitution protects personal privacy and bodily integrity rights from governmental intrusions designed to convict criminals and prevent the widespread death and destruction caused by drunk drivers. Whenever a blood sample is taken from a person without his consent and without a warrant, and the blood analysis results are attempted to be introduced into evidence, various constitutional considerations will come into play. These include the Fourteenth Amendment guarantee of due process of law, the Fifth Amendment privilege against self-incrimination, and the Fourth Amendment right to be secure from unreasonable searches and seizures. Furthermore, in Massachusetts, as in many other states, there is statutory law which relates to the admissibility of blood test results.

### Due Process

The Fourteenth Amendment to the Constitution guarantees that a person may not be deprived of life, liberty or property without due process of law. Due process is one of many legal concepts that does not have any fixed meaning or definition; rather, its scope depends on contemporary standards of fairness and just treatment. In the context of bodily intrusions (e.g. stomach pumping, blood withdrawal, bullet removal surgery) the United States Supreme Court has utilized a "shocks the conscience" standard in determining whether the conduct of law enforcement officers has violated a person's due process rights. Rochin v. California, 342 U.S. 165, 72 S.Ct. 205 (1952).

In the Rochin case, the police had information that the defendant was selling narcotics. They illegally entered the

defendant's house, and after seeing him put two capsules into his mouth, jumped on him and attempted unsuccessfully to remove the capsules. The defendant was then brought to a hospital where he was forced to swallow an emetic solution which caused him to vomit. Two capsules of morphine were found in the vomited matter. In setting aside the defendant's conviction, the Supreme Court stated that the police conduct and methods in this case were "brutal" and "offensive" and "do more than offend some fastidious squeamishness or private sentimentalism about combatting crime too energetically. This is conduct that shocks the conscience." (Emphasis supplied.)

The applicability of the Rochin decision to the withdrawal of blood samples from drunk drivers was confronted by the Supreme Court in Breithaupt v. Abram, 352 U.S. 432, 77 S.Ct. 408 (1957) and Schmerber v. California, 384 U.S. 757, 86 S.Ct. 1826 (1966).

The defendant in the Breithaupt case was involved in a motor vehicle accident in which three persons were killed. The police found an almost empty whiskey bottle in the defendant's vehicle, and detected an odor of liquor on his breath. The defendant was brought to a hospital where the attending physician, at the request of the police and while the defendant was unconscious, withdrew a sample of the defendant's blood. An analysis of the blood showed that it contained .17% alcohol. The defendant argued that the blood analysis should not be admitted into evidence because it was obtained in violation of his due process rights. The Court disagreed, and affirmed his conviction for involuntary manslaughter. The Court distinguished the Rochin case by the fact that "there is nothing 'brutal' or 'offensive' in the taking of a sample of blood when done, as in this case, under the protective eye of a physician. To be sure, the driver here was unconscious when the blood was taken, but the absence of conscious consent, without more, does not necessarily render the taking as administered here would not be considered offensive by even the most delicate....The blood test procedure has become routine in everyday life....A blood test taken by a skilled technician is not such 'conduct that shocks the conscience.'"

That the taking of a blood sample from an intoxicated motor vehicle operator does not violate due process requirements was reaffirmed in the landmark decision of Schmerber v. California. The fact situation of this case fell somewhere in the middle of those presented in the Rochin and Breithaupt cases. Here, the driver was conscious, and the blood sample was taken over his verbal objections. However, no physical resistance was offered and no force was used in taking the blood sample. The Court noted that the blood was withdrawn by a doctor, in a simple, medically acceptable manner in a hospital environment, and therefore, there was no due process violation. If physical force



were used to obtain the blood sample, however, it might be held that there would be a due process violation. As the Court cautioned in Breithaupt, its decision does not "say that the indiscriminate taking of blood under different conditions or by those not competent to do so may not amount to such 'brutality' as would come under the Rochin rule."

#### Self-Incrimination

The Fifth Amendment to the Constitution provides that no person shall be compelled to be a witness against himself in any criminal case.

There is no doubt that in compelling a person to submit to blood test the police are seeking evidence which can be used to prosecute him for a criminal offense. However, this action does not come within the scope of the privilege against self-incrimination. The Fifth Amendment protects a defendant from being compelled to testify against himself, or otherwise provide evidence of a testimonial or communicative nature; it does not prohibit a defendant from being compelled to be a source of real or physical evidence. As the Supreme Court stated in Holt v. United States, 218 U.S. 245, 31 S.Ct. 2, "the prohibition of compelling a man in a criminal court to be a witness against himself is a prohibition of the use of physical or moral compulsion to extort communications from him, not an exclusion of his body as evidence when it may be material." In the Schmerber case, the Court held that the non-consensual blood test did not violate the Fifth Amendment, stating: "petitioner's testimonial capacities were in no way implicated; indeed, his participation, except as a donor, was irrelevant to the results of the test, which depend on chemical analysis and on that alone. Since the blood test evidence, although an incriminating product of compulsion, was neither petitioner's testimony nor evidence relating to some communicative act or writing by the petitioner, it was not inadmissible on privilege grounds."

#### Search and Seizure

The Fourth Amendment to the Constitution provides that "the right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated..." Clearly, compelling a person to submit to having a sample of blood withdrawn from his body comes within the scope of the Fourth Amendment. When the blood analysis is attempted to be introduced into evidence, the court will have to decide whether the Fourth Amendment was violated. In making this decision, two questions must be answered: (1) whether the police were justified in compelling the defendant to submit to the blood test, and (2) whether the blood was taken in a reasonable manner.

According to the Schmerber case, the first question may be answered in the affirmative if the police:

1. have probable cause to arrest the defendant;
2. have a clear indication that relevant evidence will be found as a result of the bodily intrusion (the same facts and circumstances which provide the probable cause to arrest will usually provide this clear indication; e.g. odor of alcohol, bloodshot and glassy eyes, unsteadiness); and
3. are faced with an emergency situation which excuses the lack of a warrant (e.g. the time it takes to get a warrant, balanced against the rapid and natural elimination of alcohol from the blood).

The second question will usually be answered in the affirmative since courts have consistently held that blood tests are "commonplace" and "routine" and are a reasonable method for determining whether a person is under the influence of alcohol.

#### Massachusetts Statutory Law

Despite the fact that compelling a person who is arrested for driving under the influence of alcohol to submit to a blood test normally involves no violation of the Fourth, Fifth or Fourteenth Amendments to the Constitution, the actual use of such blood tests is restricted in Massachusetts by chapter 90, section 24 of the General Laws.

G.L. c. 90, s. 24(e) allows for the admissibility of blood testing and breath testing in prosecutions for driving under the influence of alcohol. This section goes on to provide that if such testing is done at the direction of a police officer, the following conditions must be satisfied:

1. The test was made with the consent of the defendant. (This precludes the testing of an unconscious person.)
2. The results were made available to the defendant upon his request.
3. The defendant was afforded a reasonable opportunity, at his request and at his expense, to have another test made by a person or physician of his choice.
4. The blood was withdrawn by a physician or registered nurse.

Furthermore, evidence that the defendant failed to consent or refused to consent to such testing shall not be admissible in any civil or criminal proceeding, although it shall be

admissible in an action by the registrar of motor vehicles to revoke the defendant's license for ninety days for violating the implied consent law - G.L. c. 90, s. 24(f). Note, however, that the implied consent law applies only to breath testing and not to blood testing.

#### Summary

As a matter of constitutional law, compulsory blood testing of persons arrested for driving under the influence of alcohol: (1) does not violate the due process clause of the Fourteenth Amendment, unless, in a particular case, the police act in a "brutal" or "offensive" manner; (2) does not violate the privilege against self-incrimination since the evidence sought is not testimonial or communicative in nature; (3) does not constitute an unreasonable search and seizure since it is made incident to an arrest, in an emergency situation.

As a matter of Massachusetts statutory law, compulsory blood testing of persons arrested for driving under the influence of alcohol is prohibited. G.L. c. 90, s. 24(e) provides that such testing may only be made with the consent of the defendant.



**END**