



Commonwealth of Massachusetts
Office of the State Auditor
Suzanne M. Bump

Making government work better

Local Financial Impact Review – Issued November 18, 2019

Municipal Police In-Service Training: Funding and Cooperation across the Commonwealth





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Making government work better

November 18, 2019

His Excellency, Charles D. Baker, Governor
The Honorable Karyn E. Polito, Lieutenant Governor
The Honorable Karen E. Spilka, President of the Senate
The Honorable Robert A. DeLeo, Speaker of the House
Honorable Members of the General Court

Dear Colleagues:

Since the formation of the first night watch in 1631, Massachusetts has recognized the importance of local police forces in upholding the public safety of our Commonwealth. Today, Massachusetts stands as one of only six states that require the highest level of municipal police training. It is my privilege to submit this study of costs, regulation, and trends of municipal police training—and recommendations to improve accountability and hold down cost impacts on our cities and towns.

I would like to offer my sincere appreciation to the dozens of local and state public safety officials who took time from their other professional obligations to assist in the development of this study. I am also grateful to the staff of the Municipal Police Training Committee, as well as local police, for their commitment to upholding training and professional standards. Their generosity in time and energy to inform this report is matched only by their commitment to uphold the safety of our citizens.

This report was undertaken pursuant to Section 6B of Chapter 11 of the Massachusetts General Laws, which grants the Office of the State Auditor's Division of Local Mandates (DLM) authority to review any law or regulation that has a significant financial impact on local government. Copies of the report are available on OSA's website, www.mass.gov/auditor, or by calling DLM at (617) 727-0025.

Please do not hesitate to reach out to my office with any questions or comments. As always, thank you for your continued support of our shared effort to improve the success, accountability, transparency, and efficiency of Massachusetts state government.

Sincerely,

A handwritten signature in blue ink, appearing to read "SMBump".

Suzanne M. Bump
Auditor of the Commonwealth

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LIST OF ABBREVIATIONS

DLM	Division of Local Mandates
DMH	Department of Mental Health
EOPSS	Executive Office of Public Safety and Security
EVOC	Emergency Vehicle Operations Course
FBI	Federal Bureau of Investigation
FY	fiscal year
MASSCOP	Massachusetts Coalition of Police
MCOPA	Massachusetts Chiefs of Police Association
MPA	Massachusetts Police Association
MPI	Municipal Police Institute
MPTC	Municipal Police Training Committee
MPTF	Municipal Police Training Fund
POST	Police Officer Standards and Training
PSTF	Public Safety Training Fund
ROC	recruit officer course
SJC	Supreme Judicial Court
TY	training year

ABOUT THE DIVISION OF LOCAL MANDATES

The Division of Local Mandates (DLM) was established by Proposition 2½, an initiative to limit property tax increases, in order to determine the financial impacts of proposed or existing state laws, regulations, and rules on cities and towns. Proposition 2½ limits a city or town’s authority to raise real estate and personal property taxes. Under the strict limits on taxing authority set by Proposition 2½, cities and towns could no longer simply raise property taxes to fund state-mandated programs. Thus, DLM was created to respond to municipal petitions to determine whether a state mandate falls within the purview of the Local Mandate Law.

The Local Mandate Law, Section 27C of Chapter 29 of the Massachusetts General Laws, generally provides that post-1980 laws, regulations, or rules that impose service or cost obligations on cities, towns, regional school districts, or educational collaboratives and meet certain thresholds shall be effective only if locally accepted or fully funded by the Commonwealth. Any protected party aggrieved by such a law, regulation, or rule may petition DLM for a determination of whether the law, regulation, or rule constitutes a mandate and to make a cost determination of the state funding necessary to sustain a mandate.

In 1984, the Massachusetts General Court expanded DLM’s powers of review by authorizing DLM to examine any state law or regulation that has a significant local cost impact, regardless of whether it satisfies the more technical standards under the Local Mandate Law. This statute is codified as Section 6B of Chapter 11 of the Massachusetts General Laws. As a result of this law, DLM releases reports known as “municipal impact studies” or “6B reports” examining various aspects of state law that may impact municipalities.

Through these functions, DLM works to ensure that state policy is sensitive to local fiscal realities so that cities and towns can maintain autonomy in setting municipal budget priorities.

EXECUTIVE SUMMARY

The training of municipal police in the Commonwealth is a vast and complex undertaking for the thousands of sworn police officers and hundreds of police departments who help enforce the law. Recognizing the need to be at the forefront of emerging policing trends, respond to societal changes and expectations, and evolve in response to the rapid proliferation of new technologies, police across the Commonwealth undertake training every year for veteran officers. This requires a large investment by state and local governments in time, manpower, and money to meet the legal requirements for training. State law and regulation, as well as federal and state case law, provide a complicated context for the required public safety training services.

Competing priorities within departmental staff management and budgetary allocation, historical perceptions of policing, and societal pressures and expectations make this a difficult area of policy. Research from the Division of Local Mandates (DLM) has a unique perspective through its charge to measure the impact of state law and regulation on municipalities. This report results from discussions with a wide range of participants in law enforcement, academia, the legal profession, and criminal justice reform. We reflect on issues of finance for police in-service training, as well as operations related to professionalism in policing and its legal framework.

For several years, the Commonwealth and the country have been engaged in major discussions regarding training and practices for policing in response to widely noticed incidents regarding law enforcement officers. This may incur a civil liability for a municipality, or lead to investigations through the civil and criminal justice systems. Yet, over time, state funding for police training has not kept pace with the demands placed on police officers as they respond to incidents involving issues of mental health, substance use disorders, and trauma.

There have been several commissions at the state and federal levels in the past decade that studied issues of police training and accountability, resulting in multiple state proposals and legal changes regarding public safety funding and police training. This report furthers that work as it contains a series of findings and recommendations that shine a light on ideas to improve the municipal police training environment, leading to better outcomes for police officers and the communities they serve.

Local Financial Impact Review: Municipal Police In-Service Training
Executive Summary

Below is a summary of our findings and recommendations, with links to each page listed.

Finding 1 Page 17	<p>The Municipal Police Training Committee (MPTC) is not meeting the in-service and specialized training needs of municipal police departments.</p> <ol style="list-style-type: none">There is a lack of curriculum diversity in training courses held by the MPTC.There are limited training course sections and insufficient course capacity.There is a shortage of training instructors.
Finding 2 Page 21	<p>The MPTC lacks the revenue needed to fulfill its training obligations, resulting in increased costs to municipal police departments.</p> <ol style="list-style-type: none">The MPTC spent between \$1 million and \$1.5 million on statewide in-service training in fiscal year 2019.Local police departments spent \$22.8 million during fiscal year 2019 to meet training requirements and related costs such as overtime and backfill.
Finding 3 Page 23	<p>MPTC rules, regulations, and statutory language are hard to find, unclear, outdated, and limited in scope.</p> <ol style="list-style-type: none">Statutes that govern police training lay out requirements that are not always met by the MPTC.There is little guidance to bridge the gap between what the MPTC provides and what police departments must fulfill.
Finding 4 Page 24	<p>There is a lack of accountability for tracking and meeting training requirements due to an absence of incentives or sanctions for police departments to comply with training mandates.</p> <ol style="list-style-type: none">Massachusetts is one of four states that do not have a police licensure or decertification process.As many as 30 local police departments may not be meeting the in-service training mandate.Over 84% of surveyed police chiefs support the implementation of a POST system.
Finding 5 Page 28	<p>Stakeholders from law enforcement find current MPTC facilities to be inadequate for current training needs.</p> <ol style="list-style-type: none">Aging facilities are not modernized and lack equipment and space for physical fitness and hands-on training.The academies lack additional classrooms to run more sessions of in-service training.
Recommendation 1 Page 30	<p>Revenues generated from the rental vehicle surcharge should supplement, not supplant, existing appropriations to fund the mission of the MPTC.</p> <ol style="list-style-type: none">Funding from the surcharge should enable the MPTC to expand training offerings by including more course sections, developing new courses, and providing general support.

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Recommendation 2 Page <u>30</u>	The MPTC should develop a long-term strategic plan to address instructional and facility deficiencies and submit annual reports to the Legislature to promote accountability and to justify the increases in additional funding resources. <ul style="list-style-type: none">a. The strategic plan should make recommendations on needed improvements to training facilities.b. The strategic plan should identify other training opportunities outside the MPTC to minimize costs for municipal police departments.
Recommendation 3 Page <u>31</u>	The MPTC should improve its guidance to municipal police departments as to how to fulfill their responsibilities regarding the in-service training of police officers. <ul style="list-style-type: none">a. The MPTC should communicate more effectively with local police departments to ensure they are aware of miscellaneous training requirements.
Recommendation 4 Page <u>31</u>	Massachusetts should establish a POST system in the Commonwealth. <ul style="list-style-type: none">a. A POST system would ensure officers are meeting training requirements by establishing standards for police training curricula and programs, and would have the authority to decertify officers.b. In its transition to a POST system, the MPTC should continue to evaluate its training curricula and instructor certification processes, and incentivize police departments to comply with entering training data online.

PURPOSE OF THE STUDY

The recognition that the public is best served by a well-educated and trained public safety force dates to the late 19th century. Acknowledging this, Massachusetts has a police training system that starts at the recruit phase and continues with annual in-service training. This reflects a recognition of the complexities of emerging issues within the law enforcement field. The police training landscape is complex, as there are various mechanisms for training, finance, curriculum requirements, and standards. The Commonwealth has one of the most rigorous annual standards in the nation yet is among the states that contribute the least financially to the provision of training classes, necessitating a substantial investment by our communities in municipal police training.

The purpose of this study is to:

1. Identify aspects of state law, regulation, and policy that guide in-service municipal police training;
2. Provide a summary of common trends among municipal police departments regarding how they train police officers in their respective departments;
3. Create a model to project the cost of in-service training on municipal police departments and the state's contribution to municipal police training; and
4. Inform the discussion of police training via a summary of comments from a detailed survey of municipal police chiefs in the Commonwealth.

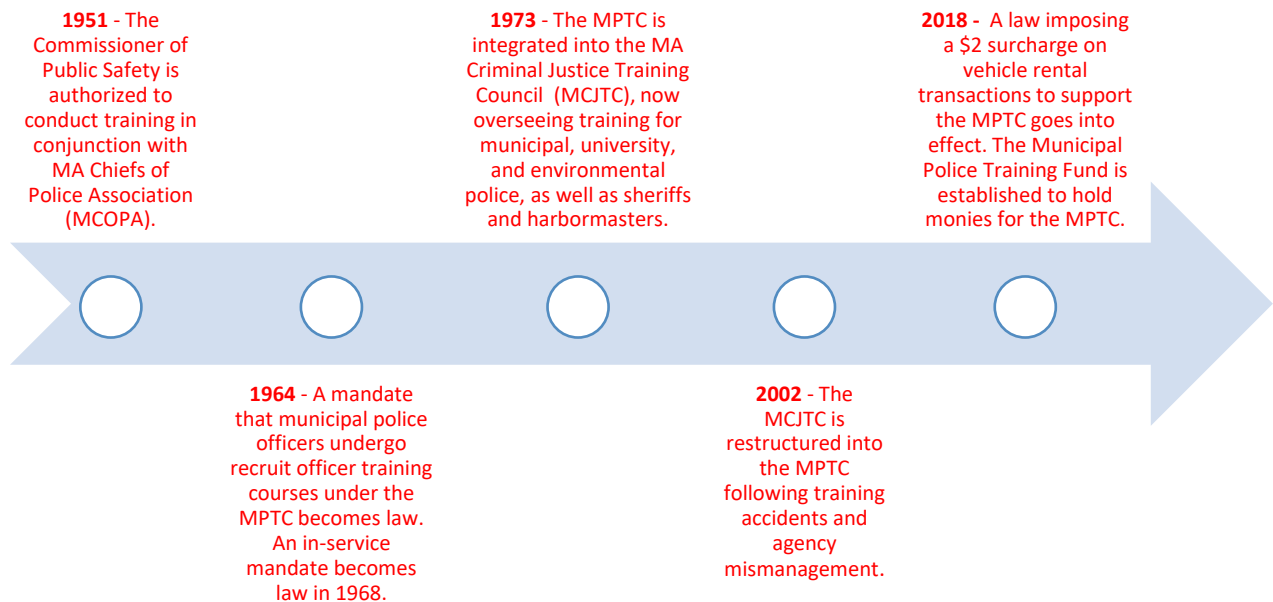
In conducting this study, the Division of Local Mandates (DLM) issued a survey to all local police departments asking questions on their financing, staffing, and training practices. A summary of these survey results can be found in Appendix D. We also conducted interviews with stakeholders such as the Municipal Police Training Committee (MPTC), the Massachusetts Chiefs of Police Association, union representatives from the Massachusetts Police Association and Massachusetts Coalition of Police, and the Executive Office of Public Safety and Security, as well as academics, staff from the Department of Mental Health, staff from the Connecticut Police Officers Standards and Training Council, and independent advocates. In addition to this, we reviewed MPTC documents such as newsletters to police chiefs, monthly meeting minutes, and agendas. A full breakdown of the methodology used in the creation of this report can be found in Appendix B.

SITUATIONAL ANALYSIS

1. Municipal Police Training and the Municipal Police Training Committee: An Introduction

In recognition of the public interest, Massachusetts has an extensive system of police training that starts with the new recruit and continues through all the active years of veteran officers. The annual requirement for in-service training represents a substantial commitment to professional policing and requires a collaborative effort between state officials and local governments. Prior to the 1960s, police training in municipalities was held inconsistently and varied programmatically in the state. In order to establish a statewide training program, the Commonwealth authorized municipal police training in 1951, but training was voluntary and unstandardized.¹ Therefore, the Municipal Police Training Council was created in 1964 to regulate training and established requirements for officers to attend uniform training courses.² In the present day, the MPTC (now a committee) is a part of the Executive Office of Public Safety and Security (EOPSS) and is administered by an executive director and a committee of voting and

Figure 1 – History of the MPTC



¹ St. 1951, c. 335, available at

<https://archives.lib.state.ma.us/bitstream/handle/2452/114990/1951acts0335.pdf?sequence=4&isAllowed=y>

² St. 1964, c. 564, § 2 available at

<https://archives.lib.state.ma.us/bitstream/handle/2452/14570/1964acts0564.pdf?sequence=3&isAllowed=y>

advisory/non-voting members.³ In addition to providing training, the agency also regulates police academies across the state, develops curricula, establishes regional facilities, and sets qualifications for instructors.⁴ The structure of the MPTC is further detailed in Appendix C. The MPTC went through a change of leadership in July 2019 through the introduction of a new executive director acting in an interim capacity.

2. Legal and Legislative Analysis

Every person who is hired as a police officer has to meet basic qualifications. According to Massachusetts statute, officers must be at least 21 years of age and have a high school diploma, a GED, or three years of service in the armed forces.⁵ A new officer must also be a citizen in possession of a valid driver's license,⁶ cannot have been convicted of a felony,⁷ and cannot smoke tobacco products.⁸ Depending on the municipal police department, officers also have to pass a written exam and complete both an interview and a background check.

New Recruit Training

Before they are allowed to exercise their police powers, all newly hired full-time officers in Massachusetts are statutorily required to attend a 20-week recruit officer course (ROC) approved by the MPTC.⁹ New recruits must also pass a physical aptitude test, undergo a comprehensive medical exam, maintain medical coverage throughout their time in recruit training, and have a cruiser to use for one week of training per MPTC regulations.¹⁰ While recruit police officers are attending the ROC, the officers' sponsoring departments are required to pay wages commensurate with the positions to which the recruit officers were appointed plus reasonable expenses.¹¹ New full-time recruits also pay tuition to attend the police

³ G.L. c. 6, § 116. See Appendix G for the statute.

⁴ G.L. c. 6, § 118

⁵ G.L. c. 31 §58

⁶ G.L. c. 141 §21A

⁷ G.L. c. 41 §96A

⁸ G.L. c. 41 §101A

⁹ G.L. c. 6 §§ 116A-116E

¹⁰ 550 CMR 3.06

¹¹ G.L. c. 41, § 96B

academy, although many municipalities reimburse this expense. Recruit academy tuition at the MPTC academies costs \$3,000 per officer as of 2018, funds which go directly to the MPTC.¹²

In-Service Training

In addition to completing the ROC, police officers of all ranks, including reserve and intermittent officers, are required to attend a 40-hour annual in-service training curriculum assigned by their department and approved by the MPTC.¹³ The specific trainings are determined by the MPTC on an annual basis at a monthly board meeting.¹⁴ Police officers who receive appointments to higher ranks must also complete other supervisory training determined by the agency.^{15,16} While police officers are attending in-service training courses, their respective police departments are required to pay them their salaries and other reasonable expenses.¹⁷ It should be noted that Massachusetts has one of the highest hourly requirements for in-service training in the nation.¹⁸

Specialized Training

Although it is not a training requirement, the MPTC also provides specialized training to officers at no cost (examples are shown in Appendix F for training years 2019 and 2020). Unlike in-service training, specialized courses are intended to further the professional development and leadership of a police officer by improving a particular skill or preparing them for a specific policing role (e.g., school resource officers). Specialized topic areas vary each year based on availability and state/federal funding.¹⁹ Specialized courses can be included in the in-service training program of individual officers by local police

¹² Municipal Police Training Committee. (2019). *Recruit Officer Courses*. Retrieved from <https://www.mass.gov/service-details/recruit-officer-courses>

¹³ G.L. c. 41, § 96B

¹⁴ Municipal Police Training Committee. (2019, May 28). *Mandatory Statewide In-service Training for all sworn officers (fulltime and reserve)*. Retrieved from <https://www.mass.gov/mandate/mandatory-statewide-in-service-training-for-all-sworn-officers>

¹⁵ G.L. c. 41, § 96B

¹⁶ Municipal Police Training Committee. (2019, May 28). *Mandatory Statewide In-service Training for all sworn officers (fulltime and reserve)*. Retrieved from <https://www.mass.gov/mandate/mandatory-statewide-in-service-training-for-all-sworn-officers>

¹⁷ G.L. c. 41, § 96B

¹⁸ Based on an independent review by DLM that investigated hourly training requirements set by states' boards of law enforcement training and standards across the U.S. Other states that have an annual 40-hour requirement include Kansas, Kentucky, Utah, Virginia, and Wyoming. There are no states that require over 40 hours each year.

¹⁹ Municipal Police Training Committee. (2019). *Specialized Training*. Retrieved from <https://www.mass.gov/specialized-training>

departments to meet the mandated 40-hour requirement, although they are more intensive than in-service courses. These courses are also available through other organizations, which the MPTC occasionally announces on their website, but unlike the MPTC's offerings, these courses tend to have fees.²⁰

Other Legislative Requirements

Although the MPTC has generally broad statutory discretion to design the recruit officer curriculum and in-service training curriculum, various statutes require the MPTC to develop specific curricula for police officers in Massachusetts. For example, the MPTC must develop courses relating to domestic violence, bicycle safety enforcement, and bias-free policing. Some statutes require the agency to develop courses and guidelines for the recruit curriculum, the in-service training curriculum, or both. There is no mandate, statutory or otherwise, that officers must take training from the MPTC, but they must be assigned by their department to training courses they are responsible to attend. Appendix E has a detailed list of these statutory requirements.

Liability for Failure to Train

One other consideration in curriculum development is judicial case law. In *City of Canton, Ohio v. Harris* (1978), the U.S. Supreme Court held that municipalities can be liable for constitutional violations under the Civil Rights Act of 1871, 42 U.S.C. § 1983, when a municipal policy or custom causes a constitutional violation.^{21,22} The Court held that municipalities can be held liable for constitutional violations when “the failure to train amounts to *deliberate indifference* to the rights of the persons” that the municipal employees come in contact with.²³ In order for a municipality's failure to train to rise to a level of a municipal policy, the failure to train must constitute a deliberate or conscious choice by a municipality.²⁴ To establish deliberate indifference, the party bringing the lawsuit must show that the need for training was obvious and the lack of training was highly likely to result in a constitutional violation.²⁵ However, under 42 U.S.C. § 1983, it is not sufficient to merely show that a policymaker's actions were attributable

²⁰ *Ibid*

²¹ *Monell v. New York City Dep't of Social Services*, 436 U.S. 658, 694-95 (1978).

²² *City of Canton, Ohio v. Harris*, 489 U.S. 378, 380 (1989).

²³ *Ibid* at 388 (emphasis added).

²⁴ *Ibid* at 389.

²⁵ *Ibid* at 390.

to the municipality. In order to establish municipal liability, the municipality must be shown to have been the moving force behind the constitutional injury.²⁶

In *Canton*, the Court provided two examples of a municipality's deliberate indifference standard liability. First, the Court stated that a need for training could be so obvious that the failure to train constituted deliberate indifference. The example the Court provided was a municipality that armed its police force in part to assist police officers in arresting fleeing felons.²⁷ The Court stated that in this example, the need to train officers in the use of deadly force is so obvious that failure to do so could constitute deliberate indifference to the constitutional rights of citizens.²⁸ Second, the Court stated that deliberate indifference standard liability may be established by showing a pattern and practice of constitutional violations. The Court reasoned that a pattern of similar constitutional violations could have made the need for further training so obvious to municipal policymakers that not providing further training would constitute deliberate indifference.²⁹

Moreover, in *Commonwealth v. Vaidulas* (2001), the Massachusetts Supreme Judicial Court (SJC) outlined other potential consequences for police officers who are not trained to mandatory standards. In its opinion, the SJC affirms that the absence of training may be used to impeach an officer during trial and that an officer who fails to complete the requisite training satisfactorily is subject to "removal by the appointing authority" per G.L. c. 41, § 96B. The SJC adds that "[t]he Attorney General also may seek removal pursuant to G. L. c. 249, § 9," which allows civil actions "against a person holding or claiming the right to hold an office or employment" compensated by the state or a municipality. Further, the SJC stated that "[w]here an individual is harmed by inappropriate, inadequate or negligent training of police officers, the appropriate remedy lies in a direct suit against either the supervising authority or the municipality under the Massachusetts Tort Claims Act or pursuant to 42 U.S.C. § 1983," the federal law allowing civil actions for violations of civil rights.³⁰

These cases imply that officers must constantly be instructed on emerging issues or they will not be able to engage in effective policing and will put their communities at risk for liability. Without relevant and

²⁶ *Board of County Com'rs of Bryan County, Okl. v. Brown*, 520 U.S. 397, 404 (1997).

²⁷ *Canton*, 489 U.S. at 390, n. 10.

²⁸ *Ibid.*

²⁹ *Ibid.*

³⁰ *Commonwealth v. Vaidulas*, 433 Mass. 247 (2001).

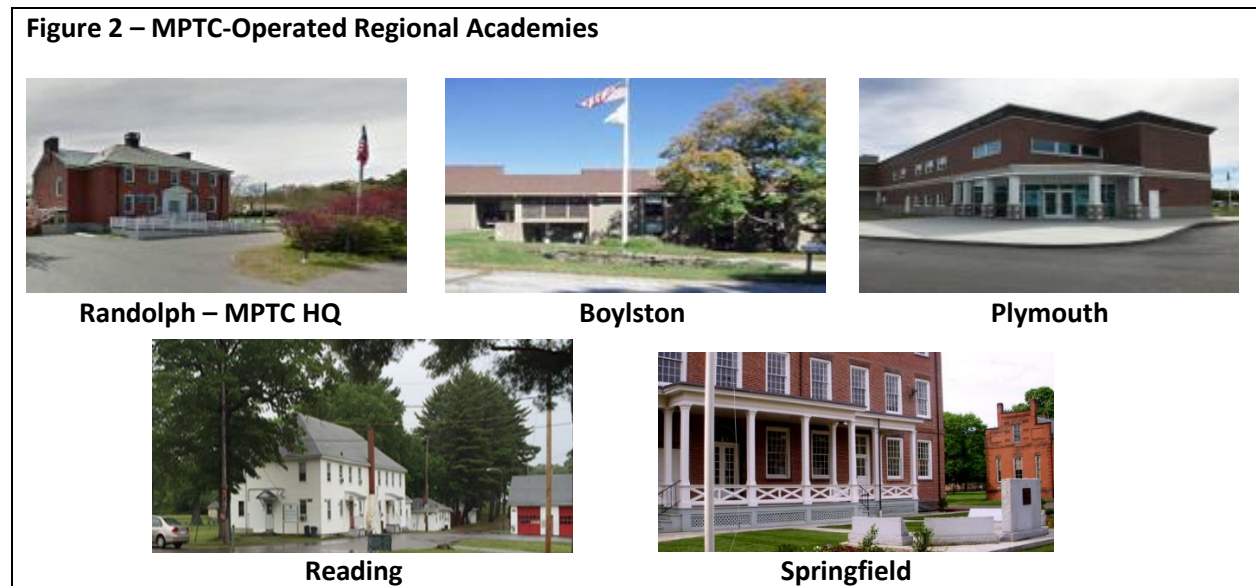
timely MPTC courses, such as the legal updates course, an untrained officer’s conduct may put their own career in jeopardy.

3. MPTC Training Sources

MPTC-Operated Police Academies

The MPTC currently holds recruit and in-service police training in five police academies, as seen in Figure 2.³¹ Within these locations, the agency is responsible for matters related to registration and enrollment, as well as collecting tuition for recruit training. The academies are small in capacity, with most having two or three classrooms for police officers. MPTC-operated academies require certified training instructors, who are contracted at a rate of \$50 per hour (increased from \$40 per hour on September 1, 2019), but MPTC staff noted that volunteers also help instruct at no cost.³² All instructors must be recertified every few years to teach particular courses and must have years of policing or professional experience before seeking certification.³³

Figure 2 – MPTC-Operated Regional Academies



³¹ Municipal Police Training Committee. (2019). *Full-time Police Academies*. Retrieved from <https://www.mass.gov/service-details/full-time-police-academies>

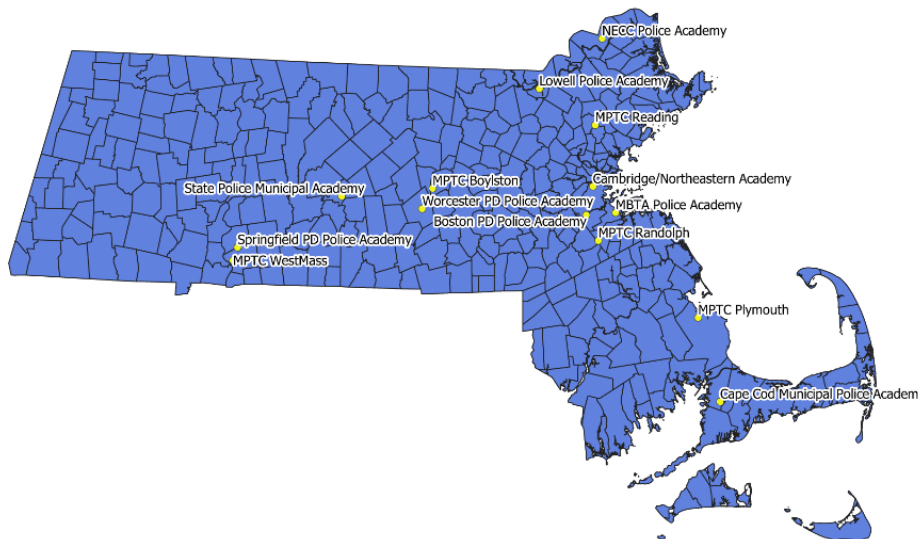
³² Interview with MPTC Staff, MPTC HQ, 5/24/19

³³ Municipal Police Training Committee. (2019). *MPTC Instructor Certification and Recertification Requirements by Topic*. Retrieved from <https://www.mass.gov/service-details/mptc-instructor-certification-and-recertification-requirements-by-topic>

MPTC-Authorized Police Academies

There are other police academies that are MPTC-authorized, but without MPTC oversight in their operations, applications, and tuition fees. As displayed in Figure 3, these academies are usually located and operated by police departments in larger municipalities, including Boston, Lowell, Springfield, and Worcester. Other authorized academies include the Cambridge/Northeastern Police Academy, the Cape Cod Municipal Police Academy, and the Northern Essex Community College Police Academy, as well as facilities for the Massachusetts State Police and the Massachusetts Bay Transportation Authority Transit Police.³⁴ These academies set their own dates for recruit police training, but are not required to hold in-service and specialized courses. For example, the Springfield police academy only holds in-service and some specialized training for its own municipal officers.³⁵

Figure 3 – MPTC-Operated and Authorized Police Academies in Massachusetts



Other Training Sources

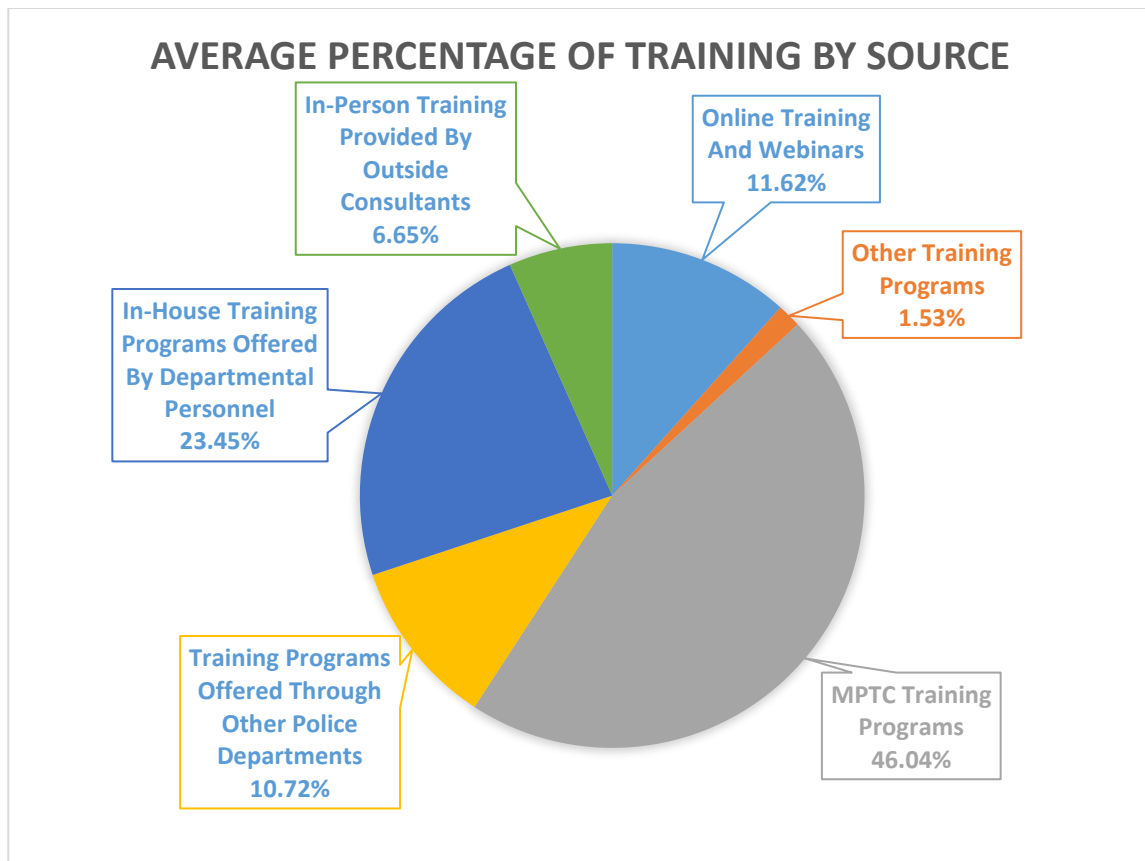
In addition to the MPTC, many police departments rely on other police departments and outside training sources to supplement academy resources. As a part of our research, we conducted a survey which elicited responses from 138 municipal police departments on their perceptions of state-mandated police

³⁴ Municipal Police Training Committee. (2019). *Full-time Police Academies*. Retrieved from <https://www.mass.gov/service-details/full-time-police-academies>

³⁵ Email Correspondence with Springfield Police Department, 5/28/19

training. Boston, which maintains its own police academy, also responded to our survey.³⁶ As depicted in Figure 4, municipalities on average use the MPTC for about 46% of their total training programming, with other sources making up the majority.³⁷ The figure depicts responses from police departments, where all are counted equally and not weighted by municipal population or numbers of sworn officers. As shown below in Finding 1, the constraint on MPTC capacity results in its direct delivery of training to less than 40% of police officers outside the large communities that run their own academies.

Figure 4 – Average Usage of Various Training Programs for In-Service Training



According to our survey respondents, police departments frequently use their own officers to hold training in-house (used by over 90% of municipalities) or seek training from other police departments

³⁶ DLM also collected information from Worcester, Springfield, and Lowell outside of the survey regarding their number of sworn officers and associated training costs. This data was used to project the number of total officers in the state. A further detail of our report methodology is in Appendix B.

³⁷ See Question 8 in Appendix D. Please note that these responses were not weighted for population or size of the police department.

(used by over 55% of municipalities). For instance, Lowell and Worcester set aside a small number of class seats for outside departments for in-service training.³⁸

Organizations in the nonprofit and private sectors also provide police training. At least half of our surveyed departments used outside vendors for training, including organizations such as the South Suburban Police Institute and the New England Law Enforcement Training Center.³⁹ By far, the largest and most commonly used organization is the Municipal Police Institute (MPI), which provides MPTC-authorized online in-service training.⁴⁰ However, departments have to pay fees to MPI and other outside training sources, whereas training through the MPTC is tuition-cost-free.

4. Finance

State funding for the MPTC currently consists of an annual appropriation by the Legislature, as well as retained revenue from fees charged to municipalities for new recruit training. The MPTC currently receives appropriations through the state budget for in-service training under line item 8200-0200. Budgeted state appropriations for the MPTC, seen in Figure 5, come from the General Fund and the Public Safety Training Fund (PSTF).⁴¹ The PSTF allocates money to the MPTC from a \$5 surcharge on motor vehicle violation fines, while the General Fund covers remaining revenue.⁴² This PSTF funding is transferred into the Municipal Police Training Fund (MPTF), along with money from the excise tax on marijuana sales, private gifts, and interest on the funds. It should be noted that funding for the operations of the Cannabis Control Commission and the Department of Agricultural Resources related to regulation of marijuana production and distribution are the highest priorities for proceeds from the marijuana use and distribution statute. Therefore, police training is one of several potential recipients of money, including community or school based grants to combat substance abuse, as well as funds to support public safety, the Prevention and Wellness Trust Fund, and programming for restorative justice and prison diversion. As such, it is not anticipated that money will flow to police training from this source.⁴³ During fiscal year (FY) 2019, the

³⁸ Email Correspondence with Worcester Police Department, 6/6/19; Lowell Police Department. (2019). *In-Service Training*. Retrieved from <https://www.lowellma.gov/238/In-Service-Training>

³⁹ Municipal Police Training Committee. (2019). *Part Time Police Academies*. Retrieved from <https://www.mass.gov/service-details/part-time-police-academies>

⁴⁰ Interview with MPTC Staff, MPTC HQ, 1/16/19

⁴¹ This fund also finances State Police recruit training. Commonwealth of Massachusetts. (2018). *Budget Summary FY2019 – 82000200 Municipal Police Training Committee*. Retrieved from https://budget.digital.mass.gov/bb/gaa/fy2019/app_19/act_19/h82000200.htm

⁴² M.G.L. c. 29 § 2JJJJ; M.G.L. c. 89 § 12; M.G.L. c. 90 § 20

⁴³ M.G.L. c. 94G § 14

Local Financial Impact Review: Municipal Police In-Service Training
Situational Analysis

MPTC received \$4,908,930 in state appropriations (not adjusted for inflation).⁴⁴ In addition to these funds, the MPTC is authorized to collect up to \$10 million from a \$2 surcharge imposed on all rental vehicle contracts of more than 12 hours and less than 30 days, as a part of the MPTF.⁴⁵

Figure 5 – Budgeted State Appropriations for the MPTC – Fiscal Years 2010 to 2019

Fiscal Year	Line Item Appropriations
FY2019	\$4,908,930
FY2018	\$4,837,750
FY2017	\$4,687,118
FY2016	\$5,132,844
FY2015	\$4,937,625
FY2014	\$3,287,968
FY2013	\$2,475,378
FY2012	\$2,500,378
FY2011	\$2,476,460
FY2010	\$2,286,489

The MPTC also receives and spends between \$200,000 and \$300,000 of federal funding from EOPSS’s Office of Grants & Research each year, which is separate from the agency’s budgeted appropriation.⁴⁶ The bulk of this federal funding comes from Highway Safety Division grants, which help pay for specialized training programming.⁴⁷

⁴⁴ Commonwealth of Massachusetts. (2018). *Budget Summary FY2019 – 82000200 Municipal Police Training Committee*. Retrieved from https://budget.digital.mass.gov/bb/gaa/fy2019/app_19/act_19/h82000200.htm

⁴⁵ St. 2018 c. 153 §3

⁴⁶ Comptroller of the Commonwealth. (2019). *Statewide Spending – Municipal Police Training Committee (CJT)*. Retrieved from [http://cthruspending.mass.gov/#!/year/All%20Years/explore/0-/department/MUNICIPAL+POLICE+TRAINING+COMMITTEE+\(CJT\)/0-barChart/appropriation_type/\(4FN\)+FEDERAL+GRANTS/0-barChart/cabinet_secretariat/EXECUTIVE+OFFICE+OF+PUBLIC+SAFETY+%2526+HOMELAND+SECURITY/0-lineChart/appropriation_name](http://cthruspending.mass.gov/#!/year/All%20Years/explore/0-/department/MUNICIPAL+POLICE+TRAINING+COMMITTEE+(CJT)/0-barChart/appropriation_type/(4FN)+FEDERAL+GRANTS/0-barChart/cabinet_secretariat/EXECUTIVE+OFFICE+OF+PUBLIC+SAFETY+%2526+HOMELAND+SECURITY/0-lineChart/appropriation_name)

⁴⁷ Municipal Police Training Committee. (2019). *Highway Safety Division Training*. Retrieved from <https://www.mass.gov/highway-safety-division-training>

Local Financial Impact Review: Municipal Police In-Service Training
Situational Analysis

Funding for recruit officer training is also available from a retained revenue account, under line item 8200-0222.⁴⁸ The MPTC is permitted to collect up to \$1.8 million in tuition fees for recruit training in its regional academies. Set in FY2015, the \$1.8 million is the highest the retained revenue ceiling has been raised. As shown in Figure 6, the MPTC has never collected enough recruit revenue to hit this limit.

Figure 6 – Retained Recruit Tuition Revenue Collected by the MPTC

Fiscal Year	Retained Revenue Collected	% of Retained Revenue Ceiling
FY2019	\$1,012,530	56%
FY2018	\$1,021,198	57%
FY2017	\$1,229,964	68%
FY2016	\$1,212,792	67%
FY2015	\$1,550,485	86%

Much of the MPTC budget goes toward operating costs such as salaries, facility lease payments, overhead, and subsidies for recruit training, as seen in Figure 7.⁴⁹ When asked to include a prorated share of fixed expenses, MPTC staff estimated that 30% to 35% of expenditures are allocated to in-service training. Therefore, annual spending on in-service training by the MPTC is estimated at \$1 million to \$1.5 million.⁵⁰

The MPTC also recently added additional costs in the category of “Recruit Academy Curriculum Overhaul and Training Database” to its budget. The costs include a new recruit officer curriculum developed by a third party, costing the agency at least \$100,000 a year since FY2015,⁵¹ and the creation of a new database (MPTC ACADIS)⁵² to track officers’ completed training, costing \$700,000 each year.⁵³

⁴⁸ Commonwealth of Massachusetts. (2018). *Budget Summary FY2019 – 82000222 Municipal Recruit Training Program Fee Retained Revenue*. Retrieved from https://budget.digital.mass.gov/bb/gaa/fy2019/app_19/act_19/h82000222.htm

⁴⁹ Municipal Police Training Committee. (2019). *FY2019 Budget*. (On file with DLM). Note: Recruit training tuition from the MPTC’s retained revenue account is not a part of the MPTC main budget; the main budget consists of its budgeted appropriation from line item 8200-0200.

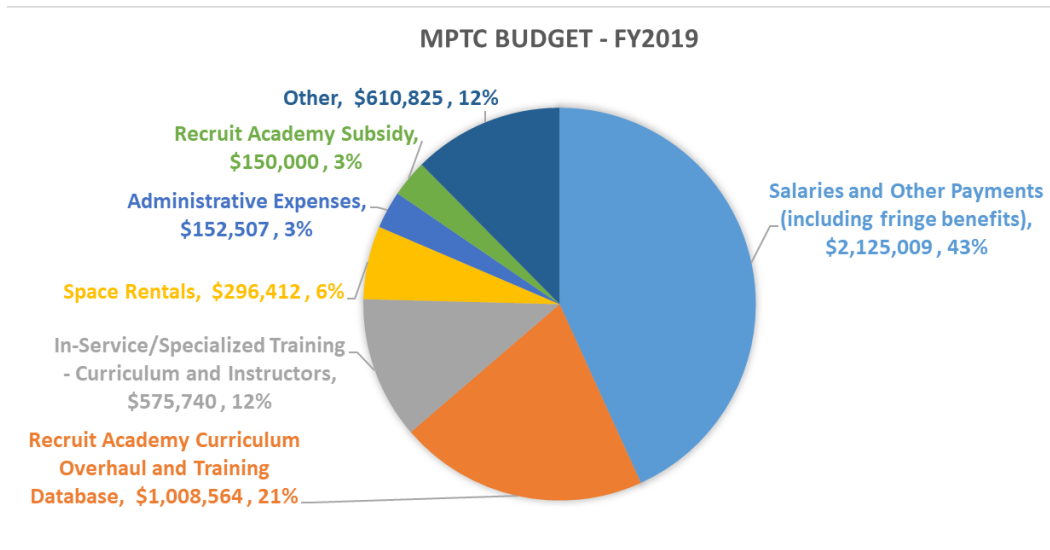
⁵⁰ Interview with MPTC Staff, MPTC HQ, 5/24/19

⁵¹ MPTC meetings and newsletters (on file with DLM)

⁵² ACADIS is the brand name for a training management software suite produced by Envisage Technologies, which was purchased by the MPTC as the database to track officer trainings.

⁵³ Interview with MPTC Staff, MPTC HQ, 5/24/19.

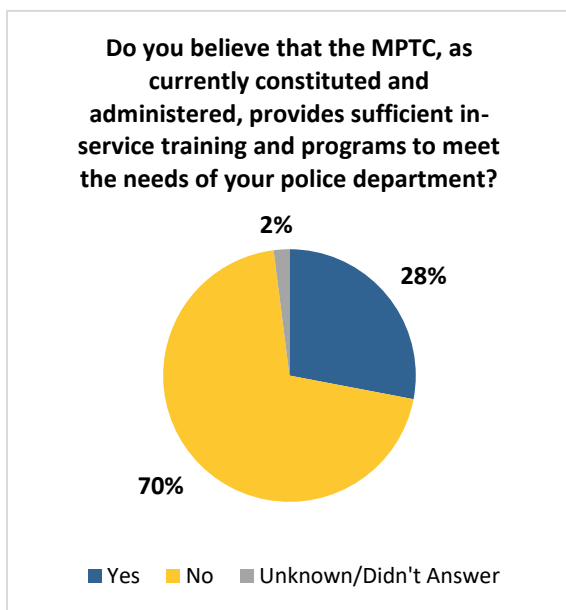
Figure 7 – Uses of the Appropriated Line Item Budget of the MPTC, Fiscal Year 2019



FINDINGS

1. The MPTC is not meeting the in-service and specialized training needs of municipal police departments.

Figure 8 – Response of Police Departments on Whether the MPTC Offers Adequate Services



Police chiefs who participated in our survey cited various reasons why they were dissatisfied with current Municipal Police Training Committee (MPTC) programming, pointing to a low number of in-service and specialized training courses in its schedule, limited class sections, and few instructors hired to teach by the agency. A common sentiment shared by a majority of our respondents is that they do not believe that the MPTC provides enough in-service programming for their police departments, as seen in Figure 8.

a. Lack of Curriculum Diversity in Training Courses Held by the MPTC

The MPTC faces a lack of course diversity in its in-service curriculum. A majority of police chiefs, 55.8%, feel that there are courses that should be included in the standard in-service MPTC curriculum that currently are not.⁵⁴ The MPTC regional academies offer a local option in-service course, where curricula is furnished by the agency based on regional training needs.⁵⁵ Some courses, such as defensive tactics and legal updates, are included in consecutive training years (TYs), leaving only two or three courses offered by the MPTC that may change. As one police chief offered, there is “the same thing every year.”

⁵⁴ See Appendix D, Question 14.

⁵⁵ A local option course represents up to 6 hours of course content developed by a regional MPTC coordinator, in response to input and requests from local departments. If an MPTC academy has no local option courses, then only 18 hours of training content is offered.

Figure 9 – TY2020 Schedule for MPTC Delivered Courses

In-Service Training	Specialized Training
Legal Updates (6 hours)	Breath Test Operator Certification (8 hours)
Procedures, Protocols, and Considerations for Investigations Involving Animals (3 hours)	Basic School Resource Officer Course (5 days)
Police Survival (3 hours)	ARIDE—Advanced Roadside Impaired Driving Enforcement (2 days)
Defensive Tactics Classroom and Skills (6 hours)	Traffic Incident Management (4 hours)
Local Option (6 hours)	Crash Reconstruction (10 days)
CPR (no hourly minimum)	Advanced Crash Investigation (10 days)
First Aid (no hourly minimum)	Crash Reporting Training (2 hours; online)
Firearms Training and Requalification Requirements (no hourly minimum)	Standardized Field Sobriety Updates for Supervisors and Field Training Officers (8 hours)

Demand remains strong among municipal police officers for courses related to mental health issues, although some of these courses were included in the MPTC’s in-service curriculum in the last two years.⁵⁶

Police chiefs suggested courses such as:

- Crisis intervention;
- De-escalation;
- Mental health first aid; and
- Assisting persons with psychotic disorders.

Course diversity is also a challenge for specialized training. Curricula are developed by the MPTC, with the exception of courses that are sponsored by federal grants and/or other organizations. Discussions with policing organizations as well as survey responses from police chiefs indicated a desire for more specialized training courses from the MPTC, which can help officers fulfill their training requirements and develop skills for a particular policing assignment. The most often requested specialized training by our respondents included:

- Leadership training for higher-level officers (e.g., Front Line Leadership Training for law enforcement executives);

⁵⁶ Police Survival in TY2020; Police Interactions with Persons with Mental Illness and Integrating Communications, Assessment, and Tactics in TY2019; previous years: Stress in Policing and Dynamics of Addiction. The courses and curricula were done in conjunction with individuals from the Department of Mental Health (DMH). (Source: DLM correspondence with DMH staff; 6/28/19.)

Local Financial Impact Review: Municipal Police In-Service Training Findings

- Specialized investigator training (e.g., sexual assault investigators);
- Active-shooter courses; and
- Emergency Vehicle Operations Course (EVOC) training.

b. Limited Training Course Sections and Course Capacity

Although the MPTC offers multiple training courses at no cost, the MPTC's in-service training curricula do not cover all 40 hours of mandated programming for police officers. As seen above in Figure 9, the MPTC academies currently deliver in-service training courses that have specified hours of training. Officers whose departments choose to enroll them in MPTC-conducted courses will only be able to receive a maximum of 24 hours of training, depending on academy location and available curriculum. First aid, CPR, and firearms requalification are also not guaranteed to be offered at the academies. The remaining training hours must come at the initiative of local police departments and through a variety of other available training sources. These hours can also be fulfilled with specialized training courses, but options are limited and are not always geared to the average officer's needs.^{57,58}

Given constraints on budget and space, MPTC academies hold insufficient training course sections for the state's municipal police forces. Although the MPTC's five training academies hold in-service sessions between October and June in a given training year, the agency does not have the ability to provide training to all municipal officers with its available facility space.⁵⁹ MPTC staff stated that in-service courses have a seating capacity of up to 40 officers, and few courses occur simultaneously within the same facilities.⁶⁰

Based on publicly available MPTC scheduling information, the MPTC regional academies held 110 in-service training sessions in TY2019. If an in-service class holds up to 40 seats, then the agency has directly offered in-service programming to at most 4,400 officers in the Commonwealth.⁶¹ We estimate approximately 3,409 out of 14,870⁶² police officers work for municipalities that have their own training

⁵⁷ A scheduled listing of courses in TY2019 can be seen in Appendix F.

⁵⁸ Interview with MCOPA, Grafton, MA, 10/19/18; interview with MPA and MASSCOP Representatives, Fall River, MA, 12/27/18; Interview with MPTC Staff, Boston, MA, 9/19/19

⁵⁹ Municipal Police Training Committee. (2019). *MPTC In-Service Training Schedules – TY2019*. (various files with DLM)

⁶⁰ Interview with MPTC Staff, MPTC HQ, 5/24/19.

⁶¹ *Ibid*. Please note that this does not include specialized training.

⁶² Note: Projected number of police officers based on extrapolation of collected survey data. This number may be higher, though, as we expect that there are between 14,000 and 18,000 full-time municipal police officers. See Appendix B for more information.

academy. Therefore, we believe that at least 11,461 officers are eligible to receive in-service programming through the MPTC.⁶³ Because the agency may only seat up to 4,400 officers during training sessions, we project that at best, 38.4% (4,400/11,461) of the eligible police population attended in-service courses that were directly held by the MPTC.⁶⁴

Conversely, the MPTC's specialized training courses are held intermittently during the training year, with multiple courses being offered at local police departments instead of the regional academies. According to police chiefs responding to our survey, the low frequency of specialized training courses can be attributed to budget limitations. As a result, respondents stated they sent officers to attend training held by outside vendors like the Municipal Police Institute, an organization that conducts in-person and online courses. MPTC staff noted that specialized training offerings were contingent on financial resources from the state and the availability of federal grants.

c. Shortage of Training Instructors

According to police chiefs, the MPTC has a shortage of in-service and specialized training instructors. Respondents noted that the MPTC cancels or postpones training sessions on short notice if instructors are not available for particular courses. The MPTC may have difficulty attracting instructors, as the agency requires instructors to receive individual certifications for each course they would like to teach. The instructor certification process creates gaps in training course offerings. Police chiefs cited issues that compound this problem, such as a lack of instructor certification classes that makes it difficult for an officer to teach multiple courses, as well as requirements that demand years of expertise. Police union representatives also shared their belief with us that the process is overcomplicated and designed to allow certain individuals favored by the MPTC to become instructors. Instructor compensation may also be a deterrent for some, because MPTC instructors work on an hourly, part-time basis that is contingent on how many courses they are certified to teach. Police chiefs from the Massachusetts Chiefs of Police

⁶³ Note: The MPTC also extended in-service training programming to a non-MPTC-operated facility—the Yarmouth Police Department. According to our estimates, about 480 officers were trained at Yarmouth in TY2019. The final eligible police population number also excludes officers from Boston, Lowell, Springfield, and Worcester, who operate their own in-service programming through their academies.

⁶⁴ Note: Based on email correspondence from September 2019, MPTC academy directors estimate between 3,500 and 3,600 municipal police officers attended an in-service training session through the MPTC in TY2019.

Local Financial Impact Review: Municipal Police In-Service Training Findings

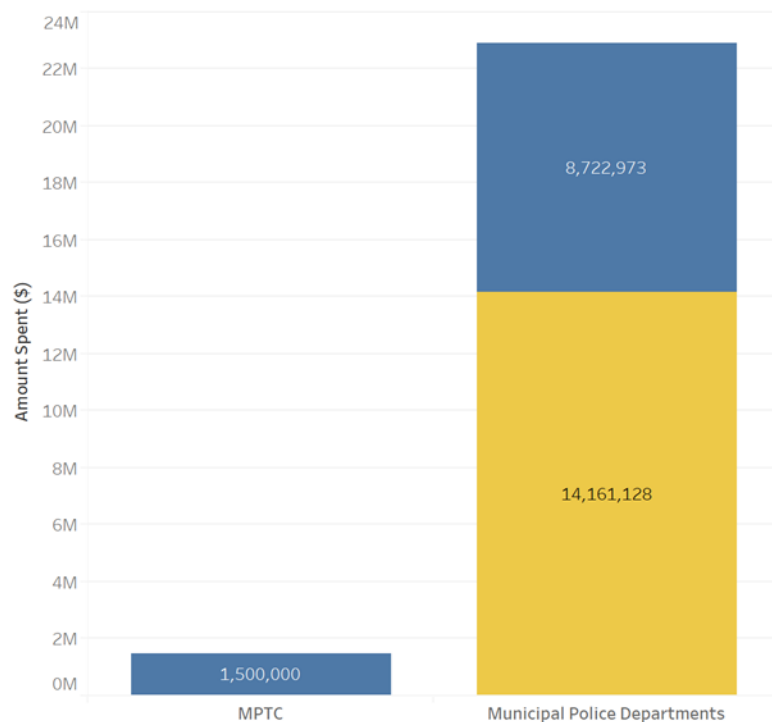
Association (MCOPA) agreed that instructor pay was insufficient, indicating that officers can earn more from detail work than from teaching; however, the MPTC has increased pay as of September 1, 2019.⁶⁵

2. The MPTC lacks the revenue needed to fulfill its training obligations, resulting in increased costs to municipal police departments.

Out of its \$4.9 million-dollar appropriated budget, the MPTC spent between \$1 million and \$1.5 million on statewide in-service training in fiscal year (FY) 2019, which includes payments for instructors, overhead, and fixed costs (such as capital and facilities).⁶⁶

Figure 10 – In-Service Training Cost Comparison between Municipal Police Departments and the MPTC – FY2019

In-Service Training Costs



In comparison, we project that in-service training costs borne by municipal police departments across the Commonwealth totaled at least \$22,884,101 during the same fiscal year. At least \$8.7 million of this total represents municipal training expenditures on instructor fees and tuitions for programming outside of the MPTC. The remaining \$14.1 million is projected to be spent by Massachusetts police departments on overtime and backfill expenditures, which are needed to pay officers their regular salaries

during training and are significant drivers for municipal training costs.⁶⁷ Officers who are assigned to extra duty as a result of requiring some officers to undergo training accrue overtime pay as they are scheduled

⁶⁵ Interview with MPA and MASSCOP Representatives, Fall River, MA, 12/27/18; Interview with MPTC Staff, MPTC HQ, 11/4/19

⁶⁶ Municipal Police Training Committee. (2019). *FY2019 Budget*; Interview with MPTC Staff, MPTC HQ, 5/24/19

⁶⁷ Further explanation of our methodology can be viewed in Appendix B, under “Projected In-Service Budget Costs and Projected Overtime Costs.”

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outside of their normal shifts. Figure 10 shows the difference of in-service training costs absorbed by municipal departments and in-service training expenses for the MPTC.

This \$22.8 million total might be higher if all police departments complied with the 40-hour requirement, and from survey responses we know that some communities offer little or no in-service training. Based on our estimates, as well as a projected municipal police force of 14,870 officers, police departments on average spent \$1,539 per officer on in-service training programming in FY2019,⁶⁸ while the MPTC spent just over \$100 per officer on in-service programming.

There are several reasons little is spent on in-service training in the MPTC budget. The MPTC faced budget cuts in the early 2010s, which meant it suspended course offerings but still required police departments to offer 40 hours of in-service training. While the MPTC appropriation has increased from \$2,286,489 in FY2010 to \$4,908,930 in FY2019, there are increases in other costs such as the ongoing expenditures of the MPTC ACADIS portal and the new recruit curriculum (see Figure 7). As a result, the MPTC is forced to allocate funds that would otherwise go to in-service training to cover other types of costs. Moreover, the MPTC has a shortfall in recruit training costs (see Figure 6), where the real costs of training—between \$4,000 and \$4,800 per officer—are not fully covered by the tuition fee the MPTC charges (\$3,000 per officer). At least \$150,000 was allocated from the in-service training budget to cover the true cost of recruit training in FY2019.⁶⁹

In January 2019, the state imposed a \$2 surcharge on all rental vehicle contracts of more than 12 hours and less than 30 days to help finance police training through the MPTC.⁷⁰ The fees from the surcharge will be placed in a Municipal Police Training Fund, and no more than \$10 million may be collected for police training under statute.⁷¹ Based on revenue collections in the first two quarters of 2019, the surcharge is

⁶⁸ The municipal cost was calculated by dividing the total projected statewide costs for in-service training and overtime/backfill expenses (\$22,884,101) by the projected number of officers (14,870)

⁶⁹ Interview with MPTC Staff, MPTC HQ, 5/24/19; Interview with MCOPA, Grafton, MA, 10/19/18

⁷⁰ M.G.L. c. 90 § 32E3/4. Note: Individuals who subscribe to annual memberships to vehicle rental agencies are only subject to the vehicle rental surcharge once per year.

⁷¹ St. 2018 c. 153 §3

estimated to generate approximately between \$5.7 million and \$6.2 million in revenue for calendar year 2019.⁷²

It was articulated by the MPTC and MCOPA that the vehicle rental surcharge would generate revenues close to the \$10 million limit, but there is recognition now that the surcharge will collect less than anticipated.⁷³ As a result, the surcharge is not enough to serve as a standalone and adequate source of revenue for police training. There is concern that the Legislature could eliminate the MPTC's budgeted line item appropriation if the surcharge revenue matches or exceeds current appropriation levels, which it is on track to do for this fiscal year.

There was a consensus among surveyed police chiefs, police organizations, and the MPTC that any additional state funding should help expand training programming. The MPTC indicated its highest priority was to create further training opportunities for officers from the rental vehicle surcharge revenue. This is consistent with the feedback from survey respondents who indicated that the MPTC does not provide enough in-service programming.

3. MPTC rules, regulations, and statutory language are hard to find, unclear, outdated, and limited in scope.

There is little guidance on how to bridge the gap between what the MPTC provides in its courses and the required 40 hours of in-service training the municipalities must provide. Moreover, the statutes that govern police training lay out even more requirements than those that are met by the MPTC. On the MPTC website, the agency provides comprehensive information on new recruit training.⁷⁴ At the same time, information about in-service training is limited, as course offerings, curriculum updates, and opportunities to fill the training requirement are found within MPTC meeting minutes and the *Chiefs Newsletter*.⁷⁵

One important aspect of in-service training notably omitted on the MPTC website is a page that documents statutory training requirements that were set by the Legislature. In total, there are six statutes

⁷² Collections for the first three quarters of calendar year 2019 amount to \$4,656,437. Source: Massachusetts Department of Revenue. (2019, November). Monthly Report of Collections and Refunds – October 2019. Retrieved from <https://www.mass.gov/doc/october-2019-blue-book/download>

⁷³ Interview with MCOPA, Grafton, MA, 10/19/18

⁷⁴ 550 CMR 3.06; Municipal Police Training Committee. (2019). *Full-Time Police Academies*. Retrieved from <https://www.mass.gov/service-details/full-time-police-academies>

⁷⁵ Municipal Police Training Committee. (2019). *Committee Meeting Minutes*. Retrieved from <https://www.mass.gov/committee-meeting-minutes>; Municipal Police Training Committee. (2019). *Periodic Newsletters*. Retrieved from <https://www.mass.gov/periodic-newsletters>

that impose in-service requirements that municipal officers have to meet, as well as four other statutes that suggest optional items.⁷⁶ For a complete list of statutory training requirements, see Appendix E. Other statutes requiring training for all municipal police officers, such as CPR and first aid training, do exist, but do not specifically give responsibility to the MPTC.⁷⁷

Some provisions of the Massachusetts General Laws require the MPTC to prepare and deliver courses, but others seem to only require the MPTC to make a curriculum available and let the responsibility to deliver training fall on the local police departments. There are provisions that recognize the lead role local police departments play in scheduling and compensating officers for time spent on in-service training, but place a burden on the individual officers to attend the required trainings. The most recent requirements set by statute were through the 2018 Criminal Justice Reform Act, where some elements from the legislation were used in the in-service curriculum for TY2019, but not all.⁷⁸

Other misconceptions related to in-service training include whether or not the MPTC has an approval process for training courses from outside providers. In the last two training years, the MPTC allowed any police-related training, regardless of the provider and whether it is online or classroom-based, to be counted toward officers' 40-hour training requirement.⁷⁹ Previously, in-service and specialized courses had to either use MPTC curricula and/or have approval from the MPTC as elective courses. According to police chiefs, this process was not commonly known. Some respondents in our survey managed to seek approval but received course rejections, while others attended trainings from outside vendors without any MPTC approval at all.

4. There is a lack of accountability for tracking and meeting training requirements due to an absence of incentives or sanctions for police departments to comply with training mandates.

There is no current process to ensure officers' and departments' compliance with the 40-hour annual requirement for in-service police training. According to the MPTC, there is a lack of enforcement of the

⁷⁶ Note: Recruit officers, on the other hand, have seven statutes with legislative requirements for specific recruit courses. A listing of all of the legislative requirements mentioned can be viewed in Appendix E.

⁷⁷ G.L. c. 111, § 201

⁷⁸ See Appendix F for TY19 in-service course listings by the MPTC.

⁷⁹ Municipal Police Training Committee. (2019, May 28). *Mandatory Statewide In-service Training for all sworn officers (fulltime and reserve)*. Retrieved from <https://www.mass.gov/mandate/mandatory-statewide-in-service-training-for-all-sworn-officers>

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in-service requirement, and a concern that violations are common and go unsanctioned.⁸⁰ Current law requires police departments to offer training, which the officers must complete or risk losing their employment (the decision solely at the discretion of the appointing authority).⁸¹ Massachusetts is one of four states that do not have some form of police licensure or certification such as those in a Police Officer Standards and Training (POST) system, as detailed below. Instead, the Commonwealth relies on statutory standards for entry into the policing profession, the MPTC for training oversight, and municipal police departments for the delivery of most training.⁸² Massachusetts also relies on local police agencies to interpret those standards and to exercise their discretion for dismissal of police officers, consistent with collective bargaining agreements and applicable civil service regulations.⁸³

The MPTC is currently implementing a database system, known as the MPTC ACADIS portal, which will track the training hours logged by sworn officers at the MPTC-operated academies. Police chiefs and officers have the capability to register for in-service and specialized training courses held at the five MPTC regional academies, as the database is the only avenue to sign up for course sections. Through the system, police chiefs are able to see which of their officers attended MPTC-conducted courses for the current training year and can schedule officers who have not. However, police academies that are not run by the MPTC do not have permission to input their in-service course information and record enrollment and attendance. The same restriction applies to in-house training done by municipal police departments. While the ACADIS database has the capacity to document officers' compliance with training requirements, the MPTC staff has not finished implementing the system to allow for robust tracking of compliance.

When we asked municipal police departments how many hours of in-service training they provided for their officers, 13 departments indicated they did not fulfill the 40 hours of in-service training, and 4 of those departments did not provide training at all. We project, based on these survey responses and the state's population, that there could be as many as 30 municipal police departments across Massachusetts that are not meeting the in-service mandate, and as many as 9 of those departments may not have completed in-service training activities at all.⁸⁴

⁸⁰ Interview with MPTC Staff, MPTC HQ, 1/15/19

⁸¹ G.L. c. 41 § 96B

⁸² Goldman, R.L. (2019). "NDI: Tracking Interstate Movement of Decertified Police Officers." *Police Chief Magazine*. Retrieved from <https://www.policchiefmagazine.org/ndi-tracking-decertified-police-officers/>

⁸³ National Police Training Requirements (on file with DLM)

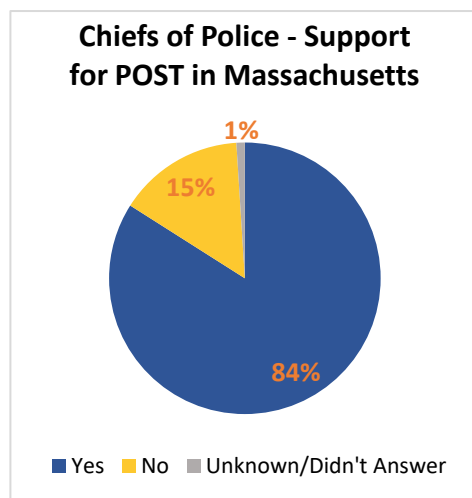
⁸⁴ See methodology in Appendix B.

Local Financial Impact Review: Municipal Police In-Service Training Findings

However, training accountability issues could be resolved if the MPTC transitioned into a POST system—a system that is supported by an overwhelming majority of police chiefs in our survey, as seen in Figure 11. POST systems incorporate three main functions:

1. setting minimum standards for police recruitment;
2. setting standards and curricula for police training and programs; and
3. setting standards for maintenance of police licensure or certification.

Figure 11 – Response of Police Departments on POST Support



This form of central accountability helps move forward the goal of professionalism in policing, given the public interest in a well-educated and well-trained police force. POST also allows departments to track fired and problematic officers to make sure they are not unknowingly hired when leaving one department for another in the same or a different state.

Police chiefs who were supportive of a POST system believe that the system would increase uniformity, standardization, transparency, and professionalism within police training.

Some police chiefs saw the potential for departmental oversight through POST, ensuring statewide compliance with minimum standards and clearly defined regulations. Respondents cited varied interpretations of training materials that lead to inconsistent training statewide and hoped to resolve this variation with the implementation of a POST system, which, through centralization, increases consistency among instructors and training.

We also found consistent support for Massachusetts becoming a POST state from conversations with stakeholders outside of law enforcement, such as legal advocates and academics. Advocates for police accountability cited centralized authority over police training, as well as professional licensure and certification, as reasons they support such a system.⁸⁵ Academic experts on POST offered specific

⁸⁵ Conversation with Rahsaan Hall, Director of the Racial Justice Program for the ACLU of Massachusetts 9/18/19, Brian Corr, President of the National Association for Civilian Oversight of Law Enforcement 9/19/19

Local Financial Impact Review: Municipal Police In-Service Training Findings

examples of police officers who abused their powers but were hired by another law enforcement entity because their state did not have a POST system.

Further, experts provided us with information demonstrating that states with stronger oversight and accountability requirements, especially those in the southeastern United States, tend to decertify more officers. As of 2018, 30,000 officers from 45 states have been decertified.⁸⁶ According to a 2015 survey on nationwide decertification practices, 44 states decertified 956 law enforcement officers that year, with the most common reasons being felony convictions and officer misconduct.⁸⁷ In the absence of a POST system, experts suggested that the MPTC or municipalities incorporate use of the National Decertification Index into their operations to prevent a local police department from hiring a decertified officer from another state.⁸⁸ A POST system with centralized training standards and recordkeeping could help address concerns contained in the legal analysis in Section 2 (“Liability for Failure to Train”) of this report.

POST recommendations were most recently included in prior state reviews of police training and commission reports from 2007 and 2010, and have the support of MPTC staff.⁸⁹ Since the 2013–14 Legislative session, two distinct legislative proposals have been filed to transition to a POST system, although neither has advanced to the floor for a vote.⁹⁰ However, we have been informed by leadership within the Executive Office of Public Safety and Security (EOPSS) that it has an internal working group currently studying recommendations for POST legislation.⁹¹

Nevertheless, we found that police union representatives from the Massachusetts Police Association (MPA) and the Massachusetts Coalition of Police (MASSCOP) were opposed to a POST system, as they felt such a system would push liability for not meeting the training requirements onto officers.⁹² However, police departments are responsible for scheduling officers for training that meets MPTC requirements,

⁸⁶ Goldman, R. (2018, May 21). “Why Massachusetts Needs to Become a POST State with the Authority to Decertify Unfit Police Officers” [presentation]

⁸⁷ Hickman, Matthew (2015) “Post Agency Certification Practices.” On file with DLM.

⁸⁸ Conversation with Prof. Roger Goldman, Professor of Law Emeritus at Saint Louis University School of Law 10/3/19, conversation with Prof. Jack McDevitt, Director of the Institute on Race and Justice at Northeastern University 9/27/19

⁸⁹ Scheft, J.S. (2007). “Report to the Massachusetts Working Group on Law Enforcement Training: A Realistic Action Plan to Improve Public Safety Training.” (on file with DLM); Timilty, J. E., Costello, M.A., et al. (2010, July). *Special Commission on Massachusetts Police Training: Results and Recommendations of the Special Commission on Massachusetts Police Training*. (On file with DLM.)

⁹⁰ H2138 (2013-14), H2202 (13-14), H2192 (15-16), H3274 (17-18), H2146 and 2076 (19-20)

⁹¹ Interview with EOPSS Staff; 7/31/19

⁹² Interview with MPA and MASSCOP Representatives, Fall River, MA, 12/27/18

and officers are held accountable for completing that training. A POST system would allow municipalities to track officers, their training, and their disciplinary histories. Additionally, a POST authority would be able to track whether departments and officers are in compliance with training requirements or have failed to meet standards.

5. Stakeholders from law enforcement find current MPTC facilities to be inadequate for current training needs.

The MPTC operates several academies throughout the Commonwealth but does not own any of the academy buildings. Instead, there are multiyear leases or intrastate transfers that are coordinated with the academies' respective municipalities, higher education institutions, or the state. The agency spent nearly \$300,000 to lease these facilities in FY2019, not including the cost of heat and electricity, equipment, technology, and maintenance.⁹³

A major concern among our survey respondents was the actual quality of the current facilities, especially when the facilities are used for both in-service and recruit training. Aging buildings are not modernized to current needs and do not have space for dormitories and hands-on training, and most lack a gymnasium or showers for physical fitness training. The academies also lack additional classrooms to conduct more in-service training sessions, especially when some sessions run concurrently with recruit training courses.

Survey respondents, as well as members of MCOPA and police union representatives, suggested a variety of resources for the MPTC to provide in a comprehensive facility such as EVOC space, a firearms range, and a pool for water rescue training.⁹⁴ One respondent police chief stated that “[f]acilities are completely inadequate . . .,” while another suggested that a comprehensive facility would include “dormitories, driving track, firearms range, water exercise, simulation houses, classrooms, gym facilities, etc.”⁹⁵ The amenity police chiefs requested most often in our survey was range space to hold firearms requalification training (12 respondents). Police chiefs from MCOPA expressed that the academies needed updated equipment in order to accommodate officers in training in a manner that supports professional policing.⁹⁶

Concern about travel distance to academies was also expressed by chiefs from western Massachusetts and the Cape Cod region. Police chiefs remarked that the distance their officers have to travel from their

⁹³ Municipal Police Training Committee. (2019). *FY2019 Budget*. (on file with DLM)

⁹⁴ Interview with MPA and MASSCOP Representatives, Fall River, MA, 12/27/18; Interview with MCOPA, Grafton, MA, 10/19/18

⁹⁵ Survey questions 10 and 13; see Appendix D for further comments.

⁹⁶ Interview with MCOPA, Grafton, MA, 10/19/18

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departments to a police academy for training is prohibitive, making travel time as long as two hours or more. As one chief said, simply, “MPTC training facilities are poor, as well as the locations.” Because these regions do not have a conveniently located MPTC regional academy, these concerns have led communities to open their own facilities. These facilities are authorized by the MPTC rather than being MPTC-operated, although they are mainly used for recruit training.

Some respondents suggested that training could improve with a single, centralized facility with necessary resources instead of multiple regional facilities. Looking at the MSP Massachusetts State Police academy as a model facility, this may be a more fiscally responsible option than running several academies and with different sets of staff. Recent MPTC board meeting minutes suggest that police chiefs are supportive of a centralized facility for recruit training, while retaining the regional academies for in-service training.

RECOMMENDATIONS

1. Revenues generated from the rental vehicle surcharge should supplement, not supplant, existing appropriations to fund the mission of the MPTC.

The Legislature is to be commended for its effort to identify new sources of revenue to support the critical mission of equipping municipal police officers with the knowledge and skills they need to effectively protect and serve the public. As this report makes clear, the MPTC does not have sufficient resources to fulfill its statutory mission, and the expenses borne by municipal police departments to fill these gaps are burdensome. While this new source of revenue will assist the MPTC to better provide required courses to police officers, develop new courses, include more course sections, and provide general support, it will not be sufficient to address identified deficiencies in MPTC training activities. Therefore, it is essential that the Legislature maintain its commitment to funding the program's existing line item.

2. The MPTC should develop a long-term strategic plan to address instructional and facility deficiencies and submit annual reports to the Legislature to promote accountability and to justify the increases in additional funding resources.

Currently the MPTC attempts to provide four types of training—recruit, mandated in-service, supervisory, and specialized. With its limited facilities and instructional resources, it is unable to do so. The MPTC is advised to engage in strategic planning leading to a report to the Legislature that sets forth the operational and instructional capabilities that will result from a range of projected funding levels. Said plan should address current shortcomings in curriculum and capacity and indicate the range and number of course offerings that could be made available at different funding levels.

Since it is not reasonable to expect that the MPTC will ever be resourced sufficiently to meet all the in-service training needs of all municipal police officers, the report should also delineate which MPTC in-service and specialized training offerings will be of greatest benefit to the widest audience of police officers. The report should also indicate what avenues the MPTC is taking to promote other training opportunities outside of the agency that minimize the costs of municipal police departments. Such opportunities the MPTC could promote include free training programs from other institutions, as well as grant opportunities for training and backfill reimbursement.

Said strategic plan should also make recommendations regarding the adequacy of existing instructional facilities, taking into consideration the types of training that can be offered there as well as their proximity to municipal police officers. The MPTC should engage stakeholders representing police chiefs, police officers, and instructors, as well as the Division of Capital Asset Management and Maintenance, in undertaking this assessment and proposal with the goal of eliminating leasing costs paid to other public entities, as well as producing dedicated facilities for police instruction. State-of-the-art facilities also bring the potential to include Emergency Vehicle Operations Course space and firearms ranges in a regional academy for the first time in MPTC history.

Further, the MPTC annual report to the Legislature should account for in-service training activities and planning, as well as updates on curriculum development and trainer certification.

3. The MPTC should improve its guidance to municipal police departments as to how to fulfill their responsibilities regarding the in-service training of police officers.

Since training requirements are not centrally compiled within the Massachusetts General Laws, and are rather interspersed across multiple sections of the laws, municipal police chiefs and police officers need assistance on how to best meet their training goals. The issuance of administrative guidance would help police departments schedule in-service trainings required by law, such as domestic violence training, bicycle safety training, and public safety technology training, which may not be offered by the MPTC each year.⁹⁷ When the MPTC publishes its annual report, the agency should detail which parts of its in-service curricula the agency will directly develop, and which ones will be created as a result of a collaboration with another agency or an outside vendor.

4. Massachusetts should establish a POST system in the Commonwealth.

A Police Officer Standards and Training (POST) system would provide accountability by ensuring that police officers are licensed and trained in a consistent manner. There is no such licensure requirement in Massachusetts, yet the Commonwealth requires licensure for over 50 other trades and professions such as barbers, plumbers, electricians, and doctors.⁹⁸ This transition would require legislation to move the MPTC into a POST system and give the MPTC or a statewide authority the power to establish licensure

⁹⁷ G.L. c. 6 §§ 116E, 116C, and 116A

⁹⁸ American Civil Liberties Union, (n.d.). *Licensing Police Officers*. Retrieved from www.aclum.org/en/licensing-police-officers

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and certification requirements. To support this, the MPTC should continue to review its in-service training curriculum and instructor certification process, particularly through internal and peer evaluations, in order to move training and standards toward those that are used in POST systems. Development of an MPTC strategic plan would also contribute toward this effort.

During the transition from the current system to a POST system, Massachusetts should provide incentives to encourage compliance with the training data entry requirements for the MPTC ACADIS Portal. The new database represents a major investment by the MPTC in better recordkeeping and a good first step toward strongly enforcing training requirements, requiring full participation to realize its potential. A POST legislative mandate would also compel municipalities to transfer training data to the MPTC/POST for oversight purposes. The Commonwealth could offer small grants to offset the start-up costs associated with initial data entry.

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APPENDIX A—CONTRIBUTORS

We want to offer our sincere appreciation to the following organizations and individuals that provided information, sat for interviews, and generally shared their views on the challenges and opportunities for in-service police training in Massachusetts. These organization and individuals, along with their staffs and subject matter experts, provided significant information that we used in this report.

- The Honorable David Linsky, State Representative
- Dan Zivkovich, Former Executive Director of the Municipal Police Training Committee
- Robert Ferullo, Jr., Interim Executive Director of the Municipal Police Training Committee
- Marylou Powers, Director of Training and Delivery for the Municipal Police Training Committee
- Mark Leahy, Executive Director and board members of The Massachusetts Chiefs of Police Association
- Wayne Furtado, President of the Massachusetts Police Association
- Jim Machado, Executive Director of the Massachusetts Police Association
- Joe Vieira, Vice President of the Massachusetts Police Association
- Tim King of the Massachusetts Police Association
- John Nelson, First Vice President of the Massachusetts Coalition of Police
- Larry Calderone, Legislative Director of the Boston Patrolmen’s Association
- Karen Boisvert, Acting Police Academy Administrator for the Connecticut Police Officers Standards and Training Council
- Chief Frank Frederickson of the Yarmouth Police Department
- Chief Brian Kyes of the Chelsea Police Department
- Chief Steven Sargent and Captain Jeremiah O’Rourke of the Worcester Police Department
- Lieutenant Norman Charest of the Springfield Police Department
- Matthew Broderick, Manager of Forensic Operations and Policy for the Department of Mental Health
- Lisa Sofis, Project Manager of Law Enforcement Dimensions LLC
- Terrence Reidy, Undersecretary of Law Enforcement for the Executive Office of Public Safety and Security
- Susan Terrey, General Counsel for the Executive Office of Public Safety and Security
- Rahsaan Hall, Director of the Racial Justice Program for the ACLU of Massachusetts

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- Roger Goldman, Professor of Law Emeritus at Saint Louis University School of Law
- Dr. Jack McDevitt, Director of the Institute on Race and Justice at Northeastern University
- Brian Corr, Executive Director of the Cambridge Peace Commission and President of the National Association for Civilian Oversight of Law Enforcement

APPENDIX B—METHODOLOGY

Methodology

The Municipal Police Training Committee (MPTC) board's statutory obligations are to develop, deliver, and enforce training standards of municipal, University of Massachusetts, and environmental police officers of the Commonwealth. To better understand how the board fulfills these core functions, the Division of Local Mandates (DLM) reviewed, among other relevant sources of information, the following sources:

The MPTC Executive Director's *Chiefs Newsletter*. The *Chiefs Newsletter*, the primary source for the MPTC executive director to communicate with police chiefs, was published an average of two times annually online from October 2009 through June 2019, and 24 newsletters were reviewed by DLM. Each of the newsletters we reviewed contained as many as 10 pages of police training and other relevant information aimed to assist police chiefs with ensuring their officers have the best training information, opportunities, and support available.

The MPTC Board's Monthly Meeting Reports. In addition to the *Chiefs Newsletter* issued by the MPTC executive director, the MPTC board publishes online reports containing the minutes of its monthly meetings. DLM examined the minutes of the board's monthly meetings held from January 2017 through September 2019; 32 meeting reports were analyzed in total. Each report contains relevant updates on the MPTC budget, police training activities, and progress toward current initiatives.

Overall, these two methods of communication by the executive director and the board provide the framework of implementation of the MPTC's primary statutes. They also work to fill in the details of compliance with statutory training requirements by municipal police departments and law enforcement officers. Taken together, these communication efforts, alongside webpages from the MPTC website, enable the agency to provide police chiefs, officers, and other law enforcement personnel with the following information:

- Open training sites (both MPTC-operated and MPTC-authorized), up-to-date classroom schedules and seating availability, and summaries of recent discussions related to, for example, approving additional MPTC-authorized training academies;

- New recruit, full-time veteran, police chief, and reserve/intermittent officer training curriculum requirements the MPTC has developed, along with continuing required curricula;
- Officer training reporting requirements via the MPTC ACADIS portal;
- Instructor qualification and certification provisions;
- Pending amendments to recruit training regulations from their Police Standards Subcommittee;
- Recent court cases that impact policing and potential negligent training liability concerns;
- The current status of the MPTC's budget and discussions on efforts to increase state revenue, and priorities for any new revenue sources secured (e.g., the vehicle rental surcharge); and
- Other updates as necessary, including MPTC staff contact information.

MPTC-Operated and MPTC-Authorized Recruit Officer and In-Service Training Sites. MPTC meeting minutes provide enrollment and graduation updates on the recruit police academies, while the MPTC website and those of the training facilities themselves provide more specific information on recruit, in-service, and other related law enforcement instruction, as detailed. The MPTC board annually determines the curriculum for in-service training at MPTC-operated facilities and must approve MPTC-authorized sites, but the police chiefs of the regions in which the facilities are located also recommend additional courses they believe are important to their police officers.

We also sought out additional information to guide our research with the following methods:

Police Chiefs' Survey. In order to assess the cost impacts of in-service police training across municipal police departments in Massachusetts, DLM conducted a survey in January 2019 on police chiefs' perceptions on state-mandated training. Quantitative and qualitative data were analyzed from survey responses by municipal police officers across the Commonwealth. Our survey asked a total of 15 questions that were meant to assess the costs of police departments' in-service programs, the size of their police forces, and police chiefs' opinions on MPTC programming and facilities. In light of recommendations that Massachusetts should have a Police Officer Standards and Training system, a question was included to gauge the opinion of police chiefs. Summary statistics of our survey can be viewed in Appendix D.

Further methods were approached to estimate the number of full-time, sworn police officers in the Commonwealth, as well as estimated in-service budget costs, overtime costs, and the number of officers using MPTC-operated facilities for in-service training. The following table summarizes these estimates with a more detailed explanation below.

	Total from Survey Responses	Response Rate	Extrapolation Formula	Estimated Total
Projected Number of Police Officers	6,528 officers	43.9%	$(6,528 \times 100) / 43.9$	14,870 officers
Estimated Statewide In-Service Training	\$3,463,020	39.7%	$(3,463,020 \times 100) / 39.7$	\$8,722,973
Estimated Overtime and Backfill Costs	\$5,565,323	39.30%	$(5,565,323 \times 100) / 39.3$	\$14,161,128

Projected Number of Full-Time Officers. DLM received responses from 138 out of 351 municipalities, representing 43.9% of the Commonwealth’s resident population. Population estimates for each municipality were based on data from the 2017 American Community Survey by the U.S. Census Bureau. Respondents reported the number of full-time officers that were hired in their police departments, totaling up to 6,528 sworn officers. (See above chart.) We projected the number of full-time officers in the Commonwealth by multiplying the total number we received (6,528) by 100 and dividing it by the response rate (43.9%), bringing our estimates to 14,870 sworn full-time officers.

However, MPTC staff members informed us that there are 17,829 active municipal officers in the Commonwealth according to the ACADIS database. The database did not include most of the Boston police force, which could increase the MPTC’s estimate to nearly 20,000 officers. Due to various estimates we received during the course of drafting this report, we expect that the number of full-time police officers in Massachusetts should be between 14,000 and 18,000 officers. This is consistent with the Massachusetts Chiefs of Police Association (MCOPA) estimates of the state’s municipal police force, which it anticipates is between 15,000 and 16,000 officers. Please note that a higher number of police officers in the state will increase estimated municipal costs of police training, as well as a lower share of officers attending in-service training classes at the MPTC academies.

Projected In-Service Budget Costs. Out of our 138 survey respondents, DLM received information about in-service budgets for fiscal year (FY) 2019 from 124 municipalities, representing 39.7% of the state’s resident population. Among these municipalities, their total in-service budgetary costs were \$3,463,020. We followed the same method to project the number of officers to determine statewide in-service costs. We project that municipalities statewide incurred \$8,722,973 for in-service training.

Projected Overtime and Backfill Costs. We received information on overtime costs from 118 out of 138 respondents, representing 39.3% of the state's resident population. Respondents' total overtime costs were \$5,565,323. Similar to our last two methods, we estimated this cost by multiplying the total by 100 and dividing that number by the response rate for this expense. We project statewide overtime costs are \$14,161,128.

Projected Number of In-Service Courses / Officers Attending MPTC-Provided In-Service Courses. DLM acquired in-service training schedules from the five MPTC-operated academies for the 2019 training year, including courses held by the agency at the Yarmouth Police Department. MPTC in-service training schedules provide weekly sessions for officers to fulfill the mandated courses for their 40-hour in-service requirement. We counted 110 weekly in-service training sessions in total. Talks with MPTC staff also revealed that the average in-service training session at an MPTC academy held 40 seats. DLM staff multiplied that number by the number of weekly sessions, bringing the total to 4,400 officers taking in-service courses through the MPTC. We also estimated that there are at least 3,409 sworn officers from large municipalities like Boston, Springfield, Lowell, and Worcester, which was calculated from survey data, e-mail communications, and budgetary information. Because these four municipalities have their own police academies and run in-service training for their officers, we did not want to include them in our final count. We believe that at least 11,461 out of 14,870 officers are eligible to receive in-service programming from the MPTC. Because the agency can only seat 4,400 officers, we project that at most 38.39% (4,400/11,461) of the eligible police population could take in-service training with the MPTC. However, MPTC staff members informed us that they expect to have up to 4,000 full-time municipal police officers attending in-service training at the regional academies in training year 2020.

Projected Number of Municipal Police Departments Not Meeting Mandated In-Service Training Hours. In our survey, we asked police chiefs how many hours of annual in-service training their departments provide to their full-time officers under their training program. We received 13 responses from departments not meeting the in-service training mandate, with 39 or fewer hours, and of those 13, there were 4 departments that had 0 hours of in-service training. To estimate the total number of municipal police departments not meeting this mandate, we multiplied these totals by 100 and divided them by the percentage of the state's residents represented by all 138 respondents in our survey (43.9%). We project that 30 departments have training programs with 39 hours or fewer, and of those 30, we project that 9 departments conduct 0 hours of training.

Meetings with Stakeholders. To further inform our results from the police chiefs' survey, DLM talked to various stakeholders in law enforcement, as well as the MPTC, to have an understanding of municipal police training in Massachusetts and their sentiments about mandated in-service training. These meetings included:

- A meeting with MCOPA on October 19, 2018;
- A meeting with the Massachusetts Police Association and Massachusetts Coalition of Police on December 27, 2018;
- Meetings with the Municipal Police Training Committee's (MPTC) executive director and staff on January 15, 2019, May 24, 2019, September 19, 2019, and November 4, 2019; and
- A meeting with staff members from the Executive Office of Public Safety and Security on July 31, 2019.

DLM also communicated with stakeholders via email correspondence and/or telephone conversations. These conversations included:

- Email correspondence with the Springfield Police Department from May to June 2019; and
- Email correspondence with the Worcester Police Department from May to June 2019.

DLM had other conversations with stakeholders outside of law enforcement via in-person meetings, email correspondence, and/or telephone. Like our other stakeholders, we wanted to understand the scope of police training and discipline from a perspective outside of law enforcement, such as police decertification and accountability. We had the following communications:

- Email correspondence and telephone conversations with staff members from the Department of Mental Health from June to August 2019;
- A meeting with Rahsaan Hall from the ACLU of Massachusetts on September 18, 2019;
- A meeting with Brian Corr from the National Association for Civilian Oversight of Law Enforcement on September 19, 2019;
- A meeting with Dr. Jack McDevitt from Northeastern University on September 27, 2019;

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- Email correspondence and telephone conversations with Roger Goldman from the Saint Louis University School of Law in October 2019.

APPENDIX C—MAKEUP OF THE MUNICIPAL POLICE TRAINING COMMITTEE BOARD

Under G.L. c. 6 §116 there is a Municipal Police Training Committee made up of the following voting members, or their designees:

- Five Chiefs of Police appointed by the Governor from nominations submitted by the Massachusetts Chiefs of Police Association (MCOPA);
 - One of whom shall be from western Massachusetts, one from central Massachusetts, one from northeastern Massachusetts, one from southeastern Massachusetts, and one from the Massachusetts Bay Transportation Authority
- One Chief of Police selected by MCOPA
- One Police Officer appointed by the Governor from nominations submitted by the Massachusetts Police Association executive board and the Massachusetts Police Training Officers Association executive board;
- The Commissioner of Police of the City of Boston;
- The Colonel of the State Police;
- The Attorney General; and
- One person to be designated by the Secretary of Public Safety.

The same statute also creates nonvoting, advisory positions for the following members, or their designees:

- The Personnel Administrator;
- The Commissioner of Correction;
- The Commissioner of Youth Services;
- The Commissioner of Probation;
- The Chair of the Parole Board;
- The Executive Director of the Committee on Criminal Justice;
- The Chief Justice of the Trial Court;
- The Chief Justice of the District Court Department;
- The Commissioner of Education;
- The Chair of the Criminal Law Committee of the Massachusetts Bar Association; and

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- The Federal Bureau of Investigation (FBI) Special Agent in charge of the Boston Office of the FBI, if consent is given by the FBI Director.
- The Governor shall also appoint five additional advisory, nonvoting members:
 - One who is an administrator of a city or town;
 - One who is a clerk of the Superior Court;
 - One who is a member of the Committee for Public Counsel Services;
 - One who is a Sheriff of a county or former county; and
 - One who is a District Attorney

The committee shall elect a chairperson annually and shall provide nominations for an Executive Director to the Secretary of Public Safety.

APPENDIX D—SUMMARY OF SURVEY RESULTS

Division of Local Mandates Survey: Local Cost Impacts of Required In-Service Municipal Police Training Requirements

Total municipalities responding: 138

State population living in responding municipalities—2017 estimate:⁹⁹ 2,982,183 (43.9% total state pop.)

Q1. What is your department’s current number of full-time, sworn officers? (n = 137)

Total Sworn Officers working in responding municipalities: 6,528

Average number per responding municipality: 48

Q2. 2. What is your department’s current number of full-time civilian employees? (n = 137)

Total FTE civilian employees working in responding municipalities: 1,689.5

Average FTE civilian employees per responding municipality: 12

Q3. Please provide your department’s total operating budgets for each of the following years (n = 132 for fiscal year [FY] 19, further 17 did not provide FY10–15 data)

	FY2010	FY2015	FY2019
TOTAL	\$ 602,562,509	\$ 749,243,964	\$ 888,484,364
AVERAGE	\$ 5,106,462	\$ 5,763,415	\$ 6,730,942
MEDIAN	\$ 1,979,299	\$ 2,342,789	\$ 2,693,744

Q4. Does your department have an officer assigned to manage/oversee officer training? (n = 138, 17 did not report hours)

	4. Does your department have an officer assigned to manage/oversee officer training?	Percentage of work time devoted to training duties:
	<u>124 (89.86%) responded yes</u> <u>13 (9.42%) responded no</u> <u>1 (.72%) did not respond</u>	Average percentage of work time devoted to training duties: 24.6% Median percentage: 20%

⁹⁹United States Census Bureau, *2017 American Community Survey 5-Year Estimates*. U.S. Census Bureau, American Community Survey Office. (2018). Retrieved from: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmmk

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Q5. Not including overtime expenditures, please provide your department’s annual in-service training budget (fees, travel, and other expenses, course materials, etc.) for each of the following years (n = 124, 11 missing all data, further 12 missing FY10–15 data, 3 had non-credible data):

	FY2010	FY2015	FY2019
Total	\$ 1,653,697	\$ 2,462,984	\$ 3,463,020
Average	\$ 14,506	\$ 20,355	\$ 27,268
Median	\$ 5,873	\$ 8,000	\$ 12,000

Q6. If your department incurs overtime costs in connection with annual in-service training, please provide your department’s relevant overtime costs for each of the following years (n = 118, 18 missing all data, 16 missing FY10–15 data, 2 had non-credible data)

	FY2010	FY2015	FY2019
Total	\$ 2,650,122	\$ 3,714,772	\$ 5,565,323
Average	\$ 25,482	\$ 32,586	\$ 46,767
Median	\$ 12,156	\$ 18,000	\$ 21,000

Q7. How many hours of annual in-service training (from all sources) does your department provide to your full-time officers under your current training program? (n = 133, 6 had data entry errors and 1 was missing data)

	7. How many hours of annual in-service training (from all sources) does your department provide to your full-time officers under your current training program?
Total	6,528
Average	48.12
Median	44.5

Q8. Which sources does your department utilize for in-service training and in what percentage of the total training program? (Please estimate percentages if necessary.) (n = 117, 21 had data entry errors or were missing data)

	a. Municipal Police Training Committee (MPTC) training programs:	b. Training programs offered through other police departments:	c. In-house training programs offered by departmental personnel:	d. In-person training provided by outside consultants:	e. Online training and webinars:	f. Other training programs:
Average %	46.77	10.89	23.82	6.75	11.80	1.55
Median %	55	5	20	5	5	0

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Q9. Which specific types of state assistance—including changes in programs, regulations, and/or funding—would be most immediately valuable to your department in enhancing your recruit and in-service training initiatives? (n = 127)

Name of Police Department	9. Which specific types of state assistance—including changes in programs, regulations, and/or funding—would be most immediately valuable to your department in enhancing your recruit and in-service training initiatives?
Acton	Funding and reimbursement for private training.
Amherst	Funding can always be improved
Ashburnham	Local Academy—Funding—Overtime Off-Set
Attleboro	The MPTC does not operate enough police academies per year. There is a significant delay with having newly hired recruits attend the police academy. This creates an enormous amount of overtime for our Department. The vacancy cannot be filled because we cannot get new recruits into a police academy. The MPTC does not provide veteran police officer in-service training in our region of the Commonwealth (Attleboro). This is a major problem. Therefore, Departments have two choices; conduct in-house in-service training or join a membership organization called SSPI (South Suburban Police Institute). Each Department of SSPI is charged \$3000 to join per fiscal year. SSPI is an independent organization which is not funded or supported by the MPTC. SSPI conducts 40 in-service training for those members department. In essence, those Departments are funding their own in-service training because the MPTC will not.
Barnstable	FUNDING FOR REQUIRED OVERTIME FOR IN-SERVICE
Barre	I would like to see the full-time academy fully funded via the rental car tax. That would free up training money with which to enhance in-service initiatives.
Bedford	We need immediate funding to sustain the level of In-Service training required. Currently, we are only meeting the minimum MPTC requirement which requires 40 hours of mandatory training per sworn officer. Without additional funding from the state this mandate will not be met! For a small department, it is impossible to budget for openings (not a recurring cost). Hence, the need to have the state fund ALL recruit training. Currently, funding recruit training comes from money that would've been spent on veteran In-Service training.
Belchertown	Holding more classes in Western MA. Travel to the eastern part of the state is expensive.
Bellingham	Educational incentives.
Belmont	I believe it would be extremely beneficial to the law enforcement profession here in Massachusetts that we have designated training facilities located within the state.
Berlin	Allowing the funding to be used for the MPTC to offer a wider range of programs more frequently
Beverly	Paying for Recruit training and our in-service, pistol, rifle, TASER, CPR, First-Responder training.

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Billerica	Relief of recruit fee for Police Academy; A fee per officer should be reimbursed to departments who either provide in house In-Service programs or pay a fee to another department, we pay Lowell Police Academy to provide in service training. MPTC should enhance the quality and frequency of specialty training and online training for departments. Partial overtime replacement should be provided for selected- required specialty training similar to what is provided by NERAC Homeland Security Council.
Bolton	Full Time Police Academy at MPTC Boylston
Bourne	More availability of training—especially locally. More Academy’s classes needed.
Boxborough	Funding to offer specialized training courses
Boylston	More Programs—specialized in Central MA is funded by MPTC, not MPI; In-Service Programs need to be better suited for a variety of Depts—not just large; Funding to agencies, especially smaller, to fund costs of personnel attending; Ensure instructors can make it, not cancel day the of! This requires us to pay twice.
Brewster	Currently, the state provides 24 of the 40 required hours of annual in-service. If the state could increase that to 32 hours of provided training and allow departments to pickup the additional 8 hours it would be helpful. I am opposed to using funds to offset academy tuition costs. It would be better served to use towards in-service and specialty training.
Bridgewater	Comprehensive training facilities including dormitories, driving track, firearms range, water exercise, simulation houses, classrooms, gym facilities, etc.
Brookline	Curriculum-based training across all ranks.
Carlisle	I would like to see the quality of the in-service training improve. I would especially like to see us go to a POST system to ensure training is consistent.
Carver	Backfill or overtime assistance
Chatham	Unknown
Chelmsford	Possible grants to assist with training and overtime costs would be beneficial.
Chester	With mandatory training requirements local small towns must bear the entire burden of the cost. For small departments, training can cost up to 20% of the annual payroll budget.
Concord	If state assistance was available for recruit and in-service training that would be of value
Cumington	Salary Funding would be most beneficial. As a small rural law enforcement agency this would allow more proactive functions
Dalton	All basic full time recruit training offered at no cost other than specific department equipment used. Have a state overnight academy so there is no travel cost or lodging cost for student officers who might have to attend further from home.
Dedham	Ideally, all required in service training along with training required for specific positions, e.g., detective, SRO, etc. and relevant training on current topics would be funded by the state. This would require appropriate training facilities strategically positioned around the state for firearms, other use of force, driving, etc. Training also needs to focus on officer development aimed at developing leaders and supervisory skills.
Deerfield	More specialized programs that has been nearly extinct due to budgeting of MPTC

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Douglas	1. More availability to instructor certification classes. 2. Having a grant to allow departments to be reimbursed for outsourcing in-service to companies like MPI. 3. Changing the new requirements for firearms in the reserve academy. Departments who have level 2 instructors should be allowed to qualify their own people.
Dover	Statewide Training Academy dedicated to training, not in the basement of some state building
Dudley	More training opportunities, including full time recruit training, specialized opportunities, and safety awareness / health training, particularly in Central Massachusetts. Increased availability to in-service programs, for full and part-time officers. Instructor development training for officers to provide lower cost [training] in house and further enhance their skills. Better facilities to conduct training, including "one stop shop" for recruits.
East Bridgewater	Online training approved to cover in-service training, saving sending officers out of town and off line for training for week
Eastham	More up to date supervisor training and mandates through MPTC that are real
Easthampton	Paying for Recruit tuition, uniforms and gear.
Easton	In-service training should be fully funded for every agency in Massachusetts.
Edgartown	Changes in programs, more variety, more options.
Erving	Instructor training; Regional training, closest training facility is 1 hour away; Funding-Town budgets are too restrictive to provide training
Fairhaven	We need more available firearms instructor courses, offered at various locations throughout the state.
Falmouth	More funding for specialty training
Fitchburg	Additional training opportunities closer to the City. Central Massachusetts has been without a full time academy coming on two years.
Foxborough	Link up with Colleges and Universities for training and credit; Off set the cost of Overtime for mandatory minimum training through annual grant allocations of training money based on actual attendance; Grant training recognition and credit for non-MPTC approved courses and instructors
Franklin	A significant funding increase to the MPTC budget would allow for the following: 1. Reduction or elimination of the \$3,000 recruit academy fee. 2. Increase in yearly mandated in-service training locations and opportunities. It would eliminate the need for the FPD to pay dues (\$4,000) to the South Suburban Police Institute (SSPI) to fund our own in-service training program. MPTC would fund the instructors and provide full-time staff to direct the SSPI. 3. Creation of position specific curriculum training programs (Sergeant, Detective, SRO, etc.). 4. Increase veteran specialized program offerings (Accident reconstruction, DRE, ARIDE, etc.) 5. Increase instructor related programs so the FPD can continue in-house programs. 6. Supervisory leadership and management related programs. Resurrect the FBI Law Enforcement Executive Development series (FBI-LEEDA Trilogy). Probably the best program offered by the MPTC in 20 years that was eliminated due to lack of funding.
Georgetown	Location for Weapons Qualifications; Driver Training; Promotional Training.

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Goshen	We still complete the Full Time Officer requirement for Mandated In service Training.
Grafton	Funding should be provided so that cities and town should not have to pay for Recruit Officer Training tuition and fees. Specialized training to include, Sexual Assault Investigation, Firearms Instructor, Use of Force Instructor, First Line Supervisor should be offered more frequently.
Groveland	State funding for the required training would be most helpful. Have more training available and in more convenient locations.
Hadley	I feel that most departments are used to and becoming more acclimated to having in-house trainings with their own instructors. It is a less expensive and more comfortable learning environment for veteran officer training. As far as recruit training—a dedicated training academy for each portion of the state (INCLUDING WESTERN MASS) with academy fees covered by the new training bill, would be the most valuable solution to enhance our department.
Halifax	Increasing the In-Service mandated hours of training per year; Additional funding to assist in sending officers to training; Additional hours allotted to firearms and defensive tactics training
Hanson	Leadership training such as FBI LEEDS. Regular scheduled training for sexual assault investigators. Immediate need for DRE and ARIDE training.
Hardwick / New Braintree	If the State could assist with all associated cost of sending full time officers and part time officers to an academy and all required equipment/cruiser for EVOC.
Harwich	Greater availability of recruit classes at locations closer to Cape Cod.
Hatfield	Actual in person in service training offered by ONE source ie; Police Academy, and multiple training dates, and enough room to accommodate the number of officers full and part time that are required to attend in service without putting the burden on the department to seek other sources because of a lack of state funding.
Hingham	I would like to get back to using classroom training for in-service but overtime costs for the 5day program is too expensive and the issue of travel time arises. Reimbursement for Overtime costs created by training.
Hinsdale	My town has such a small budget for training, that ANY assistance would be so very beneficial to my department. Free trainings, and funding!!
Hubbardston	Funding to cover officers shifts so that they could attend required training would help small towns immensely.
Hudson	Allow for more training at Boylston Academy, including fulltime recruit classes
Hull	State assistance as stated in this survey in regard to paying the tuition will be a great help. In addition offering in-service or supervision courses and programs for 1st line supervision, mid-management, and command level. The offering of specialist courses for detectives, crash reconstructionist, elder fraud, online crimes, at a reduced tuition rate or fully funded by the state would also assist greatly.
Huntington	Evening classes for reserve and part time instructors as well as instructors available to teach all mandated training at the state academies at no cost to the agencies. Example: First Responders and Firearms

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Ipswich	Increase state funded training courses for in-service and the full time police academy. Create a back-fill funding source for overtime costs associated with police training similar to MEMA classes.
Lanesborough	Reimbursement for mandated training and assistance in funding for specialized training and accommodations. A fully funded, fully staffed training facility closer to our location.
Lawrence	Offering a greater variety of state funded training opportunities.
Lee	The state should be paying to train selected candidates to the police academy just as the fire service candidates are paid for by an outside source. Our academy system is broken there should be one academy such as the state police academy that trains all police officers. Too much money is wasted in running the multiple academies such as in the current system. Other states train all officers in the same academy and it works just fine. Renting or owning and maintaining several academies as well as several sets of training staffs is not fiscally responsible.
Lenox	No fee for the academy, closer programs, allowing self-sponsored into the academies.
Leverett	More free training or fee assistance for full time academies. Also more trainings available in our area, northern western Mass.
Leyden	Changes in regulations or funding for training which would have to be nights or weekends as our officers have full time jobs
Lincoln	Access to more specialized and relevant trainings for all officers and supervisors.
Longmeadow	Recruit training should be provided at the prospective police officer's expense. This would qualify them to apply for a job. Hiring and then enrolling a person in recruit training is an antiquated process. Following graduation/receiving a certificate . . . the candidate upon being hired would undergo a stringent FTO process.
Ludlow	The establishment of full time MPTC training instructors. Currently the MPTC uses part time instructors which cause adequate staffing problems resulting in a high level of in-service training cancellations. Compensation is another factor as it pays significantly more to take a traffic detail than to teach at the Academy. The establishment of full time regional training facilities that can accommodate yearly agency training needs.
Lynn	Additional available academy training.
Manchester-by-the-Sea	Covering the cost of back-filling shift opening created by officers attending training. Online training has been a tremendous cost savings but the quality of the training is not the same as attending an actual class. Many officers know how to "game" the online course and get little out of it.
Marion	A program for people who desire to be self sponsored and attend the academy prior to being hired. This would greatly reduce the costs for new hires.
Marlborough	A REAL commitment to training. A decrease in DT [defensive tactics] makes no sense as that is the first area where lawsuits stem. This year's legal training although helpful couldn't even answer the question about how we deal with juveniles. The courts have a different opinion. That should NEVER happen. We shouldn't leave training with more confusion.

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Maynard	Eliminate the required fee for new recruit academy training. Allow the MPTC to hold more specialized training that is free so we don't have to pay for a private vendor to attend.
Medfield	Additional funding always helps.
Methuen	increased funding for mandated training, such as firearms and inservice training costs.
Middleton	Bring back the Community Policing Grants
Milford	Have the MPTC pay for the in-service on-line courses that are provided by MPI (Mass. Chiefs of Police Association). These courses are all certified by MPTC. Have MPTC pay for the Chiefs of Police in-service seminar. These courses are all certified by MPTC.
Millbury	Recruit training would be greatly improved by opening the Boylston Academy. Change the mandatory yearly CPR training to every two years.
Milton	1) Largest expense is OT [overtime] to send officers to training. Any funding for that would be huge. 2) Need more specialized classes that are tuition free. MPTC great for free annual in-service requirements, but we have to pay tuition/course fees for most other courses.
Nahant	Increase funding, offer more specialized training.
Natick	The best would be to provide funding to allow departments to reduce the cost of outside organizations providing training. Also need to eliminate the need to pay for recruits to be trained.
Northampton	We often are waiting for recruit academies to begin and sometimes cannot get our recruits in because the academy fills so quickly. I would value more frequent academy classes in our region. The WMass academy typically runs two ROTC and I would recommend a third. We are also commonly waiting for courses such as Sexual Assault Investigation, First Line Supervision, and we'd love to see an FTO class. Often when these classes do come up, they are in the Eastern part of the state. So, even though the course is free, it may cost us \$600-\$1,000 in hotel charges. If the Boylston academy opened, we would make good use of trainings there without incurring hotel charges.
Northborough	Limit the number of MPTC owned and operated academies to three and fund construction of state of the art, purpose built facilities with paid staff that can provide a professional setting and education.
Northbridge	Establish recruit training at the Boylston Police Academy. Offer additional specialized training at the Boylston Police Academy. MPTC should coordinate curriculum with all MA colleges and universities who award criminal justice degrees and all persons graduating with a BS in Criminal Justice should become academy certified upon graduation. This would increase the number of qualified trained persons being available for employment. We do this with teachers and nurses why not police officers. REDUCE THE NUMBER OF WEEKS FOR RECRUIT TRAINING FROM 25 TO 17-20 WEEKS. All mandated subjects of training should be included in officers in service training.
Northfield	Trainings offered in Franklin County
Norwood	Have more train the trainer classes and schedule DT instructor, Firearms Inst more often. Stop mandating things, let us decide what to teach our officers.
Oxford	A FULL TIME recruit academy in Central Massachusetts

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Peru	State funding for the IMC [software] program we don't have.
Petersham	If the state picked up the cost for recruit training both full time and reserve.
Pittsfield	More frequent academies. More frequent instructor development and certification courses. More instructor level training in WMass. Funding for backfill for officers to attend advanced training. More relevant in-service topics. Updated training regulations. Considering impact on Departments and Department budgets when changing training and qualification requirements.
Plymouth	Providing more Specialized Training opportunities to include: Field Training Officer (FTO); New Supervisor Training
Princeton	More specialized classes. Funding for specialized classes and recruit training.
Provincetown	I have little faith that any meaningful changes will occur.
Richmond	unknown
Rockport	Mental Health Training; Ethics and Integrity Training; Patrol Procedures Refresher Training; Tactical Training; Recognition of an armed person Training; Funding for overtime to allow officers to take part in the additional training above.
Rowley	As stated in other answers, a P.O.S.T. initiative would go the furthest in impacting training initiatives moving forward. A centralized training facility for recruit training which allows for all recruit officers to have the same foundations utilizing the same curriculum and same instructors would have the best long-term value.
Rutland	I would like to see more flexibility with the MPTC accepting out-of-state academies.
Salisbury	POST system; Standardized in-service annual requirements; Centralized Police Academy with satellite academies.
Saugus	Reimbursement for In Service training or no recruit tuition fee for academy.
Sharon	Specialized training in areas such as autism awareness, community outreach, street safety, officer safety
Sheffield	More localized MPTC training at remote sites
Shirley	Recruit Training Cost
Somerset	In-service training provided throughout the entire state and not just in certain locations. Additionally, more specialized training is required. Recruit training . . . should be staggered and offered more frequently. Many departments cannot find a place to send a newly hired officer. Police departments are still required to pay for their officers to attend academies. For many departments this is very costly. Funding should be provided to send recruits to regional academies.

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South Hadley	The firearms training is becoming very restrictive and costly. I recognize the liability and know that this is a priority, but the ammunition and overtime costs are becoming unmanageable. Off set overtime costs. We are a small department and sending personnel on duty can only be accomplished 50% of the time. Our costs for in-service consume 75% of our training overtime budget. This leaves few options for specialized training. the recruit fee, reduction if possible. This year we needed to send 3 to the academy, thus costing us 35% of our fee/other expense line item. Why can this not be funded by the state? (sorry, just read the last question!!!! This would be great) less mandated training. Be very, very critical on what is required for mandated training. Do not require training if it does not promote safety or effectiveness (checking the box training) Reduce the number of required recruit training hours.
Southbridge	In service should include all required training including firearms and DT.
Stoughton	RECRUIT CLASS HELD IN LINE WITH THE DISCIPLINE STANDARD FROM BOSTON POLICE ACADEMY AND THE MBTA RECRUIT ACADEMY'S WOULD BE OF GREAT VALUE. AS FOR IN-SERVICE MORE CLASSES FOR PATROL LEVEL WHICH INCLUDE MORE INVESTIGATIVE SKILLS. INCIDENT COMMAND AND ACTUAL DRILL DURING IN-SERVICE FOR ACTIVE SHOOTER.
Stow	Increase funding
Sutton	basic recruit training that is not an hour's travel away
Swampscott	More available academy space, to avoid officers traveling to distant class locations when nearby locations full. This may be alleviated through schedule coordination changes. Also more academy availability allowing for self sponsors which would translate to cost savings for hiring agencies. Qualified instructors, that endorse the topic being presented and training based on critical current needs, such as One Mind Pledge, police use of force and de-escalation techniques. Strategies for dealing with difficult, provocative people, including videotaping officers. Availability of good on-line program as an alternative to classroom for some topics. On line training allows for greater flexibility as new issues come up, such as legal changes, that can be provided in a timely manner to officers. Eliminating academy class tuition would help my department since we still pick up the cost rather than pass it on to the student officer.
Tewksbury	Funding the tuition of recruits attending the academy would be a huge relief. Also, funding more programs around officer wellness would really help.
Topsfield	All State mandated programs through the MPTC or Massachusetts General Law should be funded or reimbursed back to the department.
Tyngsborough	Funding for additional training, reduced or free courses in specialized training.
Uxbridge	A more local academy
Ware	Funding for same.
Wayland	Recruit academies are OK, not great. Purpose built police academies to accommodate all necessary police training. State police training academies.
Webster	Opening the Boylston Academy would be tremendously helpful for those recruits that we are sending to the academy. It pains me that we have a need for such a training facility in Central Massachusetts and it seems to be ignored, however other academies continue to offer new classes, forcing us to send officers over an hour away for recruit training.

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West Springfield	More funding to the MPTC for in-service training. MPTC needs more instructors to ensure In-Service classes do not get canceled or so more classes are added. This would help police departments comply with in-service training obligations.
Westminster	Municipal recruit officer academy at MSP New Braintree facility being offered more frequently.
Westwood	Supplemental funding to address overtime backfill required to send officers to training. With CBA [Collective Bargaining Agreement] mandates of minimum overtime hours, it is very costly to train officers because of the required backfill. As for recruit training, almost every chief you speak to will tell you (candidly) that he/she is grossly dissatisfied with the MPTC with the exception of a small few group of insiders. It is extremely difficult to get officers into recruit training and the mandate that all candidates must be fully vetted and ready to go in order to sign up, rather than letting departments hold slots, is outrageous. If you look at how other states train, fund and manage training, you will see that Massachusetts is woefully behind. Be it snobbery or illusion, the combination of civil service and the MPTC in Massachusetts leave this state, despite what some may tell you, far behind other states. This is not a revelation or new problem. It is a 30 year+ problem.
Weymouth	funding; more access to recruit training academies
Whitman	Funding
Wilmington	Annual Breath Test Certification; Active Shooter training using an adopted statewide protocol; Drug Impaired Driving (Identifying/Processing Arrest); School Resource Officer Certification and annual refresher; Having Enough Instructor Training Courses available for initial certs and RECERTS.
Winchendon	Consistent funding
Sunderland	reduce the burden on the department and town for costs
Yarmouth	Better training facilities, more tactical decisions training

Q10–14 (n=138)

	10. If your department uses in-service training sources not offered through the MPTC, have these sources been approved by the MPTC?	11. Would your department benefit from a statewide database that tracks the compliance of all municipal police officers with annual, in-service training requirements?	12. Would you support the commonwealth’s adoption of a P.O.S.T. (Police Officer Standards and Training) system of officer certification for all municipal police departments?	13. Do you believe that the MPTC, as currently constituted and administered, provides sufficient in-service training programs and resources to meet the needs of your police department?	14. Are there any in-service training courses not currently available from the MPTC or other easily accessible source that you think should be included in the standard in-service training curriculum?
“Yes” Response	109	111	117	39	77
“No” Response	27	26	20	96	60

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Blank Response	2	1	1	3	1
Total Responses	138	138	138	138	138
% Yes	78.98%	80.43%	84.78%	28.26%	55.8%
% No	19.57%	18.84%	14.49%	69.57%	43.5%
% Blank	1.45%	0.72%	0.72%	2.17%	0.72%

Q15. As currently projected, the revenue stream from the newly enacted car-rental fee will allow the MPTC to forgo the \$3,000 per recruit tuition fee currently charged for academy training for sponsored recruits. If this change occurs, how much money do you estimate that your department will save over the next two fiscal years? (n = 133)

	FY2020	FY2021
Total	\$ 800,200	\$ 751,200
Average	\$ 6,017	\$ 5,648
Median	\$ 3,000	\$ 3,000

APPENDIX E—STATUTORY TRAINING REQUIREMENTS FOR MUNICIPAL POLICE

Statutory Citation	Requirement	Recruit or In-Service
G.L. c. 6, § 116A (Added 1987)	At least 8 hours of recruit training on handling of domestic violence complaints, enforcement of criminal laws, availability and service of civil remedies, and protection of the victim. May also be offered as an in-service course periodically.	Recruit (required) In-service (optional offering)
G.L. c. 6, § 116B (Added 1990)	Required instruction for recruit and in-service trainees on identifying, responding to, and reporting all incidents of hate crime.	Required for both recruit and in-service
G.L. c. 6, § 116C (Added 1997)	At least 20 hours of recruit training on the use of technology in public safety, including computers, CORI, data, and mobile computing. May also be offered as an in-service course periodically.	Recruit (required) In-service (optional offering)
G.L. c. 6, § 116D (Added 2008)	MPTC directed to provide instruction on the care and custody of minors whose parents or guardians are arrested or placed in the custody of police officers. The instruction shall be provided as an in-service course option.	Required in-service training
G.L. c. 6, § 116E (Added 2008)	Required instruction for recruit training on bicycle safety enforcement and traffic enforcement for bicyclist safety. May be provided as an in-service training course.	Recruit (required) In-service (optional offering)
St. 2018 c. 69 §2 (G.L. c. 6, § 116G) (Added 2018)	MPTC directed to provide instruction on “bias-free” policing, including examining attitudes and stereotypes that affect actions and decisions of law enforcement officers. In addition to this, there would be practices and techniques for law enforcement officers to promote procedural justice, de-escalation and disengagement tactics, and the handling of mental health emergencies.	In-service (required)
G.L. c. 19, § 25 (Added 2018)	Establishes a Center for Police Training in Crisis Intervention and directs it to establish training opportunities for police in community policing and behavioral health.	In-service (optional offering)
G.L. c. 40, § 36C (Added 1984)	Directs all members of municipal police departments and all uniformed state police members to be trained in the detection of, intervention in, and prevention of suicide. The MPTC is directed to approve and coordinate the training, which is to be in all recruit academies and offered for in-service training.	Required for all municipal police

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<p>G.L. c. 41, § 97B (Added 1974)</p>	<p>Rape reporting and prosecution units shall consist of police investigators who shall have completed a course of training in the counseling of victims of rape and the prosecution of alleged perpetrators of the crime of rape which shall be approved and funded by the MPTC. They must also be taught in the use of a sexual assault evidence collection kit.</p>	<p>Required for officers who make up a rape reporting and prosecution unit</p>
<p>G.L. c. 90, § 24M (Added 1986)</p>	<p>MPTC is directed to provide training on alcohol education to all law enforcement personnel throughout the Commonwealth.</p>	<p>Required for all municipal police</p>
<p>G.L. c. 90C, § 2 (Added 1982)</p>	<p>Police officers who issue electronic citations must be trained pursuant to regulations promulgated under this section.</p>	<p>Required for officers who issue electronic citations</p>
<p>G.L. c. 111, § 201 (Added 1974)</p>	<p>All municipal police department members are required to be trained to administer first aid, including CPR. They may be trained in cardiac defibrillation as well. This training must occur within one year of employment and at least every 3 years thereafter. This does not apply to officers whose jobs are primarily clerical or administrative.</p>	<p>Required for all municipal police</p>

APPENDIX F—MPTC COURSE EXAMPLES

Training Year 2020

In-Service Training	Specialized Training
Legal Updates (6 hours)	Breath Test Operator Certification (8 hours)
Procedures, Protocols, and Considerations for Investigations Involving Animals (3 hours)	Basic School Resource Officer Course (5 days)
Police Survival (3 hours)	ARIDE—Advanced Roadside Impaired Driving Enforcement (2 days)
Defensive Tactics Classroom and Skills (6 hours)	Traffic Incident Management (4 hours)
Local Option (6 hours)	Crash Reconstruction (10 days)
CPR (no hourly minimum)	Advanced Crash Investigation (10 days)
First Aid (no hourly minimum)	Crash Reporting Training (2 hours; online)
Firearms Training and Requalification Requirements (no hourly minimum)	Standardized Field Sobriety Updates for Supervisors and FTOs (8 hours)

Training Year 2019

In-Service Training	Specialized Training
Legal Updates (6 hours)	Basic Operator Active Attack Integrated Response (16 hours)
Police Interactions with Persons with Mental Illness (3 hours)	Breath Test Operator Certification (8 hours)
Multi-Agency Response to Active Shooters (3 hours)	Detective Basic Training (8 hours)
Defensive Tactics Skills (3 hours)	Front Line Leadership Training (5 days)
Integrating Communication, Assessment, and Tactics (3 hours)	Matron Certification (20 hours)
CPR (no hourly minimum)	ARIDE—Advanced Roadside Impaired Driving Enforcement (2 days)
First Aid (no hourly minimum)	Standardized Field Sobriety Testing (24 hours)
Firearms Training and Requalification Requirements (no hourly minimum)	FBI-LEEDA – Supervisor / Command / Executive Leadership Institute (4.5 days)
Additional In-Service Training for Chiefs of Police	Traffic Incident Management (4 hours)
Restorative Justice (2 hours)	
A Community Solution to a Community Problem—One Region’s Response to the Opioid Epidemic (2 hours)	

APPENDIX G—MUNICIPAL POLICE TRAINING COMMITTEE AUTHORIZING STATUTE

General Law Chapter 6, Section 116: Municipal police training committee; members; chairperson; executive director

Section 116. There shall be a municipal police training committee within the executive office of public safety. Members of said committee shall be as follows:— 5 chiefs of police to be appointed by the governor from nominations submitted by the Massachusetts Chiefs of Police Association, 1 of whom shall be from the western Massachusetts region, 1 of whom shall be from the central Massachusetts region, 1 of whom shall be from the southeastern Massachusetts region, 1 of whom shall be from the northeastern Massachusetts region and 1 of whom shall be from the Massachusetts Bay Transportation Authority, 1 chief of police selected by the Massachusetts Chiefs of Police Association, 1 police officer to be appointed by the governor from nominations submitted by the Massachusetts Police Association executive board and the Massachusetts Police Training Officers Association executive board, the commissioner of police of the city of Boston, the colonel of state police, the attorney general and 1 person to be designated by the secretary of public safety, or their respective designees. All such appointments shall be for terms of 3 years with their successors appointed in a like manner.

The following persons shall be advisory, nonvoting members of the committee: the personnel administrator, the commissioner of correction, the commissioner of youth services, the commissioner of probation, the chairman of the parole board, the executive director of the committee on criminal justice, the chief justice of the trial court, the chief justice of the district court department, the commissioner of education, the chairman of the criminal law committee of the Massachusetts Bar Association, or their respective designees, and the special agent in charge of the Boston office of the Federal Bureau of Investigation, if consent is given by the director of said bureau, or his designee. The governor shall appoint 5 additional advisory, nonvoting members of the committee, 1 of whom shall be an administrator of a city or town, 1 of whom shall be a clerk of the superior court, 1 of whom shall be a member of the committee for public counsel services, 1 of whom shall be a sheriff of a county or a former county, and 1 of whom shall be a district attorney of a district, or their respective designees.

The committee shall elect a chairperson annually and shall, as needed, provide nominations for the selection of an executive director to the secretary of public safety. The secretary shall select an executive director from the nominations submitted by the committee. The position of executive director shall be

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Appendix G

classified in accordance with section 45 of chapter 30 and the salary shall be determined in accordance with section 46C of said chapter 30.

The committee shall set policies and standards for the training of municipal police officers, candidates for appointment as municipal police officers, environmental law enforcement officers and the University of Massachusetts police officers in accordance with applicable laws and regulations, including the training mandated by sections 116A to 116D, inclusive, of this chapter, section 36B of chapter 40, sections 96B and 97B of chapter 41 and section 24M of chapter 90. The committee shall review and recommend to the secretary an annual appropriation for the administration of the committee, as well as for the operations of a headquarters and regional training centers, and for the delivery of standardized training at the centers.