

Cultural Diagnostic  
of the  
Massachusetts  
State Police

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## **Scope of the Project**

In the fall of 1995, Linder & Associates Inc., a New York-based management and communications consultant firm, was retained by the Executive Office of Public Safety to help prepare the Massachusetts State Police to achieve measurable impact on crime, disorder, and fear throughout the Commonwealth.

In this regard, the current project has three objectives:

- measure the readiness of Department personnel for this undertaking;
- measure current understanding of the Department's mission; and
- gain an assessment of key organizational systems from the perspective of Department members and key constituencies.

The consultants started work on November 1, 1995, the day Governor William F. Weld and Lt. Governor Paul Cellucci released their plan for downsizing and making more impactful the entire Massachusetts state government.

Since that time, the consultants have interviewed, individually and in focus groups, more than 100 members of the Massachusetts State Police, reviewed more than 100 separate documents (see Appendix A), and held discussions with representatives of various constituencies and customers of State Police services, including officials of the Commonwealth, police chiefs, district attorneys and their staffs.

Linder & Associates designed an eleven-page survey instrument, which was mailed in February 1996 to every uniformed member of the MSP. The firm also designed separate one-page surveys which will be sent to district attorneys and their first assistants, and to police chiefs throughout the state, when a new Superintendent of State Police is appointed.

At the time of this writing, 859 responses to the survey (out of 2,255 mailed) have been received, tabulated, and analyzed. This response rate (38.1%) is higher than expected; since this was a mailback survey which required at least 25 minutes of unpaid time to fill out. At the 95% confidence level, the margin of error for the results is +/- 4%.

## **Findings and Recommendations**

The determination of executive leadership to transform the Massachusetts State Police into a high-performance organization offers great opportunity to the Commonwealth. For the first time anywhere in the United States, a state police entry is projected to become the statewide coordinating and catalytic law-enforcement agency which will hold itself accountable for measurable impact on crime, disorder, and public fear throughout its constituent jurisdictions.

The Massachusetts State Police (MSP) has one key asset in carrying out this mission.

### **Finding No. 1**

The core culture of the Massachusetts State Police is that of a highly selective, elite organization which, at its founding and throughout much of its history, has worked to solve law-enforcement problems no one else in the Commonwealth was equipped to handle. This core culture will be the bedrock of success in the organization's new direction.

Yet, a number of serious organizational obstacles must be resolved.

### **Finding No. 2**

The particular cultures of the consolidated Metropolitan, Registry, and Capitol police have been ignored, not integrated into a newly defined whole.

The centennial of the Metropolitan Police occurred in the year of Consolidation. Had it not been for Consolidation, the centennial

would have been celebrated proudly by the members of an organization whose identity had evolved from parks protection to commuter roadway patrol to a full-service police agency that justifiably boasted the best system of technology of any large department in the Commonwealth.

**Finding No. 3**            The consolidated Department of State Police lacks a coherent, clear mission which can be articulated and measured. This condition has bred, as with many law-enforcement and other public agencies, a host of problems.

The problems include the widespread sense throughout the organization that management decisions in every key area are personal and capricious; that management is concerned more with appearance than with reality; and that the "job," as it is known in police parlance, has become a place where self-interest matters more than the public interest, because even the most well-intentioned cannot, for the most part, achieve their goals.

**Finding No. 4**            With the exception of a number of commands run in relative isolation by outstanding individuals, the operating culture of the Massachusetts State Police has come to be one of dutiful, even listless performance.

The difficulty of managing the operational and cultural factors involved in the Consolidation of the Registry, Capitol, Metropolitan, and State Police can hardly be overstated. Radio systems were not and are not compatible. Efficient computer technology, which had been developed and implemented in the Metropolitan Police, has not

been dramatically advanced in the consolidated state police (except in the Division of Investigation and Intelligence). Lapses in training have made former Registry officers lack confidence as troopers, and have reinforced the notion that there is, indeed, a fundamental difference between RTs ("real troopers," in the words of those who graduated as recruits from the State Police Academy) and those who are not.

Charged with the new mission being advanced through the Governor's Downsizing Initiative, which imposes accountability for impact at a much higher level, the Department of State Police faces the most complex management challenge in its largely distinguished history.

Although it is outside the scope of the current project to provide a detailed Plan of Action to deal with these conditions, the following broad recommendations are respectfully submitted.

**Recommendation No. 1** The new Superintendent of State Police must articulate the organization's mission in a manner that will build upon the core culture of the organization and call forth the recessive but still strong idealism, commitment, and desire to achieve of the department's members.

**Recommendation No. 2** Since the State Police organization feels that it has been involved in a host of strenuous planning exercises that never reach fruition, the new Superintendent of State Police should emphasize immediate creation of discrete operating strategies that will show near-term impact.

Recommendation No. 3 Since basic financial, technological, and procurement management systems must be installed as rapidly as possible, a civilian Chief Financial Officer or Chief Administrative Officer, with wide governmental experience, preferably in the Commonwealth of Massachusetts, should be hired as soon as possible to install a system of fiscal controls, budgetary management, correct procurement practice, and cohesive management information systems. Additional expert civilian support will likely be required.

Recommendation No. 4 An audit of deployment should be undertaken as soon as possible by the new Superintendent, so that all temporary and permanent assignments of personnel can be assessed, and reallocated to assure officer safety in the field and, soon after, implementation of the organization's new strategic direction.

Recommendation No. 5 In conjunction with the deployment audit, the new Superintendent should consider an immediate reorganization that allocates all resources on a geographical, turf-based model, so that a single commander has control of all relevant resources within certain physical boundaries.

Recommendation No. 6 Reengineering teams, comprised of internal and external experts, and working within very short-term deadlines (such as six to eight weeks) should be appointed by the new Superintendent to assess and redirect the training, rewards, discipline, and other basic systems of the organization to carry out the new mission.

**Recommendation No. 7** A second set of reengineering teams, comprised of internal and external experts, and working within relatively short-term deadlines (such as two to three months) should be appointed by the new Superintendent to assess and redirect the plans for radio communications compatibility, crime lab, fully integrated MIS system, facilities renewal, and other basic pieces of the organization's infrastructure.

**Recommendation No. 8** A new system of internal communications must be designed and implemented to convey, consistently and rapidly, the joint challenges and achievements against goals of the organization. This system should work together with new training modules to transform the culture into one of cohesive commitment and high performance against measurable outcomes.

The recommendations listed above are based on implementation of the method of organizational and cultural change briefly described in Appendix A. The paramount issue facing the Massachusetts State Police at this juncture in its development is one of leadership—the array of talent and skill that can quickly arouse dramatic response from an organization that is unusually rich with enormously qualified, gifted personnel.

## Leadership Intent

The impact on organizational performance of strong, focused, and competent leadership has long been recognized. Fundamental to the effectiveness of such leadership is a clear vision which both motivates employees and guides their actions. (See Appendix A for a description of the consultant's organizational-change model, in which the Cultural Diagnostic serves as the first step.)

In *The Government We Choose*, the Weld-Cellucci plan for downsizing state government, **Governor William F. Weld** is quoted as having said, "Entrepreneurial government...measures a program's effectiveness by focusing on results instead of the line item spending decisions. It demands a fair and reasonable return on the taxpayer's investment: progress toward job placement, or a smaller welfare caseload, or enhanced community health."

In applying this standard to what the Governor and Lt. Governor have defined as the "first and foremost" duty of government, to ensure the public safety, it is clear that the agencies of government charged with protecting the public safety must be accountable in a measurable, outcome-oriented fashion. Every expenditure on personnel, equipment, and capital plant must be calculated to contribute to the achievement of results.

What are the quantifiable results for which the Massachusetts State Police should be held accountable?

In answer, Secretary of Public Safety Kathleen M. O'Toole has indicated that the State Police must lead, support, and coordinate the nearly 400 law enforcement agencies of the state in measurably reducing crime, disorder, and public fear across Massachusetts.

"The Department of State Police can and should be the most advanced organization of its kind in the United States," Secretary O'Toole said in a recent interview, "offering the use of expert technical assistance, state-of-the-art equipment, and highly trained personnel wherever and whenever needed in solving chronic crime problems around the Commonwealth, while not abandoning its traditional role of safeguarding our interstate highways."

Colonel Charles F. Henderson, the outgoing Superintendent of the State Police, referred the consultants to documents published under his administration, particularly the *1995 Strategic Plan*, for articulation of his intent as the organization's chief executive. The "vision" expressed by this document is "excellence in service through quality policing."

The purpose of this study is to examine—from the point of view of its own personnel—how ready the MSP is to become the model organization the Secretary envisions, measurably effective in the way the Governor requires, and to what extent it now embraces "excellence in service through quality policing."

## **Core Culture**

The core culture of the Massachusetts State Police is that of a highly selective, elite organization which, at its founding and throughout much of its history, has worked to solve law-enforcement problems no one else in the Commonwealth was equipped to handle. The hallmark values of the core culture are idealism, personal integrity, physical courage and stamina.

Founded more than 130 years ago, at the end of the Civil War, to enforce unpopular laws against the production and consumption of alcoholic beverages, the MSP is the oldest organization of its kind in the United States. In the first 20 years of its existence, the department evolved from a constabulary force, into a corps of detectives with statewide police powers, into a team of highly committed police inspectors charged with preventing, among other things, the exploitation of children in the state's burgeoning factories.

After 1889 the force was known for the next 40 years as the District Police. Throughout most of that period the department solidified its reputation as a highly effective law enforcement agency.

In 1921, it became the nation's first motorized statewide force, charged with protecting rural areas then being preyed upon by criminals made mobile by the automobile. From that time forward, membership in the department was highly competitive, training was rigorous, and physical standards were strictly enforced.

It is this heritage most of today's troopers, consciously and unconsciously, consider their birthright. At the same time, the particular cultural strengths of the absorbed Metropolitan, Capitol, and Registry entities have not been recognized and leveraged into a whole that is greater than the sum of its parts.

## **Operating Culture**

Except where excellent individual commanders manage in sufficient isolation against the dominant strain, today's operating culture of the Massachusetts State Police is one of dutiful, even listless performance. The hallmark values of the operating culture are self-interest, resentment, and suspicion.

Although well-paid, with opportunities for substantial additional pay from working details, the vast majority of troopers and supervisors interviewed express disenchantment with a sense that the mission of their organization is not clear, that management decisions are therefore too often capricious and personal, and that fairness and professionalism are organizational values receding into memory and institutional folklore.

Nevertheless, the strengths of the core culture remain much in evidence—in the pride, rectitude, and quality of individual members and in the determination of individual commanders. For example, as noted by the 1995 Data Book of the State and Provincial Law Enforcement Agencies, the MSP has one of the best-educated memberships in the nation, having the highest percentage of personnel with graduate and law degrees, and ranking behind only New York and Pennsylvania in those awarded bachelor degrees.

The fact that the Department has been largely free of scandal is testament to its historical strengths.

Strong, focused leadership, however, will be able to leverage the powerful traditions of the State Police and the quality of its membership into a force that delivers precisely what the Governor and the Secretary of Public Safety seek. But this leadership will have to act forcefully, rapidly, and systematically to undo years of practice that have created the operating culture now in evidence.

## **Obstacles to High Performance**

The obstacles to high performance are numerous. They include widespread, apparently systemic confusion about the mission of the State Police, inadequate basic management systems, and no performance indicators that are tracked to determine progress against identifiable goals. All these must be quickly addressed by the new leadership of the State Police.

The widespread perception within the Department that management has no clear goals or point of organizational focus reinforces the view that most organizational systems lack organizational integrity—the characteristic of institutional actions taken with competence and good will to achieve commonly recognized objectives. Instead, most organizational systems appear to members of the Department to have been hindered and even corroded by decisions that seem motivated by personal taste, egotism, and finally vengeance (when the decisions made out of the earlier two proclivities are questioned or challenged).

The perception of many members may be summarized by the remark of one made in the course of this study:

Nothing you can recommend or say in this report you're doing will result in positive reform of any kind—the absolute only thing that will happen is management will comb through it trying to figure out who said what so they can mete out their usual vindictive, vicious, and arbitrary punishments; there is no interest whatsoever in progress or competence, and wherever the management can lash out and make people pay for telling the truth,

believe me they will—as they have in the past, many times, without hesitation and without logic.

## MISSION

The mission of the State Police is stated by the *1995 Strategic Plan* as follows:

"Excellence in Service Through Quality Policing" is the vision that members of the Massachusetts State Police are committing to for the future.

This is not merely a motto nor [sic] a slogan that emblazons our stationery. This is a sincere belief and commitment in what we will attain. It represents a shared commitment by professionals, sworn and non-sworn personnel, in all levels of the organization. (R. 24A)

Although a Total Quality Management process, applied with the help of a consultant, was used in developing this statement, and the rest of the document that follows, our research indicates that perceptions of the Department's mission are conflicting, confused, and even cynical.

One member of the Command Staff said that "the people down below don't always understand what it is they're supposed to do." (Interview) A recent newspaper story described "union concerns that the new state police force is 'floundering around without a mission.'" (R. 34) What one internal memorandum described as "no sense of direction or purpose within the Department" or of what "our collective goals are" is elucidated by many independently given comments, such as the following: "No one has any idea what the leadership wants or what their priority is; is it D.A.R.E., domestic violence, traffic, what is it? (Interview) Another said, "We have no defined mission; everything [goes] into a black hole."

Respondents to the February 1996 survey mailed to all uniformed members of the MSP indicated that they believed the top seven concerns of the Department, as expressed by their supervisors and commanders to be:

- 1 Holding overtime down
- 2 Staying out of trouble
- 3 Increasing highway safety
- 4 Not embarrassing the brass
- 5 Doing whatever the brass wants
- 6 Writing summonses
- 7 Providing police services to people who request them

When asked what activities would make the Department the most effective law enforcement agency in Massachusetts, however, the same group indicated that the top seven activities would be:

- 1 Dramatically reducing crime, disorder, and fear across the Commonwealth
- 2 Providing specialized police services to communities that can't do it themselves
- 3 Achieving excellence through service
- 4 Gaining public confidence in police integrity
- 5 Providing police services to people who request them
- 6 Increasing highway safety
- 7 Arresting drug dealers

In other words, the top three activities recommended by the members of the State Police coincide exactly with the stated three-part leadership intent of the Governor, the Secretary, and the outgoing

Superintendent. Yet, with the exception of "increasing highway safety" and "providing police services to people who request them," they believe that their Department's actual concerns conflict with their own sense of what would be best for the Department to do.

As the great preponderance of interviews indicated, state troopers are convinced that the Department is more concerned with the perquisites and prerogatives of the Command Staff than with any clear mission or measurable activity. In fact, when asked what the current philosophy of the Massachusetts State Police is, the number one answer was "doing whatever the brass wants" (41.4%). When asked, however, what the most effective philosophy for the MSP would be, the number one answer, "being the most elite, technically sophisticated problem-solving police agency in Massachusetts" (71.0%), was consistent with the rankings question on the most effective activities.

#### MANAGEMENT SYSTEMS

The Department of State Police will be hindered in the effort to become a high-performance organization by a lack of adequate budgetary, procurement, and financial controls; by no outcome and activity-related tracking system; and by insufficient management and executive training.

Private sector executives are never surprised to find such deficits in public entities of any description, and particularly police agencies. "After all," said one such executive interviewed for this study, "cops are trained to catch bad guys; they aren't typically trained to know

the grant moneys [sic] made available to the MSP." And the State Police Community Policy [sic] Grant Fund returned \$75,000.

Members of the Command Staff have indicated that such events are the result of inadequate personnel or other resources. The Executive Office of Public Safety, however, has stated that

resources are readily available, but due to a lack of coordination and prioritization, the resources are not being expended in a timely fashion and the programs to be advanced with these resources are not realized. [R. 54, Salary and Other Financial Statistics at State Police - Systems Improvement Grants Materials, February 1996, at 1]

A similar situation now afflicts four grant awards, totaling \$383,500, in their second year of funding under the Byrne Program. These grants are for the Division of Investigation and Intelligence Systems Improvement, Violent Crime Reduction, Hot Spot Crime Mapping, and Homicide Tracking Program. Although these funds were released for use in September 1995, none of the funds had been expended as of February 5, 1996, except for \$5,169.80 on Hot Spot Crime Mapping.

Improved management of these projects is obviously critical to the Department's ability to have impact on crime, disorder, and fear across the state.

#### Deployment

In September 1993, the Northwestern University Traffic Institute completed a staffing study of the Massachusetts State Police.

Applying its Police Allocation Manual (PAM) model, the

Northwestern consultant group made a detailed series of recommendations which were said to have been embraced with enthusiasm by the management of the Department.

We have been unable to determine, from the data provided by MSP, the extent to which this model has actually been applied by the Department. However, there are widespread reports around the Department that staffing in many stations is insufficient.

In interviews and focus groups, a number of troopers and sergeants made remarks similar to the following made by one lieutenant with many years on the job: "It's ironic that the standard when I became a trooper was a desk and two [meaning one trooper or supervisor on the desk for every two troopers on the road]. Today, with almost twice as many people, we still have the same standard, and in a lot of places we can't even meet that." Documents made available by the MSP did nothing to contradict the contention that a desk and two remains the deployment strategy of the new State Police, regardless of highway miles covered, crime rates, calls for service and other factors traditionally governing resource allocation strategies.

And an astonishing 87.0% of survey respondents disagreed or strongly disagreed with the statement, "Personnel and equipment are deployed to have maximum impact on crime and disorder in the Commonwealth."

A number of troopers assigned to the field expressed real concern about being out on patrol during the "mid shift" (the midnight tour

of duty), when it may be very hard to find back-up in threatening situations. More than one member of the Department speculated that troopers may shy away from taking action for this reason.

Whatever the operational impact may be, it is alarming that 75.4% of the survey respondents disagreed or strongly disagreed with the statement, "Trooper safety is a top concern of top brass."

When asked how State Police barracks could be understaffed when, with nearly 2,100 sworn members, the organization has more than double the number it had before consolidation began, many members of all ranks attributed the station shortfall to excessive specialization. (This is a standard problem in many police departments, resulting from persisting application of 1970s police management practice.) The unavailability of current staffing data makes it impossible to know the exact dimensions of the problem in MSP.

Moreover, most specialized units in the Massachusetts State Police are centralized and located in the easternmost parts of the state, far from the field commands and locales that may need them at any given time.

#### Cruiser Allocation

The police car, or "cruiser" as it is known in Massachusetts, is the most critical piece of equipment possessed by any highway-oriented law enforcement agency. Recent appropriations largely corrected the problem of the MSP fleet having fallen out of an acceptable cycle of replacement. Nevertheless, widespread reports of mismanagement of

cruiser allocation and assignment, maintenance and tracking surfaced during this study. These reports may be supported by the following survey finding.

Nearly two-thirds of survey respondents (65.3%) disagreed or strongly disagreed that "cruisers in excellent condition are distributed with the safety of troopers on the road foremost in mind."

Indeed, one Troop reported that upon receiving the appropriate number of new vehicles, personnel relinquished their old cars as required. Subsequently, the new cars were taken back and reissued elsewhere, with many officers ending up with cruisers in worse shape than the ones they had originally surrendered.

Troopers assigned to road duty complained that many of the best vehicles go to members who need them the least, including trainers at the Academy, brass, and those regarded as personal favorites of the brass. Obtainable records are insufficient to confirm or deny these common allegations. As one internal audit stated,

"the MSP Fleet Management database was not adequate. Upon reviewing the MSP database, the data on 926 of 1,829 vehicles was considered unreliable." [(R. 37 at 5), Audit of Division of Investigations and Intelligence (DII), July 1993]

None of the materials provided by MSP indicate how many cruisers are at what locations and assigned to whom. [See R. 8A, 8B, 8C, Cruiser Materials.] No member of the Command Staff or Fleet administration appeared to possess this information, while the MSP

personnel canvassed commonly expressed no surprise that this would be the case.

In addition, troopers and supervisors from different parts of the state said that vehicle maintenance is, in the words of one, "hit or miss." Some claim to spend their own money on keeping cruisers in working order. At least one entrepreneurial barracks imports skilled state prison labor to work on its cars.

Nevertheless, compared to other pieces of equipment, cruisers receive relatively high marks from uniformed members of the Department. Survey respondents who rated cruiser attributes gave strongly or marginally positive assessments.

- 74.4% said engines are good or excellent
- 69.0% said brakes are good or excellent
- 55.2% said overall cruiser maintenance is good or excellent
- 52.6% said cruiser radios are good or excellent

#### Procurement

The procurement of essential equipment and supplies in a timely and lawful manner is vital to the functional capabilities of any law enforcement agency.

A majority of the individuals interviewed, however, expressed frustration with MSP procurement practices, saying that:

- necessary equipment is not purchased on planned schedules;
- when available, necessary equipment is not distributed to those who need it first; and

- too often, required procurement practice is still circumvented, wasting taxpayer money, while creating vulnerability to court challenge which may further delay the time when frontline troopers will get needed equipment.

In 1994, the Auditor of the Commonwealth found that

inadequate internal control practices existed over the procurement of computer equipment and that Department of State Police employees may have circumvented other existing controls. [See R. 60, Official Audit Report, October 14, 1994]

Although the Department of State Police issued an Internal Control Plan in April 1995, recent events indicate that the serious procedural problems remain. [See R. 65, AMI v. Commonwealth of Massachusetts, Materials at Memorandum in Support of Application for Preliminary Injunction Based Upon Admitted Facts Showing Violation of Law]

Further, without budget accountability within divisions, the smallest requests for equipment must be approved up the chain of command to the highest level of the organization. Division-level approvals mean little because, as one superior officer noted, "no one has any idea how much they have to work with, so everything gets approved."

And without needs-based planning, new equipment is distributed according to proximity or favoritism. One supervisor notes that he carries "a new bullet-proof vest in my trunk. I never asked for it but got it first because I work at GHQ [General Headquarters in Framingham]. I know guys who are on the road and have been begging for a vest for months."

### Performance Indicators

All the conditions listed above are related to the fact that the Department of State Police possesses no management accountability system, according to which performance is assessed and measured against required or projected outcomes. While activity levels are recorded, these are not related to outcomes.

This condition, however, is standard for the vast majority of police agencies and other public sector entities. Only recently, by contrast, have municipal police departments around the country consciously and publicly sought to have measurable impact on crime, disorder, and even public fear. It is this kind of approach that the joint leadership intent of the Governor and the Secretary of Public Safety seems to require.

Still, it may be important to compare productivity rates in the Department of State Police pre- and post-consolidation. However, as of the date of this writing, both the consultants and the Executive Office of Public Safety have been unable to obtain current and historical information on the rates of summonses for moving violations, arrests, investigative cases closed by arrest, etc.

### PERSONNEL PRACTICES

Every organization, however, employs basic performance-related personnel systems, such as recruitment and selection, training, discipline, and rewards, which are intended to impact positively on

employee standards of behavior. While all these systems in the Department of State Police suffer from clear mission and outcome focus, it must be remembered that working together they have preserved a culture in which high standards of personal integrity and professional performance are respected, if not always enforced.

### Recruitment and Selection

Superior officers reported some variation in the quality of recent classes. "When you start picking from the bottom of any list, you shouldn't be surprised at what you get."

Still, the pay, benefits, and stature of the State Police make theirs a very attractive job. In 1992, 16,502 men and women took the State Police exam. Of these, fewer than 300 became state troopers, resulting in an acceptance rate of 1 out of 55.

Some may say it's easier to get into Harvard, where one 1 of 11 applicants are accepted.

### Training

#### *Recruit Training*

Interviews and focus groups revealed widely varying views of the State Police recruit training. Some maintain that it is unnecessarily harsh, designed in part to drive out female candidates. Indeed, exit interviews conducted with female candidates who resigned during recruit training indicate that most left for "family reasons." This may lend support to the contention that the prohibition against calls home weighs unfairly on women.

The following are the graduation rates by gender from the last three State Police academy classes.

<b>Class</b>	<b>Graduation Rate of Males</b>	<b>Graduation Rate of Females</b>
70th	79%	55%
71st	68%	68%
72nd	95%	70%

Other long-time members of the Department say, with equal vehemence, that recruit training has gotten too soft, and that this has made troopers afraid to deal with dangerous and threatening situations.

#### *In-service Training*

Many negative comments were made about in-service training, such as: "What does domestic violence enforcement have to do with this job? Yet the women who teach it all have new cruisers that troopers on the road could use." One trainer said, "No one wants to go to in-service training, and no one wants to do in-service training." A supervisor said:

We drove as many hours as we spent in classes to learn about the transportation of hazardous materials, an issue I'll probably never deal with as I'm not even in the field.... More importantly, we aren't given refresher courses or follow-up refresher information so whatever I did learn about hazardous materials I'm not bound to be able to recall after a year or two.

One trooper said, "There's no respect for trainers because they are usually Academy staff who don't ever perform the functions they're instructing." With the specialization movement having resulting in

the attempted professionalization of the training function, this, too, is a common complaint in American police agencies.

The February survey found that a majority rated as good or excellent only 2 of 26 training topical areas: firearms (75.2%) and First Aid/CPR (61.6%). Two other areas had positive ratings of good or excellent totaling more than 40%: Use of Force (45.3%) and Domestic Violence (42.1%).

All 22 other training topics tested registered strong majorities saying the topics were fair, poor, or not available:

<b>Training Topic</b>	<b>Fair, Poor, or Not Available</b>
Pre-promotional instruction	89.9%
Courtroom testimony	88.6%
Crime prevention	88.5%
Interpersonal communications	87.6%
Conflict resolution	87.6%
Supervision/management	86.4%
Latent prints	85.7%
Crime scene control	85.6%
Stress management	85.5%
Problem solving	85.3%
Criminal law updates	84.2%
Rules and procedures of evidence	83.8%
Computers	82.0%
Cultural diversity	79.7%
Stop and frisk	78.9%
Investigations	77.4%
Searches and seizures	75.8%
Trooper safety	75.6%
Baton use/crowd control	75.2%
Avoiding dangerous diseases	69.9%
Corruption/integrity	67.7%
Hate and bias crimes	67.4%

With such a widely negative view of in-service training—especially in the critical areas of tactics, investigations, and criminal prosecution—the new Superintendent of the State Police will need to act immediately to redesign and retrain personnel.

Regardless, however, of the quality of in-service training, troopers say they are often prevented from attending by the unavailability of overtime combined with what is to them inexplicable staffing shortages in the barracks.

Indeed, even in the specialized units where required recertification training may be offered only once a year, management has prohibited attendance if overtime is the only recourse for maintaining staff presence.

#### *Supervisory Training*

During the period of the assessment, the consultants heard no positive comments on supervisory training. The following remarks made by various members were typical: "There is no meaningful supervisory training." "Not everyone attends supervisory training, like everything there's no accountability, so no one bothers." "There is so little supervision, I'm not sure it it's the training or deployment or both."

#### *Executive and Management Training*

Many of the current managerial problems of the MSP may be explained by the reported deficiencies in this area. State troopers were trained at the beginning of their careers to be full-service police

officers, not to manage complex organizations. The information made available to the consultants seems to indicate that no supplementary training in financial and personnel management has ever been given. As indicated by the Strategic Planning Committee last year, "the department need to develop Management and Executive Development programs." [R. 24B]

### *Specialized Training*

The findings of the National Transportation Safety Board on the Air Wing incident [R. 36A] announced in December 1995 and the earlier, related Opinion and Award of the American Arbitration Association [R. 36F at 5, 18] released in November 1992 have been widely reported and discussed. There is no need to repeat the conclusions of both bodies here.

However, recent events indicate that many of the same conditions persist in other areas of specialized training. For example, when Trooper Paul Damery of the Special Tactical Operations (S.T.O.P.) Team was nearly shot during routine training and wrote a memorandum detailing the incident, the action taken was an immediate transfer of Damery. The problems cited were not addressed. One long-time member of the Department said, "It's only a matter of time before deaths result from the lack of proper training." This must be addressed immediately.

### *Consolidation Training*

While the "Consolidation Transition Program" [R. 7D] represented a comprehensive attempt on the part of training staff to meet

consolidation training requirements, a number of individuals interviewed said that vital training needs for current Department members who did not experience Academy training have gone unmet.

This condition exasperates the cultural conflict among those still referred to as RTs (real troopers) and those officers who were absorbed from other agencies, particularly the Registry.

More importantly, this condition may be affecting the safety of officers and civilians alike. As one member of the Department said:

Individuals who did not benefit from Academy training cannot perform many basic police functions such as making a stop or securing a crime scene, and understandably so because they did not and do not get the training.

A former member of one of the consolidated agencies said, even more pointedly, "I am in no way trained to handle the use of force, and God willing, I'll never be in a position as a State Police trooper to have to be called to task on it."

This, too, must be addressed immediately.

#### *Respect Training*

Several supervisors, citing the loss of Statehouse duty, strongly recommended training troopers to treat the public with respect. As one said, "Ninety-nine percent of the people a trooper deals with are average citizens, not criminals, so they need to know how to treat

people, not just with authority, but also with respect instead of contempt."

While a majority (54.1%) of survey respondents said that they believe the relationship between the State Police and people of Massachusetts to be "very good," nearly nine-tenths (87.3%) agreed with the statement, "citizens don't understand the problems of the police." In our experience with municipal police departments, the first number is very good, while the second is typical.

Still, it is clear that the members of the State Police believe the public has a good impression of them:

- 75.1% agreed or strongly agreed that "the public today generally believes that most troopers are honest and hard working."

If a cost-efficient way to determine the public's actual perception of troopers can be found, such a survey finding may usefully guide further training in the area of respect.

#### Discipline and Ethical Standards

Most MSP members interviewed by the consultants observed that since Consolidation discipline in the organization has not been standardized in fact or principle. As one said:

A lack of standards applies to all facets of the job—each barracks has a different system to process paperwork.... Differing punishments are handed out for the same infraction depending upon who you are or who your friends are. This lack of standardization and equal treatment leads to depressed morale.

The General Counsel indicated that only three MSP personnel have been fired since Consolidation, and those only because they were convicted felons. In one of these instances, the individual in question was promoted to sergeant with an indictment pending.

The widespread impression exists in the Department that no action was taken against a trooper found to be harassing a female member, another stalking a former girlfriend, and others driving under the influence of alcohol.

While a battered spouse's filing of a 209A is supposed to result in the removal of a State Police officer's weapon, troopers said that neither this nor any other disciplinary action is regularly taken. A Command Staff member agreed: "There is absolutely no standardization when it comes to addressing troopers involved in 209As."

Referring to the entire disciplinary system of the State Police, one member said: "The only standards around here are double standards."

It is even claimed, according to interviews, that circumstances surrounding the deaths of troopers may be altered to protect the families involved and/or the name of the department.

While the last condition may be seen as a laudable action ("doing the right thing," as one Command Staff member called it, or "doing the wrong thing for the right reasons," as another referred to it), the fact is that any organization which hopes to see itself as the finest law-enforcement agency in its own state, or one of the best of its kind in

the nation, must fairly and forthrightly enforce within its own ranks discipline and the law.

Clearly, the members of the Department think this is not the case: 80.6% disagree or strongly disagree with the statement, "Department discipline is excellent."

A new disciplinary policy proposed by MSP staff and assembled by an internal TQM (Total Quality Management) group has been approved by the Office of Employee Relations and the Attorney General's Office. These steps were viewed with satisfaction by the TQM team that worked on the project. But the ultimate measure of their success will be in the full and even administration of the policy throughout the department.

Nevertheless, the February survey indicates a high level of intolerance of corrupt behavior by members of the Department.

- 93.1% disagreed that "a trooper who finds a member of the Department breaking the law should let him or her go."
- 85.0% disagreed that "troopers should not report on one another, no matter what a fellow officer has done."

And members of the Department agree that the State Police should be a model, not only in technology and crime-fighting, but in the area of integrity as well.

- 95.8% agreed that "the Massachusetts State Police should be the leading model of integrity for all other law-enforcement agencies in the Commonwealth."

### Rewards, Promotion, and Rank Structure

As in the case of the department's disciplinary system, the department's system of discretionary rewards is viewed with cynicism.

The following comments on command staff promotion are representative:

Loyalty is favored over competence. The management applies double standards. Promotion is by personal preferences, politics, preferential treatment. This is the farthest thing from a meritocracy that you can get.

The rank structure was made top heavy to get more people on incremental pay increases.

These comments are underscored by the February survey which found that 83.5% of respondents disagreed or strongly disagreed with the statement, "Merit is the most important factor in who gets promoted."

The following comments on other discretionary rewards are also representative:

A decent reward system still isn't in place years after consolidation.

Commendations are never made in a timely manner—biannual awards are just too far apart from the heroics to be meaningful.

Awards, rewards, and incentives are directly related to your ability to fall into favor with the crony system now in place and scam extra cash doing less police work.

While a majority (56.7%) disagreed or strongly disagreed that "details in this Department are distributed fairly," a significantly larger group (81.3%) believed that discretionary assignments are not given fairly.

Loyalty has appeared to be more valued than measurable impact or competence. In text omitted from the final MSP plan, the Strategic Planning Committee emphasized the importance of developing "a promotional system that relies upon individual competence," and said it is "imperative that the current promotional system be changed to allow the best and brightest minds to attain higher rank," a recommendation that reportedly has not been followed. [See R. 24B, 1995 Strategic Planning Committee Drafts; see R. 11F, Promotions Legislation Summary, Statute, Proposed Amendments]

The Strategic Planning Committee noted in a draft of the Department's 1995 plan that "[h]istorically, the Department has had no formal provision for...Commanders to reward or to formally discipline" and recommended that a team be formed of "current Commanders, their subordinates, and most importantly a representative of S.P.A.M." This text was struck before the Strategic Plan was issued. [R. 24B, Strategic Planning Committee Drafts]

The final version of the plan did propose establishment of a Quality Team within 90 days.

However, according to the Division Commanders Commendation Proposal, such a team had already been formed "in May of 1994" to address "the issue of the failure to recognize both sworn officers and civilian employees for dedicated and/or outstanding service."

[R. 25K, TQM Quality Performance Team Materials:  
Commendation Proposal]

In September 1995, this team recommended processes for Divisional commendations, letters of recognition, and unit citation awards, including recommendation forms, proposed additions to policy and procedure provisions, and awards and presentation possibilities. MSP members interviewed indicated that, to date, these recommendations had not been implemented.

Examples like this may help explain the finding of the February survey that 81.8% disagreed or strongly disagreed with the statement, "The TQM process had positive, measurable impact on MSP."

The fundamental critique of the current system often voiced is well encapsulated in the following remark:

Incentives aren't there because there's no discipline or accountability. If no one's ever disciplined or held responsible for anything, what's their incentive to perform?

#### Supervision

The position of sergeant has been significantly weakened. With no field sergeants any longer on the road but bound instead to their desks, no formalized roll calls, and no "scratch" system (in which sergeants verify in writing the activities and post locations of officers on duty), sergeants in the field seem to be little more than telephone operators. While survey respondents nearly unanimously (91.6%) agreed that sergeants are seldom on the road, a surprisingly large number (61.6%) said that there are simply not enough sergeants working in stations.

According to a number of those interviewed, some troopers take "beeper days," for which they receive full duty pay while they are actually responding only to those calls directed to their beepers. Code sixes (radio calls done regularly to confirm each trooper's location, safety, and state of wakefulness) are done religiously in certain troops, while not at all in others.

One former Metropolitan District officer recommended the following corrective action:

There really needs to be administrative sergeant's duty and patrol sergeant's duty, with a backup trooper for the desk, so that if a serious crime or accident occurs the supervisor doesn't have to wait for up to an hour to get the desk covered so he can go to the scene. This is not just a former Met luxury, it is a public safety necessity.... We've had very serious supervision problems in the field. Many, many of the troopers on the midnight shift have had no supervision at all for years.

Without clear responsibilities for sergeants, their assignment becomes haphazard. The effect of this, as one member reported, is assignment by personal preference:

In Framingham, there are two sergeants. One was assigned to the day shift, and the other was to cover the late shift. Through no fault of his own, the night shift sergeant had some issue that made the assignment impractical for him. Now there are two day supervisors with no one for nights.

Even more serious, however, is the fact that current conditions seem to be undermining the function, power, and utility of the supervisory ranks. The February survey found that:

- 60.8% of respondents agreed that "the sergeants of today sometimes don't have enough confidence to take control of situations";

- 72.2% agreed that "supervisors are afraid of the brass"; while
- 64.0% agreed that "station commanders [lieutenants] don't have enough authority to really make a difference against crime, disorder, and fear."

## INFRASTRUCTURE

The ability of any police agency to function effectively is profoundly affected by its radio communications, computer technology, facilities, and forensic equipment. Nearly five years after the start of Consolidation, the Massachusetts State Police have serious issues to confront in all these areas.

### Radio Communications

Radio communications for the former Capitol, Registry, Metropolitan, and State Police entities were incompatible systems. It was decided upon consolidation that the Met radios, which used a high-band 800MHz repeater-based system, were to be expanded department-wide. The 800MHz system permits usage of portable units, enabling troopers to communicate while outside their cars. The old State Police low-band system does not have this capability.

Since the high and low-band systems are incompatible, effective orchestration of the transition to a single system is essential to promoting officer safety. Nothing, perhaps, is more disturbing to police officers in general than to be working alone, cut off from communication with the rest of their comrades.

Despite the fact that the State Police have been allocated [\$36 million] to create one uniform radio system statewide, progress to most members of the Department appears inexplicably slow and haphazard.

This may help explain the relatively high negative ratings of radio conditions contained in the February survey:

- 64.8% said base radios are in fair or poor condition
- 47.4% said cruiser radios are in fair or poor condition
- 43.8% said hand-held radios are in fair or poor condition

#### Computer Technology

According to MSP personnel, the department's Management Information Systems (MIS) are, in the word on one, a "hodge-podge" of non-integrated and primarily archaic systems.

The following comments are representative:

Systems vary so much from barracks to barracks that a trooper who needs to file a report may find he can't until he gets back to his home base where he knows how to work the system.

At many barracks, over 30 people share one computer.

It would be huge cost savings to invest in computers in terms of the man hours that are being lost waiting to get to a computer or to write up a report up on a ten-year-old typewriter—plus the inefficiency of shuffling all that paper around to generate mostly bogus statistics, crime and traffic patterns—it's a mess.

And in the February survey, nearly two-thirds (65.7%) said that computers were in fair or poor condition.

A number of those interviewed at General Headquarters agreed with the sentiment that "the installation of E-mail, even for Command Staff alone, would eliminate enormous amounts of paperwork, but no one wants anything [like] a traceable record of any kind."

Impatient for department-wide action, the Division of Investigation and Intelligence secured grants to create its own system, which is working well. This, however, may present problems of compatibility which will have to be resolved later.

#### Crime Lab

The State Crime Lab houses a number of systems and services on which local police jurisdictions and county District Attorneys depend. These include: crime scene services, a ballistics section, the Automated Fingerprint Identification System (AFIS), the Image Based Identification System (IBIS), and the serology, toxicology, drug identification, arson and explosives, and alcohol testing laboratories.

The lab was slated to be accredited by 1995, but forensics personnel assigned there indicate that it is not as of early 1996 and, indeed, "is very far from it." According to both those who utilize its services and those who administer them, the MSP Crime Lab is seriously understaffed, and unable to keep up with current case loads.

Despite the fact that the lab is housed in a costly state-of-the-art building, District Attorneys are forced to hire private laboratories and

even utilize Connecticut State Police facilities to process evidence. Trial postponements are a common result of current conditions.

There is currently an estimated back-log of over 5,000 unprocessed drug samples. One crime lab staff member said, "If we never had a new piece of evidence brought in here, it would still take us at least two years to catch up to what we have backed up now." Ballistics indicates that they are one year behind in logging firearms.

The fact that these conditions cannot be allowed to persist is clear. In the words of the Governor's Downsizing Initiative:

It is both frightening and inexcusable that the state can fail to confiscate a firearm from a domestic batterer or a convicted felon because it is one of the 800,000 firearms whose record of sale has not yet been entered into the computer. In 1992, Daniel Bessonette shot the sister of his estranged girlfriend, her son, and her boyfriend with a registered 12-gauge shotgun that the state failed to confiscate following his 1983 conviction. We could prevent such tragedies if only our law enforcement computers were linked; the records were brought up to date; and officers, the courts, and prison officials had instantaneous access to offenders' histories. [R. 7H at 30]

Conceding these problems, Command Staff members blamed them on outside decision makers in the executive and legislative branches of state government.

Whatever the cause of these conditions, a plan for correcting these deficiencies is an immediate necessity.

#### Facilities

Complaints about the conditions of facilities outside General Headquarters and the Academy were widespread and supported by the findings of the February survey.

- 85.8% said office furniture items are only fair or poor
- 84.8% said interview areas are fair or poor
- 81.8% said locker room conditions are fair or poor
- 69.2% said barracks cleanliness is fair or poor

## GENERAL ORGANIZATIONAL ISSUES

### Structure

Four post-consolidation Divisions now exist within the State Police: Field Services (containing the Bureaus of Northeastern, Southeastern, and Western Field Services); Investigation and Intelligence (containing Eastern and Western Regions); Special Operations (Bureaus of Traffic Operations and Tactical Operations); and Support Services (Bureaus of Technical and Administrative Services).

Most senior Department members interviewed agree that communication among the divisions could be greatly improved. But here, too, it appears that the lack of a clearly focused mission prevents high-performance, measurable operations. As one Command Staff member said, "[The] divisions don't ... have common—or even separate—goals." A few of the Command Staff members blamed this on the Executive Office of Public Safety withholding approval of a new organizational chart. While EOPS personnel indicate this is due to one unallocated senior commander, it is not clear that the new

organizational chart would, in itself, resolve these difficulties. The following issue may be illustrative.

In December 1992, the "Division of Special Operations was created ... [as] an organizational facilitator for the wide variety of specialty services the Department is now able to provide." [R. 7G, at 12, FY93 Consolidation Initiatives] MSP personnel interviewed said that Special Operations offers uniformed and specialized services, "but to whom and when is a political, not needs-based, issue." As one senior member of the department said:

None of us have any idea what is happening with the deployment of these people—there are no coordinated monthly meetings between Divisions, so we're all in the dark, and there's no communications between people from different Divisions who are out there all trying to do the same thing.

With bureau boundaries among the various divisions not being coterminous, with specialized services being centralized, and with insufficient coordination among these entities focused on clearly defined goals, it is not surprising that comments such as the one above were common.

## CONCLUSION

Most of the obstacles to creating a high-performance organization will be removed by promulgation by the new Superintendent of a strategic intent (see Appendix A) that will motivate assertive and focused action by all members of the department and then managing to achieve incremental progress against the articulated vision. The rest

can be removed by sound fiscal controls, fair and thorough imposition of lawful process, strong supervision, and implementation of an internal/external communications program which is integrated with training modules expertly designed to change the operating culture of the organization.

## Strategic Intent and the Values of Transformation

The Cultural Diagnostic indicates that the Strategic Intent that most members of the Department aspire to embrace is

- making the Massachusetts State Police the most elite, technologically sophisticated crime-fighting organization in the Commonwealth, if not in the United States.

The Cultural Diagnostic indicates that the values that should guide executive redirection of the key operating strategies, reengineering of all organizational systems consistent with the new operating strategies, and internal/external corporation communications to bring about rapid cultural change are:

- Professionalism—to eliminate the appearances of favoritism, personal vindictiveness, and capriciousness that have characterised executive action in the Department for a long time;
- Mission Focus on Fighting Crime, Disorder, and Fear—to measure and hold accountable all members of the Department in accordance with clear goals and outcomes, so that standards of effort and behavior are made concrete; and
- Respect—to convey respect for all members of the Department, no matter what their rank or assignment, and for all citizens of the Commonwealth, no matter what their race, ethnic background, or country or origin.

In closing, our work indicates that the new Superintendent of State Police will face a large and immensely challenging task to undo past perception and experience and bring about rapid cultural change that embodies a commitment to a massive new undertaking. It is equally

clear, however, that the new Superintendent will have a perhaps unmatched resource of quality personnel on which to build.

## **Appendix A: The Process of Dramatic Change, Rapidly Achieved**

### GENERAL DESCRIPTION OF THE SYSTEM

Linder & Associates Inc. has developed a research, management, and communications process for uprooting ingrained perceptions and securing committed behavioral change, among large groups of people, over a long period of time. This system has proven effective in both mass-marketing and organizational-change applications.

The Linder & Associates system, called Performance Engineering™, is built upon a large body of business and social-science research and experience, which has demonstrated: that organizations, being comprised of human beings, change in the same developmental stages as occur in individual people; that individuals are motivated, powerfully and for sustained periods, by work structured to allow and incent them to strive toward achievement of the things that matter most to them; and that the paradigm of successful service organizations can be adapted to the particular mission, market circumstances, and culture of any other service organization.

### DEVELOPMENTAL STAGES OF CHANGE

Having tested the models defined by Piaget, Kohlberg, Maslow and others, Kegan (1982) finds that human development occurs in defined, predictable stages: "organic systems evolve through qualitatively different eras according to regular principles of stability

and change." The transitions between these stages are marked by "loss of an old center" and "emergence from cultural embeddedness," when former behaviors and attitudes cease to secure satisfaction from the host environment.

Private corporations are forced to change when a market shift threatens their continued existence. Public institutions are forced to change by economic circumstances and/or discernible crisis being understood in a new way by a strong leader. In all cases change is the result of a loss of equilibrium with the environmental reality within which the organization dwells. And, as with individuals, change occurs within predictable stages:

- 1 A real or perceptual crisis which brings about loss of equilibrium with the environment causes confusion and even depression.
- 2 Investigation of the internal and external facts that bear on the reality of this loss forces self-confrontation.
- 3 Careful consideration of various ways out of the difficulty constitutes strategizing.
- 4 Attempted correction of the condition requires concerted action.
- 5 Examination of the attempts to determine how well they have worked entail measurements of success and failure.

Organizational-change programs that ignore one or more of these stages assure effects that will not be deep or long-lasting.

Yet even programs constructed in accordance with the stages of developmental change must do several things more. Highly effective change programs must:

- incorporate the paradigm of the emergent, successful service organization;

- have strong leadership;
- postulate a motivating, long-term strategy; and
- be orchestrated correctly to bring about the desired effects, with precision and predictability, resulting in long-term cultural change.

### THE NEW ORGANIZATION

The emerging successful corporation, according to Drucker (1988), represents the third major evolution of the modern organization.

Called the "information-based organization," its employees are mainly knowledge (not manual or clerical) workers; its management structure is smaller in size as well as complexity; and its production system achieves its goals through the efforts of task-focused, cross-functional teams.

The first incarnation of the modern organization appeared at the turn of the century when professional management was separated from ownership to oversee a functionally differentiated structure. The second major form arose two decades later, Drucker notes, as the "command-and-control organization of today, with its emphasis on decentralization, central service staffs, personnel management, the whole apparatus of budgets and controls, and the important distinction between policy and operations."

The new organization has certain characteristics:

- clear objectives borne of a coherent vision uniting the efforts of diverse specialists or professionals;
- clear statements of management's performance expectations for the entire organization, sub-units, and individual workers;

- systematic feedback that tracks and reports performance at each level against these expectations; and
- the habit of responsibly sharing relevant information among superiors, subordinates, and colleagues who are working toward the success of each endeavor.

Yet Drucker himself says that, as of several years ago at least, this new form of organization is largely a construct of the future, an evolutionary step not fully taken. In no small part this is due to continuing practice of the command-and-control model, where changes in policy and procedure mandated from the top are regarded as not only necessary but sufficient. In these cases, employees are expected merely to follow explicit and implicit orders—without regard to whether or not they have been taken through stages of change in a manner that will get them to embrace and embody the new direction.

Without a strong leader at the center of the change effort, it can only fail.

#### THE STRONG LEADER

"The unique and essential function of leadership is the manipulation of culture," says Schein (1985), who believes that corporate culture "may be the single most important factor standing between success and failure." The capacity to alter the cultural assumptions of an organization is, therefore, critical to success. Bennis and Nanus (1986) define the power of transformative leadership as "the basic energy to initiate and sustain action translating intention into reality." Schein says that the leader of a mature organization "must have the

ability to induce 'cognitive redefinition' by articulating and selling new visions and concepts."

Schein goes on to say, "Leaders do not have a choice about whether to communicate. They have a choice only about how much to manage what they communicate." (Emphasis added.)

And they have a choice about how.

### MOTIVATING, LONG-TERM STRATEGY

Hamel of the London Business School and Prahalad of the University of Michigan created two contrasting models of strategy development which they believe explain, better than other paradigms, the competitive advantage of the most successful companies in recent decades.

*Traditional strategy* moves forward incrementally from a current standing position, emphasizes "trimming ambitions to match available resources," and enforces consistency between corporate and operating units by "tightly restricting the means the business uses to achieve its strategy." (Hamel and Prahalad, 1989)

*Strategic intent*, on the other hand, leverages resources "to reach seemingly unattainable goals," propels "organizational learning to outpace competitors in building new advantages," and secures corporate-operating consistency by building "allegiance to intermediate-term goals, or challenges, with lower level employees

encouraged to invent how those goals will be achieved." (Emphasis added)

The key characteristic of companies that became global leaders in recent decades, according to Hamel and Prahalad, is that they "invariably began with ambitions that were out of all proportion to their resources and capabilities. But they created an obsession with winning at all levels of the organization, and then sustained that obsession over the 10-to 20-year quest for global leadership." (Emphasis added)

Management prevailed in these instances by:

focusing the organization's attention on the essence of winning; motivating people by communicating the value of the target; leaving room for individual and team contributions; sustaining enthusiasm by providing new operational definitions as circumstances change; and using strategic intent consistently to guide the resource allocations.

*Traditional strategy* matches aspirations to existing resources and current activities. *Strategic intent* "creates an extreme misfit between resources and ambitions. Top management then challenges the organization to close the gap by systematically building new advantages." (Emphasis added)

#### ORCHESTRATING SYSTEMATIC, LASTING, CULTURAL CHANGE

One of the nation's largest management consultancies recently confessed in a seminar on the mechanics of organizational change that more than \$10 billion had been spent by American corporations on

changing organizational culture—without effect. The seminar leader said cultural change takes a long time, five years to a decade at least. These two statements, made together, appear to indicate a lack of certainty about how to bring about cultural change—reliably and predictably, within a reasonably short period of time.

Performance Engineering was constructed out of the body of available research and experiential evidence to provide just such reliability and predictability in effectuating cultural change, where strong leadership is committed to building the emergent model of the new service organization, by developing appropriate strategy and reengineered organizational systems.

#### History of the Research

Between the time of the ancient Greeks and World War II, the study of communications was encompassed by the discipline of formal rhetoric (Bavelas, 1990). The coincident emergence of information theory, cybernetics, and the statistical social sciences changed that.

In 1951, cultural anthropologist Bateson and psychiatrist Ruesch jointly proclaimed that "communication is the only scientific model which enables us to explain physical, interpersonal, intrapersonal, and cultural aspects of events within one system."

During the next fifteen years, social psychologists tested the effects of fear inducement, attribution, and persuasion on various groups (mainly students). They found, among other things, that attribution of a quality (e.g., "You are a good student.") had a more positive,

longer lasting effect than persuasion (e.g., "You should be a good student.") But in both cases there was measurable impact. (Aronson, 1981) Likewise, it was discovered that inducement of fear has an immediate, but short-lived effect. (ibid.)

To examine the possibility of altering behavior over longer periods of time, Rokeach (1973) of Washington State University proposed his belief system theory. By administering a values hierarchy test to various groups, reporting the results, and interpreting the results in the light of their significance, Rokeach and other researchers demonstrated that shifts in self-reported values hierarchies would occur and remain in effect at least several months beyond the original test and treatment.

For example, Sherrid and Beech of New York University (1976) tested and treated, according to the Rokeach process, randomly selected police officers at the New York City Police Department. They found that "changes in police officers' values resulted from exposure to the inconsistencies between the low priority of equality versus the officers' concept of themselves as just, fair, and tolerant." In other words, values are not changed by people being told what their values ought to be; values are changed by people discovering that their values are not as they wish them to be.

In 1979, Ball-Rokeach, Rokeach, and Grube conducted a media experiment to find out whether large groups of people could be affected by one exposure to a television program that was designed to take people through the same process of self-assessment.

The researchers simulcast one 30-minute television program, called the "Great American Values Test," on all three local network affiliates in the Tri-City area of Washington State. They found that households with uninterrupted viewers of the program responded favorably to mail solicitations from a civil-rights group, a women's group, and an environmentalist group almost twice as often as households with interrupted viewers, nonviewers who had the opportunity to see advertising about the program, and nonviewers who did not have such an opportunity.

Ball-Rokeach et al summarize their conclusion as follows:

The impetus that brings about change in belief systems and behaviors is salient information that first arouses and sets in motion a process of alleviation or elimination of feelings of self-dissatisfaction. Conversely, the impetus for stability, maintenance, increasing integration, and persistence comes from salient information that first arouses and then sets in motion a process of perpetuating for as long as possible feelings of self-satisfaction about competence or morality.

#### Performance Engineering

In constructing, at the start of the 1990s, advertising designed to change deep-seated attitudes and behavioral patterns with respect to the New York City Subway, the principals of Linder & Associates adapted this research and took it in a somewhat different direction. Instead of arousing and then alleviating feelings of self-dissatisfaction, the Performance Engineering research phase identifies one or more values of real importance to individuals in organizational or other groups, which are under-respected by the environment in which they live or work. The communications phase then surfaces this set of underactivated values in a manner that brings about rapid response.

In organizational-change programs, operating strategies and reengineered systems are constructed to appeal to this set of values, thus securing prolonged, even permanent behavioral response. When behavioral norms are altered, cultural change has occurred.

Traditional advertising and public relations do not attempt to change behavior by altering belief systems and values-hierarchies. Instead, they attempt to increase self-satisfaction with current belief systems and values by encouraging certain (usually purchasing) behaviors. Ads typically promise greater wealth, longer life, enhanced beauty, and broadened sexual appeal. They have done this because, at least until recently, such appeals work—they increase brand trial and, therefore, sales over the short term. High-quality, competitively priced goods are supposed to extend the effect, creating brand loyalty over time. Recent experience shows, however, that brand loyalty (committed behavioral change) is extremely difficult to maintain these days.

Corporate communications constructed in the same manner have little long-term, and even negative, impact. One precondition of change is truthful self-confrontation. Traditional corporate communications avoid all discussion of facts that may be considered by some as "negative" or "depressing"; as a result, the targets of such communications tend not to believe them.

By contrast, Performance Engineering propels change in large groups of people, both inside and outside organizations, by calibrating communications and organizational change activities in accordance

with the principles of human development, discovering the underactivated value(s) important to people in the target groups, and operationalizing those values by connecting them in concrete ways to the purposes of the strong leader.

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## Appendix B: Record Appendix

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1. Accreditation Information
  - A. Accreditation Information, 1995 - 1996
  - B. Accreditation Unit Draft Brochure, January 1996
  - C. Award to the Massachusetts State Police Troop "F" from the International Association of Airport and Seaport Police, May 1994
  - D. Records Task Team Memorandum from Col. Henderson, January 1996
  - E. Standard Information re Holding Facilities, January 1996
  - F. Standards Manual of the Law Enforcement Agency Accreditation Program
2. Automation Plan (Maximus Report), June 1993
3. Awards Samples, 1995 Board of Awards
4. Civilian Staffing and Classification Study, July 1994
5. Command Staff Meeting Materials, December 1995
6. Communications: Massachusetts State Police Cellular Phone Emergency System Report, November 1993
7. Consolidation Materials and Governor's Downsizing Initiative
  - A. Chapter 412 of the Acts of 1991
  - B. Comparability of Ranks
  - C. Consolidation and Reorganization, W. McCabe, 1990
  - D. Consolidation Overview
  - E. Consolidation Transition Program
  - F. Executive Summary Police Consolidation, Effective July 1, 1992
  - G. FY93 Consolidation Initiatives
  - H. Governor's Downsizing Initiative, November 1995
  - I. House Bill No. 6325
  - J. Massachusetts State Police Downsizing Initiative, August 1995
  - K. Organizational Charts, Including Reporting Lines for January 1996
  - L. Significant Judicial Decisions Since Consolidation
  - M. Summary Police Consolidation Plan, Effective July 1, 1992
8. Cruiser Materials
  - A. Cruiser Accident Management, May 1995
  - B. Cruiser Replacement Plan, May 1993
  - C. Cruiser Training, 1995 - 1996

9. Division of Investigation and Intelligence Violent Crime Suppression Initiatives, November 1995
10. Departmental Overview, FY95
11. Employee-Related Information
  - A. Department of State Police Disciplinary Actions, 1992 - 1996
  - B. Educational Incentives Information, Legislation and Amendments
  - C. Employee Assistance Program Reports, 1992 and 1994
  - D. Employee Evaluation System
  - E. Pending Tort Claims Against the State Police
  - F. Promotions Legislation Summary, Statute, Proposed Amendments
12. Executive Office of Public Safety Materials
  - A. Pre- and Post-Consolidation Salary Break-Downs, November 1995
  - B. Staffing Recommendations, November 1994
  - C. State Police Fiscal Recap, January 1996
13. Facilities Materials
  - A. Facilities Report, March 1993
  - B. Stations Report (Chartwell), July 1993
14. Forensics Materials
  - A. Crime Laboratory Overview, January 1996
  - B. Crime Laboratory Policy Manual re Evidence, February 1995
  - C. Crime Scene Management Policies and T.Q.M. Memorandum, 1995
  - D. Forensics Services Five Year Plan/Capitol Outlay Budget, July 1995
  - E. Forensics Services Status Report, May 1995
  - F. Intake Forms, 1996
  - G. Massachusetts Bay Community College Program Letter, November 1995
  - H. Office of Alcohol Testing Legislation, 501 C.M.R. 2.36
  - I. Status of Crime Lab T.Q.M. Team Memorandum, March 1995
15. Goals and Objectives of the Massachusetts State Police, November 1995
16. Internal Control Plan, April 1995
17. Monthly Reports, November 1994 - October 1995
18. Newsletters, 1995
  - A. Newsletter
  - B. Trooper Newspaper

19. Policy and Procedures, July - December 1992, Updates, and Rules and Regulations, December 1992
20. Research and Development Projects Report, November 1995
21. Staffing Studies
  - A. Court Overtime Expenditures, Reporting/Tracking Proposal, January 1994
  - B. Staffing Needs Study (Northwestern PAM Study), September 1993
  - C. Staffing Needs Study (PAM) Costs, January 1994
  - D. Staffing Study for Sworn Supervisory Personnel, April 1995
  - E. Utilization of Patrol Supervisors, February 1994
22. Station Boundaries, November 1995
23. Sexual Harassment Policy, June 1995
24. Strategic Plan, 1995
  - A. Final Document
  - B. Strategic Planning Committee Plan Drafts
25. Quality Performance Teams' Materials, Performance Management Program Information, and "Total Quality Management" [T.Q.M.] Materials
  - A. Agenda for Executive Quality Council Meeting, May 1995
  - B. Divisional Quality Management Boards, November 1995
  - C. Five Year Strategic Plan and T.Q.M., November 1995
  - D. Modification and Application of T.Q.M., Training Materials
  - E. Performance Management Program Costs and Revision Report
  - F. T.Q.M. and "Quality Policing" Col.'s Memorandum, November 1993
  - G. T.Q.M. Organizational Requirements, December 1995
  - H. T.Q.M. Overview, December 1995
  - I. T.Q.M. Quality Performance Teams List, December 1995
  - J. T.Q.M. Quality Performance Team Materials: Asset Forfeiture
  - K. T.Q.M. Quality Performance Team Materials: Commendation Proposal
  - L. T.Q.M. Quality Performance Team Materials: Court Representation
  - M. T.Q.M. Quality Performance Team Materials: Discipline Proposal
  - N. T.Q.M. Quality Performance Team Materials: Transfer Policy Proposal
  - O. T.Q.M. Seven Step Method, November 1995
  - P. T.Q.M. Training Costs, July 1993 - March 1994

(See Also R. 53, Quality Council Meeting Minutes and Memoranda)

26. Training Materials
  - A. Ethical Awareness In-Service Training, November 1995
  - B. Goals and Objectives: Planning for a Change, November 1995
  - C. Introduction to the Management of Change, November 1995

- D. Packet for Lost Class Instructors, December 1995
  - E. Recruit Training Initiatives for 1991 - 1992, June 1992
  - F. Specialized Training Courses, 1993 - 1995
  - G. Training Appropriations, FY91 - FY95
27. Videos
- A. Governor's Press Conference, November 27, 1991
  - B. Massachusetts State Police Training Complex Overview
  - C. Massachusetts State Police 72nd Recruit Training Class Tape
  - D. New York State Police "Badge of Dishonor:" Sexual Harassment
  - E. WBZ I Team Reports re Cruiser Accidents
28. Vision 2000, 1992
29. Union Materials
- A. Contract
  - B. No Confidence Votes Supporting Memorandum, January 1996
  - C. SPAM-O-Gram re No Confidence Vote, January 8, 1996
  - D. Union Memorandum Excerpt re Tpr. Welby Transfer, October 1992
30. Zero Tolerance and S.T.E.P. Team Program Materials, 1995 - 1996
- Miscellaneous Authorities:*
31. General Law Enforcement Information
- A. Bureau of Justice Statistics, Law Enforcement Management and Administrative Statistics, 1993
  - B. Data Book of the State and Provincial Law Enforcement Agencies, 1995
  - C. State Police Budget Survey Materials, 1996
32. Law Enforcement Publications Lists
- A. Bureau of Justice Statistics Publications Catalog, 1994 - 1995
  - B. National Institute of Justice Law Enforcement Publications List
33. Massachusetts State Police Historical Data
- A. Massachusetts State Police History
  - B. The One Hundred Year Vigil, 1965
  - C. The Thin Blue Line, October 1985
34. Selected Press Clippings, 1992 - 1996
35. Special Investigation of the Assistant Secretary of Public Safety on State Police Accident Reconstruction re WBZ I Team Reports, April 1995

*Confidential Transmissions:*

36. Air Wing Materials
  - A. Air Wing Accident Brief by NTSB, December 1995
  - B. Air Wing Inspection Response Requesting Training, May 1991
  - C. Air Wing Party Line Transmission
  - D. Air Wing Staff Inspection Mandating Training/Certification, January 1991
  - E. Air Wing Training Requests, January 1988 - March 1994
  - F. American Arbitration Association Opinion and Award, November 1992
37. Audit of Division of Investigations and Intelligence (DII), July 1993
38. Automation of Statistical Data for DII, December 1995
39. Awards T.Q.M. Meeting Minutes with Col. Henderson, September 1995
40. Col. Henderson's Attendance Records, 1991 - 1994
41. Col. Henderson's Death Notification Memo
42. Col. Henderson's Memo Re Teletype Approval
43. Col. Henderson's Travel Expense Documents
44. Consolidation Materials, Confidential 1991 - 1995
45. Cruiser Fleet Status (DII), December 1994
46. Door Decors
47. Freedom of Information Correspondence
48. Headquarters' Relocation Costs Documents
49. Issue Paper re Removal of Col. Henderson, December 1994
50. Miscellaneous Materials
51. Mock Newsletters
52. Proposed Shooting Inquiry Team
53. Quality Council Meetings Minutes and T.Q.M. Memoranda, 1994 - 1995
54. Salary and Other Financial Statistics, Including Grant Reversion Materials
55. Senior Officer Salary Chart and Memorandum
56. Sergeant Sentry Articles
57. Significant Events Proposed Protocol, November 1993
58. Soft Body Armor Correspondence, 1996
59. Spending Plan for Equipment, December 1995
60. State Auditor's Report on State Police Procurement, January 1992 - 1994
61. S.T.O.P Team Crises Materials
62. Strategic Planning Committee Complaint

*Statutes:*

63. Compensation Law, G.L.c. 268A, Section 4
64. Service Contract Law, 801 C.M.R. Section 20
65. Statutory Duties of the Secretary of Public Safety and the Colonel Summary

(See Also R. 7A, Chapter 412 Consolidation Legislation)

(See Also R. 11B, Educational Incentives Legislation)

(See Also R. 11F, Promotions Legislation)

(See Also R. 14H, Alcohol Testing Legislation)

**MASSACHUSETTS**

**STATE**

**POLICE**

**SURVEY**

**NUMBER 1**

**February 1996**

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## Section I: Equipment and Facilities

*Instructions: The questions in this section will help determine what equipment you, or those you supervise, need to help carry out job responsibilities.*

1. Please indicate the condition of the following MSP equipment. (If you are assigned to the airport or the Turnpike Authority, please skip this question.)

	<u>EXCELLENT</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>
a) Cruiser engines	1	2	3	4
b) Cruiser radios	1	2	3	4
c) Barracks cleanliness	1	2	3	4
d) Locker rooms	1	2	3	4
e) Office furniture	1	2	3	4
f) Cruiser brakes	1	2	3	4
g) Hand-held radios	1	2	3	4
h) Cruiser interiors	1	2	3	4
i) Professional interview areas	1	2	3	4
j) Overall cruiser maintenance	1	2	3	4
k) Firearms	1	2	3	4
l) Computers	1	2	3	4
m) Base radios	1	2	3	4

2. Please indicate how frequently you NEED BUT CANNOT GET the following equipment items: Often, Somewhat Often, Occasionally, or Never.

	<u>OFTEN</u>	<u>SOMEWHAT OFTEN</u>	<u>OCCASIONALLY</u>	<u>NEVER</u>
a) Latex gloves	1	2	3	4
b) Mouth shields for doing CPR	1	2	3	4
c) Crime-scene tape	1	2	3	4
d) Polaroid cameras/film	1	2	3	4
e) Flares	1	2	3	4
f) Fire extinguishers	1	2	3	4
g) Access to computers in offices	1	2	3	4
h) Working portable radios	1	2	3	4
i) Reliable cruisers	1	2	3	4
j) Working and effective radios in cruisers	1	2	3	4

## Section II: Uniforms

1. Please indicate whether you Strongly Favor, Somewhat Favor, Somewhat Disfavor, or Strongly Disfavor the Department authorizing the following uniform changes.

	<u>STRONGLY FAVOR</u>	<u>FAVOR</u>	<u>DISFAVOR</u>	<u>STRONGLY DISFAVOR</u>
a) An entirely new uniform for daily use	1	2	3	4
b) A new style of police hat	1	2	3	4
c) Slash-resistant, lighter-weight gloves	1	2	3	4
d) New winter field uniform	1	2	3	4
e) Jump suit/coverall to be carried in cruisers	1	2	3	4
f) Insulated boots for winter use	1	2	3	4
g) Looser fitting breeches for present uniform	1	2	3	4
h) Fatigues for range use and other field training	1	2	3	4

## Section III: Training

*Instructions: The questions in this section will help determine what changes in MSP training may be needed.*

4. Please indicate whether training in the following areas has been Excellent, Good, Fair, Poor, or Not Available.

	<u>EXCELLENT</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>	<u>NOT AVAILABLE</u>
a) Computers	1	2	3	4	5
b) Criminal law updates	1	2	3	4	5
c) Trooper safety	1	2	3	4	5
d) Domestic violence	1	2	3	4	5
e) Hate and bias crimes	1	2	3	4	5
f) Use of force	1	2	3	4	5
g) Problem solving	1	2	3	4	5
h) Crime-scene control	1	2	3	4	5
i) Interpersonal communications	1	2	3	4	5

	<u>EXCELLENT</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>	<u>NOT AVAILABLE</u>
j) Investigations	1	2	3	4	5
k) Latent prints	1	2	3	4	5
l) Crime prevention	1	2	3	4	5
m) Stress management	1	2	3	4	5
n) Supervision/management	1	2	3	4	5
o) Avoiding dangerous infectious diseases	1	2	3	4	5
p) Firearms training	1	2	3	4	5
q) Baton use/crowd control	1	2	3	4	5
r) Pre-promotional training	1	2	3	4	5
s) First aid/CPR	1	2	3	4	5
t) Conflict resolution	1	2	3	4	5
u) Stop and frisk	1	2	3	4	5
v) Cultural diversity	1	2	3	4	5
w) Searches and seizures	1	2	3	4	5
x) Corruption/Integrity	1	2	3	4	5
y) Rules and procedures of evidence handling	1	2	3	4	5
z) Courtroom testimony	1	2	3	4	5

5. Training, which is not available now, needs to be offered in the following subject area(s):

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

## Section IV: Information About the Massachusetts State Police

6. This question has to do with what you believe the Massachusetts State Police Department WANTS FROM YOU.

In the list below, please rank in order of importance the SEVEN POLICE ACTIVITIES THAT THE DEPARTMENT CONSIDERS MOST IMPORTANT. Next to the activity that you believe is most important to the Department, please place a 1; next to the activity that is second-most important to the Department, please place a 2, etc. until you have chosen SEVEN ACTIVITIES that you believe are most important to the Department.

- \_\_\_\_\_ a) Providing specialized police services to communities that can't do it themselves
- \_\_\_\_\_ b) Arresting drug dealers
- \_\_\_\_\_ c) Solving community problems
- \_\_\_\_\_ d) Reducing gang violence
- \_\_\_\_\_ e) Staying out of trouble
- \_\_\_\_\_ f) Catching all accomplices
- \_\_\_\_\_ g) Making gun arrests
- \_\_\_\_\_ h) Writing summonses
- \_\_\_\_\_ i) Correcting quality of life conditions
- \_\_\_\_\_ j) Arresting auto thieves
- \_\_\_\_\_ k) Reporting police corruption
- \_\_\_\_\_ l) Treating the brass with deference and respect
- \_\_\_\_\_ m) Not talking to media
- \_\_\_\_\_ n) Reporting police misconduct
- \_\_\_\_\_ o) Making arrests for domestic violence
- \_\_\_\_\_ p) Increasing highway safety
- \_\_\_\_\_ q) Dramatically reducing crime, disorder, and fear across the Commonwealth
- \_\_\_\_\_ r) Holding overtime down
- \_\_\_\_\_ s) Providing police services to people who request them
- \_\_\_\_\_ t) Not embarrassing the brass
- \_\_\_\_\_ u) Catching speeders
- \_\_\_\_\_ v) Gaining public confidence in police integrity
- \_\_\_\_\_ w) Doing whatever the brass wants
- \_\_\_\_\_ x) Achieving excellence through service

7. The current philosophy of the Massachusetts State Police is best described as: *(Check only one)*
- a) Maintaining public order
  - b) Preventing crime
  - c) Promoting safety on the highways
  - d) Providing police services local communities need but can't provide for themselves
  - e) Arresting offenders
  - f) Giving summonses
  - g) Being the most elite, technically sophisticated problem-solving police agency in Massachusetts
  - h) Doing whatever the brass wants

8. What do you feel would be the most effective philosophy for the Massachusetts State Police?  
*(Check only one)*
- a) Maintaining public order
  - b) Preventing crime
  - c) Promoting safety on the highways
  - d) Providing police services local communities need but can't provide for themselves
  - e) Arresting offenders
  - f) Giving summonses
  - g) Being the most elite, technically sophisticated problem-solving police agency in Massachusetts
  - h) Doing whatever the brass wants

9. I get most information about Department news, including policies, procedures, and programs from:  
*(Check only one)*
- a) Peers
  - b) Supervisors
  - c) Television
  - d) Unions
  - e) Department newsletters
  - f) In-service training
  - g) Commerical radio
  - h) Written orders/Department directives
  - i) Newspaper

## Section V: Working with the Public

*Instructions: Listed below are a number of statements relating specifically to working with the public in Massachusetts. Please circle the number that corresponds to the extent you agree or disagree with each statement.*

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
10. The relationship between the state police and the people of Massachusetts is very good.	1	2	3	4
11. Citizens don't understand the problems of the police.	1	2	3	4
12. The presence of a marked cruiser reduces a citizen's fear of crime more effectively than does other kinds of police presence.	1	2	3	4
13. Media coverage of the Department helps State Troopers do their job.	1	2	3	4
14. Members of this Department are better at relating to people of different races than is true of the general public.	1	2	3	4
15. People of one race or ethnic background generally have distrust and disrespect for other racial or ethnic groups.	1	2	3	4
16. The public today generally believes that Troopers use more force than necessary in dealing with suspects.	1	2	3	4
17. The public today generally believes that most Troopers are honest and hard working.	1	2	3	4

## Section VI: Supervision

*Instructions: Listed below are a number of statements relating specifically to supervisors. Please circle the number that corresponds to the extent you agree or disagree with each statement.*

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
18. Troopers find it highly useful to discuss problems with Sergeants.	1	2	3	4
19. There are not enough Sergeants working in stations.	1	2	3	4
20. Newly promoted Sergeants, Lieutenants, and Captains should serve in Internal Affairs for a limited period of time before getting any other assignment.	1	2	3	4

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
21. Even Troopers who work hard are rarely praised by supervisors.	1	2	3	4
22. Sergeants do not have time to give good field training to rookie Troopers.	1	2	3	4
23. The Sergeants of today are seldom on the road.	1	2	3	4
24. Station Commanders don't have enough authority to really make a difference against crime, disorder, and fear.	1	2	3	4
25. The Sergeants of today sometimes don't have enough confidence to take control of situations.	1	2	3	4
26. Supervisors are afraid of the brass.	1	2	3	4

## Section VII: Working in the State Police

*Instructions: Listed below are a number of statements relating to working on this job.. Please circle the number that corresponds to the extent you agree or disagree with each statement.*

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
27. The TQM process has had positive, measurable impact on MSP.	1	2	3	4
28. There is not enough communication between Troopers on different shifts or in other assignments/units.	1	2	3	4
29. Most Troopers have the verbal and tactical skills necessary for deescalating a potentially violent encounter.	1	2	3	4
30. Department policies and procedures are well understood and fairly administered.	1	2	3	4
31. Department discipline is excellent.	1	2	3	4
32. Troopers who show disrespect for people they question or arrest may thereby cause unnecessary escalation of force.	1	2	3	4
33. Members of the Department are afraid to disagree with top brass.	1	2	3	4

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
34. Merit is the most important factor in who gets promoted.	1	2	3	4
35. Trooper safety is a top concern of top brass.	1	2	3	4
36. Personnel and equipment are deployed to have maximum impact on crime and disorder in the Commonwealth.	1	2	3	4
37. There is a predictable career path in the MSP, which most Troopers understand.	1	2	3	4
38. Right now, MSP is a highly ethical Department.	1	2	3	4
39. Cruisers in excellent condition are distributed with the safety of Troopers on the road foremost in mind.	1	2	3	4

## Section VIII: Integrity

*Instructions: The questions in this section will help define what policies and training may be needed in the area of integrity.*

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
40. Corruption is when a Trooper accepts a free meal.	1	2	3	4
41. Details in this Department are distributed fairly.	1	2	3	4
42. Assignments in this Department are distributed fairly.	1	2	3	4
43. A Trooper who finds a member of the Department breaking the law should let him or her go.	1	2	3	4
44. Troopers should be trusted to know when to accept a free meal or cup of coffee.	1	2	3	4
45. The Massachusetts State Police should be the leading model of integrity for all other law-enforcement agencies in the Commonwealth.	1	2	3	4

	<u>STRONGLY AGREE</u>	<u>AGREE</u>	<u>DISAGREE</u>	<u>STRONGLY DISAGREE</u>
46. When you're the boss, it's okay to do whatever you want, regardless of the fairness, professionalism or integrity of the act.	1	2	3	4
47. Troopers can make completely anonymous complaints to Internal Affairs.	1	2	3	4
48. Troopers should not report on one another, no matter what a fellow officer has done.	1	2	3	4
49. Use of drugs off-duty is an act of police corruption.	1	2	3	4
50. All citizen complaints against police should be sworn.	1	2	3	4
51. Citizens who falsely accuse Troopers of corruption or brutality should be prosecuted.	1	2	3	4

## Section IX: What Approach You Think Would Make the Department More Effective

*Instructions: The questions in this section will help assess the Department's activities and effectiveness.*

52. In the list below please rank, in order of importance, at least SEVEN ACTIVITIES THAT WOULD MAKE THE STATE POLICE THE MOST EFFECTIVE LAW ENFORCEMENT AGENCY IN MASSACHUSETTS (you may rank all of them if you wish). Next to the activity that would be most effective, please place a 1; next to the activity that would be second-most effective, please place a 2; etc. until you have chosen at least seven activities that would make the State Police most effective in dealing with today's law enforcement problems.

- \_\_\_\_\_ a) Providing specialized police services to communities that can't do it themselves
- \_\_\_\_\_ b) Arresting drug dealers
- \_\_\_\_\_ c) Solving community problems
- \_\_\_\_\_ d) Reducing gang violence
- \_\_\_\_\_ e) Staying out of trouble
- \_\_\_\_\_ f) Catching all accomplices
- \_\_\_\_\_ g) Making gun arrests
- \_\_\_\_\_ h) Writing summonses
- \_\_\_\_\_ i) Correcting quality of life conditions
- \_\_\_\_\_ j) Arresting auto thieves
- \_\_\_\_\_ k) Reporting police corruption

- \_\_\_\_\_ l) Treating the brass with deference and respect
- \_\_\_\_\_ m) Not talking to media
- \_\_\_\_\_ n) Reporting police misconduct
- \_\_\_\_\_ o) Making arrests for domestic violence
- \_\_\_\_\_ p) Increasing highway safety
- \_\_\_\_\_ q) Dramatically reducing crime, disorder, and fear across the Commonwealth
- \_\_\_\_\_ r) Holding overtime down
- \_\_\_\_\_ s) Providing police services to people who request them
- \_\_\_\_\_ t) Not embarrassing the brass
- \_\_\_\_\_ u) Catching speeders
- \_\_\_\_\_ v) Gaining public confidence in police integrity
- \_\_\_\_\_ w) Doing whatever the brass wants
- \_\_\_\_\_ x) Achieving excellence through service

## Section X: General Information

*Instructions: This section provides general background information .*

53. What is your current assignment? *(Check only one)*
- \_\_\_\_\_ a) Field – in station
  - \_\_\_\_\_ b) Field - specialized units
  - \_\_\_\_\_ c) Investigative Services
  - \_\_\_\_\_ d) Any Administrative Assignment or Command (Headquarters, Support Services, etc.)
  - \_\_\_\_\_ e) Other (Specify) \_\_\_\_\_
54. What is your present rank? *(Check only one)*
- \_\_\_\_\_ a) Trooper                      \_\_\_\_\_ b) Detective                      \_\_\_\_\_ c) Sergeant                      \_\_\_\_\_ d) Lieutenant
  - \_\_\_\_\_ e) Captain                      \_\_\_\_\_ f) Above captain
55. If you are in a temporary assignment, how long have you been in it?
- \_\_\_\_\_ Specify length of time \_\_\_\_\_

56. How long have you been a member of the MSP? (Check only one)

- \_\_\_\_\_ a) 0 – 4 Years (came on the job in 1991 or later)
- \_\_\_\_\_ b) 5 – 9 Years (came on the job between 1986 and 1990)
- \_\_\_\_\_ c) 10 – 14 Years (came on the job between 1981 and 1985)
- \_\_\_\_\_ d) 15 – 19 Years (came on the job between 1976 and 1980)
- \_\_\_\_\_ e) 20 – 24 Years (came on the job between 1971 and 1975)
- \_\_\_\_\_ f) 25 Years and over (came on the job in 1970 or before)

57. What is your sex?

\_\_\_\_\_ Male \_\_\_\_\_ Female

58. In the list below please rank, in order of importance, the SEVEN values most important to you (you may rank all of them if you wish). Next to the value that is most important to you, please place a 1; next to the value that is second-most important to you, please place a 2; etc. until you have chosen at least the seven values most important to you.

- \_\_\_\_\_ a) A COMFORTABLE LIFE (a prosperous life)
- \_\_\_\_\_ b) COMMUNITY SECURITY (freedom from crime, drugs)
- \_\_\_\_\_ c) EQUALITY (equal opportunity for all)
- \_\_\_\_\_ d) EXCITEMENT (a challenging, active life)
- \_\_\_\_\_ e) FAMILY SECURITY (taking care of loved ones)
- \_\_\_\_\_ f) FREEDOM (independence, free choice)
- \_\_\_\_\_ g) HAPPINESS (being content)
- \_\_\_\_\_ h) INTEGRITY (ethical behavior)
- \_\_\_\_\_ i) LEISURE (an enjoyable life away from work)
- \_\_\_\_\_ j) PEER ACCEPTANCE (respect of co-workers)
- \_\_\_\_\_ k) PHYSICAL COURAGE (standing up to threats to oneself or others)
- \_\_\_\_\_ l) PROFESSIONALISM (high competence at the job)
- \_\_\_\_\_ m) SELF-RESPECT (self-esteem)
- \_\_\_\_\_ n) A SENSE OF ACCOMPLISHMENT (lasting contribution)
- \_\_\_\_\_ o) SOCIAL RECOGNITION (respect, admiration from supervisors, friends, or neighbors)
- \_\_\_\_\_ p) UPWARD MOBILITY (promotion, personal progress)

59. If I could change anything in the Massachusetts State Police, I would:

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

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