Where Are the Public Safety Funds Going?

The Search for Clear, Concise, and Meaningful Information

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PUBLIC POLICY RESEARCH

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This paper is a publication of the Middle Cities Initiative, which advances data-driven management in the Commonwealth's 14 older industrial cities. Pioneer works with mayors and community leaders to disseminate data on municipal performance, and studies concrete actions cities can take to improve core services.

The Center for Economic Opportunity, which seeks to keep Massachusetts competitive by promoting a healthy business climate, transparent regulation, small business creation in urban areas and sound environmental and development policy. Current initiatives promote market reforms to *increase the supply of affordable housing, reduce the cost of doing business, and revitalize urban areas.*

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Contents

Executive Summary

In the past decade, the means and methods of funding public safety initiatives at the local level have undergone a significant shift, resulting in an increased emphasis on the acquisition of grant dollars to close budget gaps. Public safety leaders in local government utilize state and federal grants to reach their agencies' short and long-term goals, as these grant funds often support capital expenses such as equipment upgrades, operational expenditures such as training, or increasingly, the hiring of personnel. Even as grant funding is now seen as a necessary-if-supplemental source of revenue for many local public safety agencies, the focus and availability of grant money to local governments remains determined by the administrative priorities at the state and federal levels.

At the same time, the political environment has experienced extreme pressures to maximize the transparency and accountability of government. This has led to the creation of large, publically-accessible databases at both the state and federal levels, ostensibly designed to give citizens the ability to track the flow of federal and state dollars to individuals, companies, non-profit organizations, and local governments. The current iteration of databases is complex and convoluted, and thus creates a new set of complications in an era of policy decisions increasingly driven by data.

In light of changes in allocations over the past decade, the Pioneer Institute was interested in ascertaining if the distribution of state and federal public safety grants across the state of Massachusetts has shifted, and if so, how that has impacted public safety outcomes. The objective of the research was to use multiple publically available data sources to aggregate public-safety related grants funding, with the goal of determining the geographic distribution of money across the state across time.

This paper describes the challenges encountered in the course of collecting and analyzing public safety grant distribution data from federal and state sources, and outlines the inferences that can be made from such data while also discussing the limitations of the research and methodology. The Massachusetts Department of Revenue's (DOR) Municipal Databank was determined to be the most dependable and coherent dataset available on state and federal grants at the municipal level, providing fiscal year revenue data from 2000-2009 on all 351 municipalities across Massachusetts.

Analyses were conducted at the regional level, before focus narrowed to the fourteen municipalities identified as part of Pioneer Institute's Middle Cities Initiatives. A brief region-based overview of the DOR-reported distribution of state and federal public safety grants across the Commonwealth of Massachusetts is presented, before highlighting an analysis of public safety grant revenues received by the Middle Cities. These municipal-level analyses offered a rich source of comparison, and led to the identification of significant areas of further research needed to link grant money allocation with public safety outcomes. A key observation from the work has been the absence of any impact or outcomes data associated with state and federal grant funds. Being able to connect inputs (i.e. grant funds) with outcomes (i.e. crime or other impacts) was not possible with the publically available data sets available for this research. Finally, observations and recommendations are made to inform public safety research, policy and practice regarding the creation and use of publically-available data sets, the necessity for consistent definitions across agencies, and levels of government, and the implications of each.

Reason for Research

The increasing use of public safety grants by local governments: Over the past several decades, a number of socio-political and economic factors have pushed public safety leaders in local governments to turn to federal and state grants as sources of funding for even basic public safety initiatives. Local governments increasingly find

their budgets truncated by revenue-limiting ballot initiatives,[1] while simultaneously responding to pressures of expanded expectations for public safety and staffing obligations that limit funds to operational expenses.

Grant funds are monies provided through an application process that involves the applicant meeting specific criteria for the grant award. In some cases, specific criterion (i.e. crime rate or population) serves as the basis for the designated award. Competitive grants are awarded through a review process, with the applicant describing a public safety need and solution that meets funding agency criteria. Applications are submitted to a competitive review process whereby a designated amount of funds are allocated and awards are made based on the strength of each proposal.

The ability to secure state and federal grants is influenced by a number of factors. Public administrators need to have the organizational capacity (e.g. financial and/or human resources) to search for and respond to grant announcements; they must communicate a compelling need; they must detail the outcomes anticipated as a result of grant funds; and they must account for the expenditures and impact made with grant funds. When these elements are in place, administrators can then look to state and federal grants to supplement their budgets and expand the level and nature of public safety service.

Grant funds are typically sought by local government agencies to support the acquisition or upgrading of equipment, the delivery of training, or the hiring of personnel. In many cases, grants offer leaders a level of discretion not possible in line-item budgeting; furthermore, grants are often viewed as a way to introduce new and innovative strategies or programs not supported through municipal budgets.

Changes in grant availability and process: While state and federal grants become a necessary source of revenue as part of local public safety budgets, the availability of said grants varies according to state and national government administrations and priorities. For example, the Violent Crime Control and Law Enforcement Act of 1994 provided a large influx of federal grant funding to support community policing and the hiring of police officers by local law enforcement agencies.[2] The creation of the Department of Homeland Security (DHS) following the attacks of September 11, 2001, is a second example how federal priorities directly affect the amount and type of grant money available to local public safety administrations. The DHS distributed public safety (police, fire and emergency medical services) funds to state and local governments, primarily for homeland security-related equipment and training. The DHS focus on national defense efforts diverted monies previously devoted to local public safety, and resulted in the elimination of nearly all discretionary grant funds for local public safety priorities.

In the post September 11, 2001 funding era, federal funds available for state and local public safety were administered primarily through the Massachusetts Executive Office of Public Safety and Security (EOPSS), and then oftentimes distributed through Regional Homeland Security Councils, established with a regional planning approach in mind. The concept of regional approaches to public safety and funding allocation in Massachusetts, however, had not previously been the norm.

This change in allocation procedure was notable for many local public safety leaders: access to state and federal grants by local public safety agencies had been significantly curtailed by the homeland security focus, and the implementation of regionally-based distribution structures further transformed the process by adding further distance between the granting agency and the grantee. Local administrators turned their attention to the distribution of funds, and public safety leader conversations focused on whether homeland security grants were being equitably distributed according to risk and critical infrastructure, and questioning whether homeland security should take precedence over relentless, local public safety challenges.

What can we learn from a review of how public safety grant money is distributed in Massachusetts?

This research explores this question using data culled from publicly available resources. The research objective is to assess how public safety grants are allocated across municipalities over time, and, if possible, examine the effects of those allocations on public safety outcomes.

The Search for Data

The trend toward e-government and publically available data: In recent years, there has been a collective demand for governmental transparency and greater fiscal accountability. In response, all levels of government have started to harness the potential of the Internet as a tool, developing a variety of "e-government" initiatives, aimed to offer citizens online access to government officials and services, from simple pre-filled email forms to reach elected officials, to filing complex tax forms, to reviewing a community's proposed budget. It has also led to the creation of large, publicly-available datasets at the state and federal levels. At the federal level, the Bureau of Justice Statistics, the US Census, and the Center for Disease Control are just three examples of the many agencies who have for years routinely published data sets for use by researchers and interested citizens.

More recently, financial data has been added to the list of things which can be researched and tracked online. At the federal level, usaspending.gov offers the ability to search federally awarded contracts and grants by year, state, and agency. The latest federal financial tracker for use by the public is recovery.gov, a website launched as part of the American Recovery and Reinvestment Act of 2009 (ARRA),[3] known as "the stimulus". Designed similarly to usaspending.org, the site reports on the distribution of all stimulus funds, searchable by zip codes, congressional districts, and recipients; data is further organized into the top recipients of each search category.[4]

In Massachusetts, citizens can track some state spending by searching in COMM-PASS[5] for contracts (but not grants) awarded to state agencies, to individuals or companies. Additionally, the Department of Revenue maintains a Municipal Databank, a collection of downloadable spreadsheets tracking fiscal and demographic variables for all 351 municipalities in the Commonwealth for the previous decade.

Despite the deep pool of resources, the search for clear, concise, and well organized data to examine the distribution of grants across Massachusetts was arduous, and illuminated several challenges to the use of these online tools. While the abundance of grant and contract data available to the public is welcome, a number of factors may serve to ultimately limit the utility of the datasets for many citizens. Additionally, while there is a large amount of data, crucial contextual pieces were often missing, limiting the amount of information that can be generated from the data.

Searching the Federal Data Sources: The research entailed an extensive and thorough review of federal grant data sources, including usaspending.gov, recovery.gov, goa.gov, and cfda.gov. The Department of Justice website was also searched for data related to specific grants awarded to state or local public safety agencies. At the outset a significant challenge was presented, at least with the federal data sources. That was the amount of disconnected data on public safety, the complex and entangled number of databases, and the broad definition of public safety as a concept.

Federal grant data was first identified through usaspending.gov and recovery.gov for FY 2000 through 2008. The data was then filtered by funding agency and individual grants analyzed by program to determine "grants of interest" (i.e. public safety[6]). However, this was not easily determined by either agency of origin or by the title of the program. Grants for public safety could arguably include such diverse programs and grantors ranging from drug education programs

in public schools (funded by the Department of Education), to rural fire protection efforts (funded by the Forest Service), to vocational rehabilitation programs administered through the Department of Labor. The difficulty surrounding the definition of public safety was critical, and echoed in state-level data.

As the search progressed, it became clear that a more limited review was needed. A single search on usapending.com quickly excluded the inclusion of contracts in the research, as there were over 106,000 government-to-private vendor transactions in Massachusetts in FY 2008 alone. To be accurate, the researchers would have needed to analyze all 106,000 transactions individually for relevance, and then repeat the process for all nine fiscal years at both state and federal levels! Adding to the complexity is the reality that while contracts are reported federally[7] as filled in the state the service is rendered, the recipient may be based in another and the work performed remotely, thus the aggregate reports as structured cannot be used to examine grants at the local level.

There was hope that focusing on a specific funder (e.g. U.S. Department of Justice) or by the type of grant (i.e. public safety), would offer easier analysis. This idea was abandoned when the challenges to accurate data became clear. Aggregate analysis by funding agency proved unreliable, as semantically unrelated agencies did offer public safety grants.[8] Identifying which agency or program was the final grant beneficiary also proved problematic; the grants were only identified in federal reports as distributed to a state agency, with no details on the end recipient. For example, a federal grant to the Massachusetts Executive Office of Public Safety and Security (EOPSS) for domestic violence intervention programs was not traceable to an individual organization or municipality within the federal data set, as EOPSS was designated the final recipient.

Categorizing the type of grant to further understand how the grant funds were used (e.g. programs, hiring, services, etc) was not possible due to several factors - the complexity of data, the wide array of funders and grant objectives, and the fragmentation of data and sources - the search efforts were restricted to data that would answer how state and public safety grants have been allocated across Massachusetts municipalities between 2000 and 2008. Moreover, there was an interest in studying public safety spending in comparison with national trends. However, given the differing definitions of "public safety", the aforementioned difficulty in determining the eventual geographical location of the grant recipient, and the likely variations of public versus private agency recipients in different states made such comparisons impossible.

Massachusetts sources: Due to the fragmentation of federal data sources, the researchers turned to Massachusetts sources as a way to understand allocation across the state. The main challenge for state public safety grant data was the lack of a comprehensive and concise state database. For state data, the research began in Comm-PASS,[9] which is limited to contract data, not grant awards. The historical information about public safety grants distributed through EOPSS was limited. Most information available about agency/programmatic grants was decentralized in state online sources as determined by the individual agencies, and often limited to specific program grants created by legislative initiatives.

Massachusetts Department of Revenue's Division of Local Services Municipal Data Bank: The most useful datasets for this study were found at the Massachusetts Department of Revenue's (DOR) Municipal Databank, which served as the final source for both identifiable grant data and accurate population statistics[10] for the entire period of interest. The DOR municipal datasheets contain the revenues of all 351 municipalities, as reported by the local government to the DOR, for all fiscal years back to 2000. DOR distinguishes between grants received in several

categories, including public safety, cultural, educational, and community-development block grants. Grant revenue is also listed by state or federal source, allowing for separate analyses of state public safety and federal public safety grant revenues. These figures were the most sound to use for this study, as they were highly delimited: grants reported as received during a certain fiscal year, specifically by municipal governments, from identified sources, and categorized as public safety funds. It is this specificity that allowed for any meaningful comparisons to be made. The data centralized in this paper are reported out in Schedule A of the Local Aid Section.[11]

The working definition of public safety used going forward was adopted directly from the "Massachusetts Department of Revenue, Division of Local Services: Guidelines and Reference Material Schedule A Bureau of Accounts Fiscal Year 2009"[12]: "Public Safety" grant s are defined as those grants related to "Police, Fire, Emergency Medical Services, Inspection and Other."

FEMA and MEMA grants reported in DOR: DOR also reports on Federal Emergency Management Agency (FEMA) and Massachusetts Emergency Management Agency (MEMA) funds received by municipalities. Given the role that both of these agencies played in allocating public safety funds post-September 2001 they were included in the analysis. Thus, when reporting on federal public safety grants, this includes funds from FEMA, as is the case with state public safety grants including MEMA.[13]

A note about stimulus funding: Federal accounts of ARRA distribution have been made available to the public almost from the start. According to recovery.gov,[14] the Massachusetts has received just over $5.2 billion in stimulus. Of that total, $4,638,474,410 is in the form of grants. While this step towards transparency is notable, this site is not useful in accounting for ARRA funds distributed to Massachusetts for public safety purposes, because, tracking down exactly where the funds are going and for what purposes is as complicated and complex as tracking down public safety grant distribution data from other state and federal policy initiatives.

In an attempt to discuss some ARRA public safety funding in Massachusetts, the research again turned to the Massachusetts Executive Office of Public Safety & Security (EOPSS). The EOPSS website provides a thorough list of grant opportunities as a result of ARRA. However, there is limited data available on the list of recipients of ARRA funds. For example, there is some data on Municipal Police and Fire Staffing Grants, but a full account of spending and related reports was pending at the time of data collection.

ARRA funds were assumed to be a likely and significant source of grant funding in the 2009 fiscal year, but funding data for 2009 were not complete at the municipal level within state sources. As a result of the data gaps for one-third of the municipalities (133 out of 351 were missing 2009 FY data), neither ARRA-specific funds nor 2009 fiscal year data are reported in the analyses.

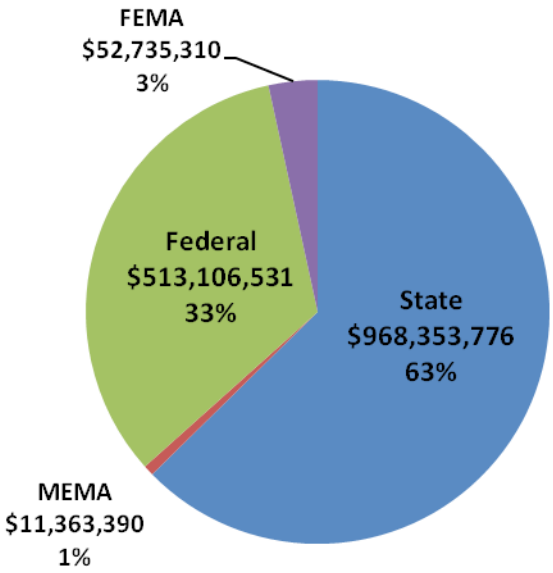
The research required collecting and analyzing public safety revenue data for 351 municipalities across Massachusetts from 2000 through 2008. Grant revenue and municipal population datasets were downloaded from the DOR Municipal Databank for each year of interest. The data was then re-organized into a comprehensive spreadsheet and additional research undertaken to fill in limited data gaps, though despite due diligence not all missing data could be located from reliable sources.[15]

The Distribution Trends, 2000-2008

Overall Statewide Trends: The analysis began with a review of grants received by Massachusetts municipalities from state and federal grants, including grants from MEMA and FEMA. Figure 1 shows the total grant funds received by municipalities over the 2000-2008 time periods, by funding source.

Figure 1

Public Safety Grants in MA - 2000 -2008



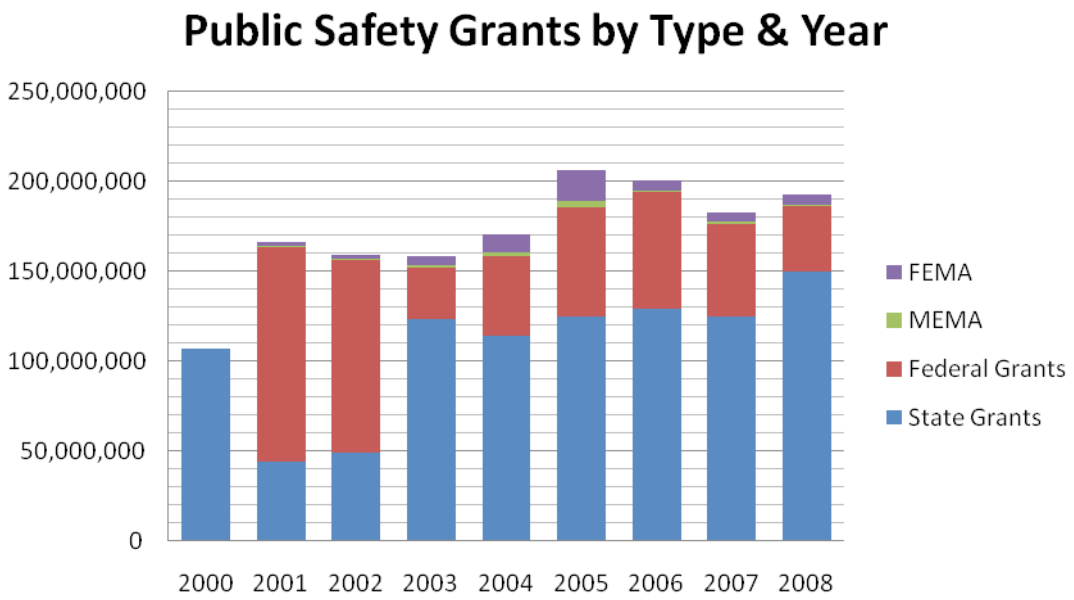
Overall, there is a 64/36 split in state/federal grants received by all municipalities in the state over the period of interest. As shown, state grants (counting MEMA as state source) represents 64% of grant funding received. Federal, non-FEMA grants constitute exactly one-third of municipal public safety grants. Of note is the relatively small proportion of total grants disbursed by emergency agencies (FEMA or MEMA); these funds were the source of only 4% of all public safety grants to municipalities in the state of Massachusetts. Accordingly, FEMA and MEMA grants do not appear to be a significant source of public safety funding even as they cannot be ruled out as being used for public safety purposes.

Figure 2 shows the grant dollars distributed for the entire state, also by funder and additionally broken out by year. When examining the distribution of grants by year and funder, there is a definite point of interest: the influx of federal public safety funding directly to municipalities in 2001 and 2002, increasing from absolutely no direct federal grant funding – to any Massachusetts local government - in 2000,[16] to nearly $120 million in 2001 and $108 million in 2002. Federal public safety funding to local governments then plummeted in 2003, down to only one-fifth of 2002 levels.

This would-be drop in funding was evidently cushioned by state grants, as the overall amount of public safety grant allocation was not reduced by much, even with the loss of the federal money. As further analysis will show, this striking pattern between the years of 2000 – 2003 is repeated again at the regional level, but the difference is diminished somewhat when looking at some cities, as exemplified later in this paper. It is clear that overall public safety grant money, indifferent to source, never returned to pre-2001 levels.

The reasons driving the reduction of federal grants and the subsequent increase in state grants in 2003 are not clear. Was the reversal of proportional state/federal spending in 2003 merely a change in grant processes, with the state administering federal dollars as pass-through grants to local governments? Or did it create a ripple effect through the rest of the state budget, affecting the Commonwealth's other policy objectives as the state filled the federal grant gap in public safety

Figure 2



funding? Without dismantling the Massachusetts state budget line-by-line for those fiscal years, it would not be easy to tell; but it does offer an area of further policy research.

Regional Comparisons: The research sought to view distribution by region, as increasingly the Regional Planning Agency (RPA) serves a role in the acquisition and management of grants. The Metropolitan Area Planning Council synthesizes each of these 13 groupings in Massachusetts with a map of each community, and the rosters of each Regional Planning Agency (RPA) (Appendix A2) were used to categorize each of the 351 municipalities into regional groupings for proportional comparisons of both population and grant allocation. Each category is named in approximately the same manner as the councils and commissions themselves, which are roughly geographic in nature (map, Appendix A1).[17]

Representation

The analysis began with a summary count of municipalities in each RPA, to demonstrate relative membership size between the RPAs and thus the regions. Figure 3 illustrates the membership size of each RPA.

The regions are unevenly split insofar as number of member municipalities, ranging from Nantucket (with just one municipality), to the largest planning council, the Metropolitan Region (101 municipalities). The next-largest planning areas combined, Merrimack Valley and Central Massachusetts, have less than half the members as the Metropolitan Area Planning Council. This wide range in planning agency membership, and the number of municipalities each RPA represents is another contextual piece which is important to consider when making comparisons across regions.

Population

Population summaries were calculated to determine regional population distribution across the state. Without question, the Metropolitan area is densely populated, as 48% of the state's population (just over 3.1 million in 2008) resides in 29% of the communities. The rest of Massachusetts' 6.5 million people are spread out somewhat unevenly throughout the remaining 12 regions. Population was stable between the regions for the entire period of interest (2000-2008) with no noticeable shifts in population distribution. Figure 4 shows the population distribution by region for 2008.

Figure 3

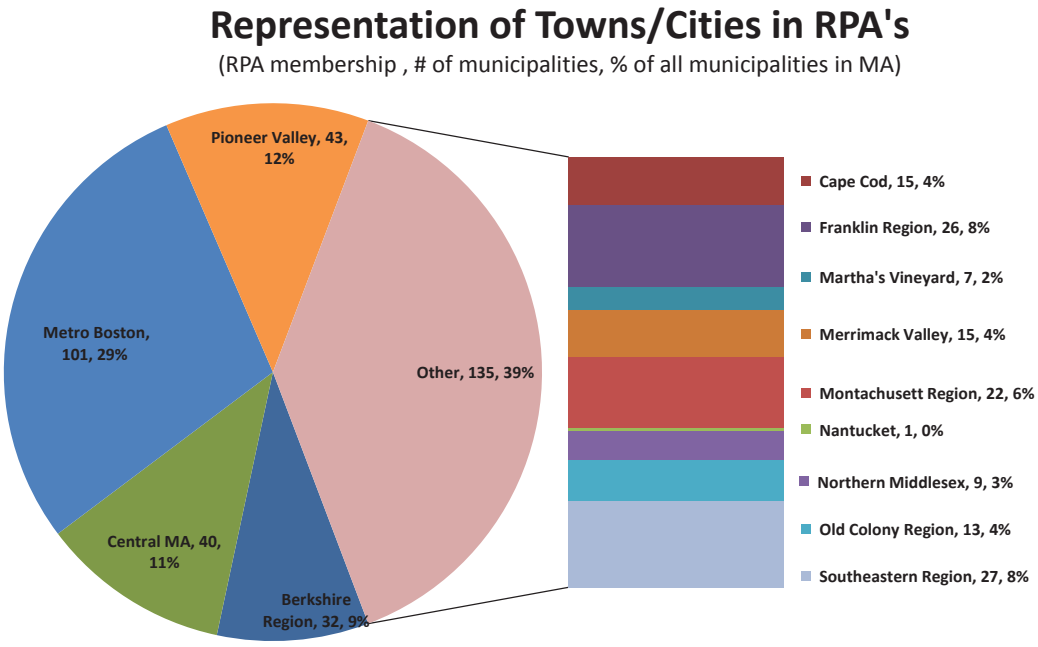
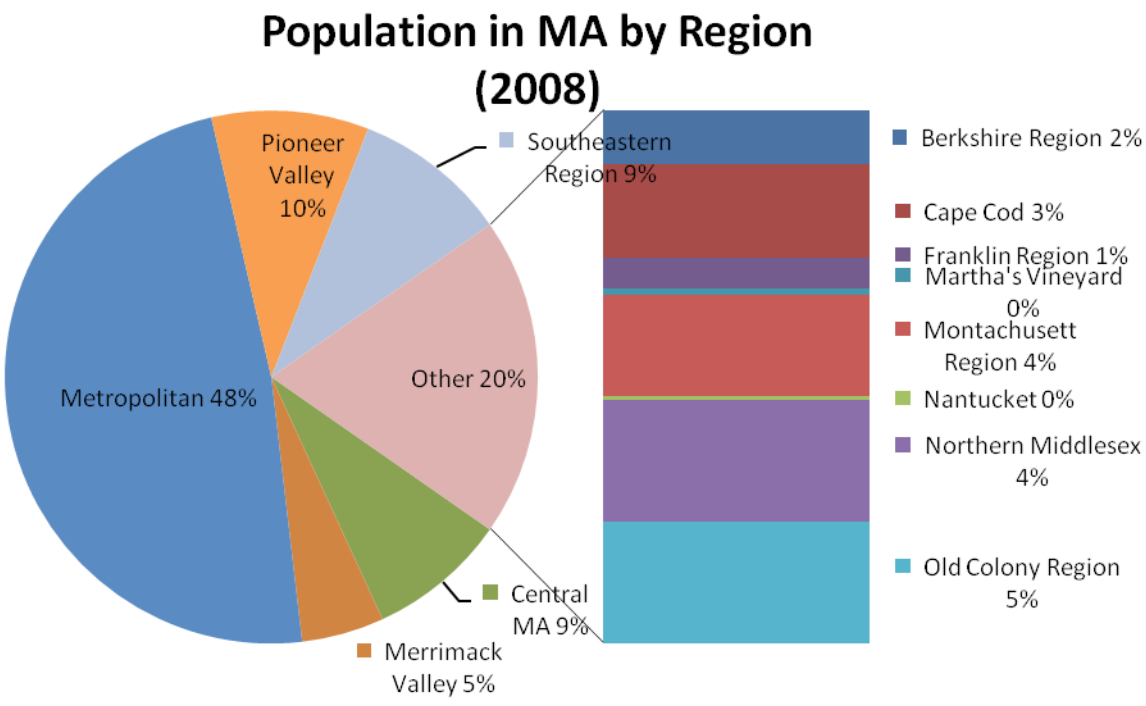
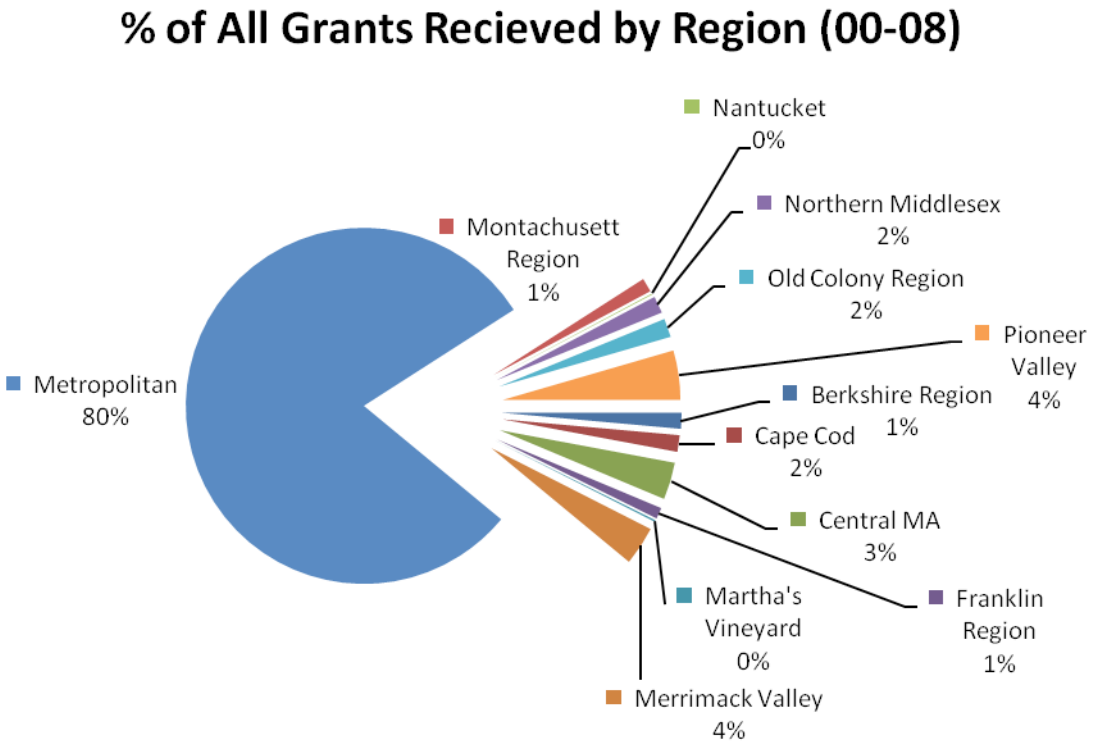


Figure 4



■ *Where Are the Public Safety Funds Going?*

Figure 5



Regional distribution of public safety grants: Analysis showed 80% of all grants (including MEMA and FEMA money) allocated throughout the state during the period of study were received by municipalities who are part of the Metropolitan RPA (see Figure 5), and the rest of the 12 regions in the state split the remaining 20% somewhat unevenly.

The exact reason for the 80/20 distribution cannot be discerned from the data assembled here. Logical suppositions stemming from population density and infrastructure needs can be supported by the data but are by no means conclusive. It is possible that in some cases, such as homeland security, the City of Boston serves as the lead municipality on grants but must partner with several contiguous municipalities in the use of those funds. Socio-political factors, economics, and perceived need for funding may also play a part in this geographical distribution pattern.

Regional distribution by source: The analysis then looked to grants allocated across the state, broken down by year and region, and isolated according to funding source. The same shift between the sources of grant money (from state to federal and back to state) between 2000 and 2003 was noted, but this time the shift was indicated by the proportional distribution rather than overall total. (Figures 6 and 7)

In 2000, state grant distributions (Figure 6) were almost entirely focused in the Metropolitan region, with only 15% of public safety grant monies distributed across the rest of the state. In 2001, that proportion changed, with the state granting over 60% of the funds to non-Metropolitan regions. The time period of 2002 still saw only half of state public safety grants flowing to the Metropolitan region. Beginning in 2003, though, the proportional differences in state grants between regions returned to nearly the same percentages as 2000, and have hovered around an 80/20 split in all years since. Notably, the Pioneer Valley and Merrimack Valley regions seemed to receive a significant amount of federal grants in the years following, through 2008.

Figure 6

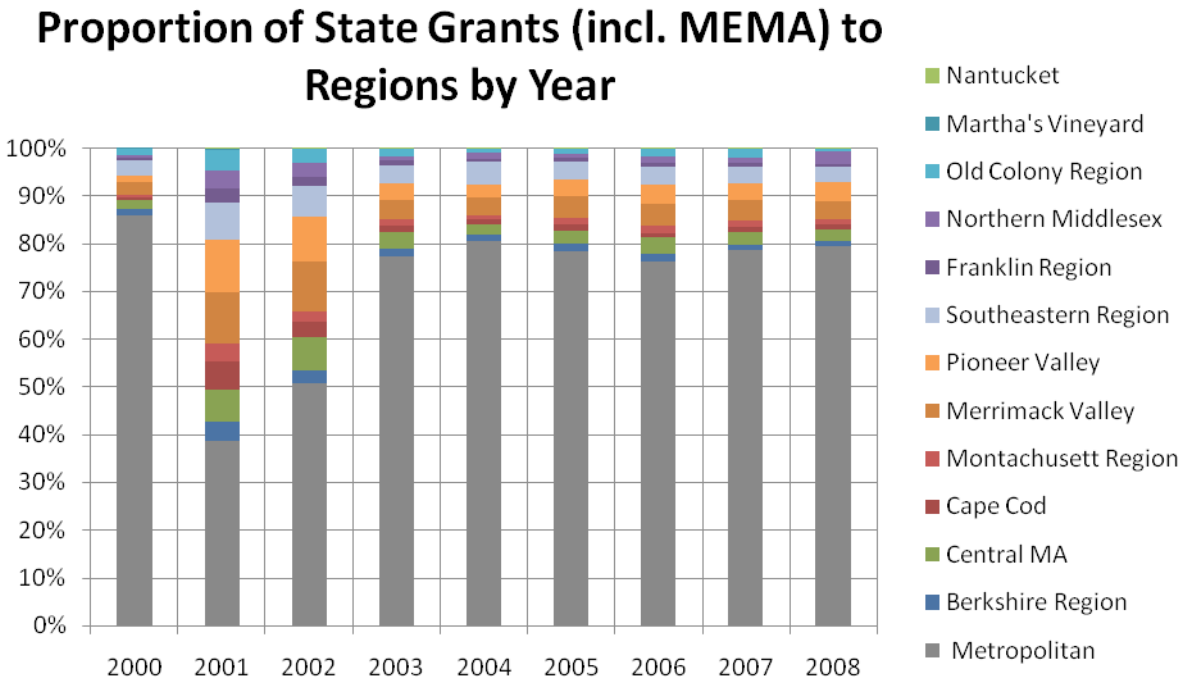
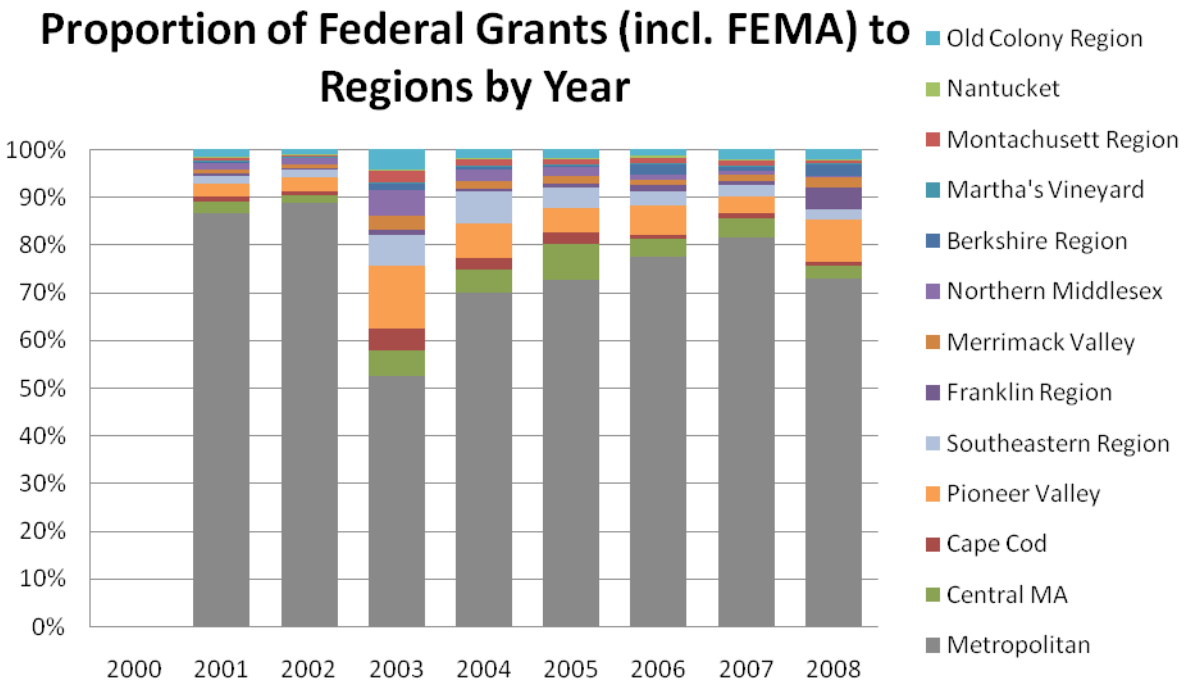


Figure 7



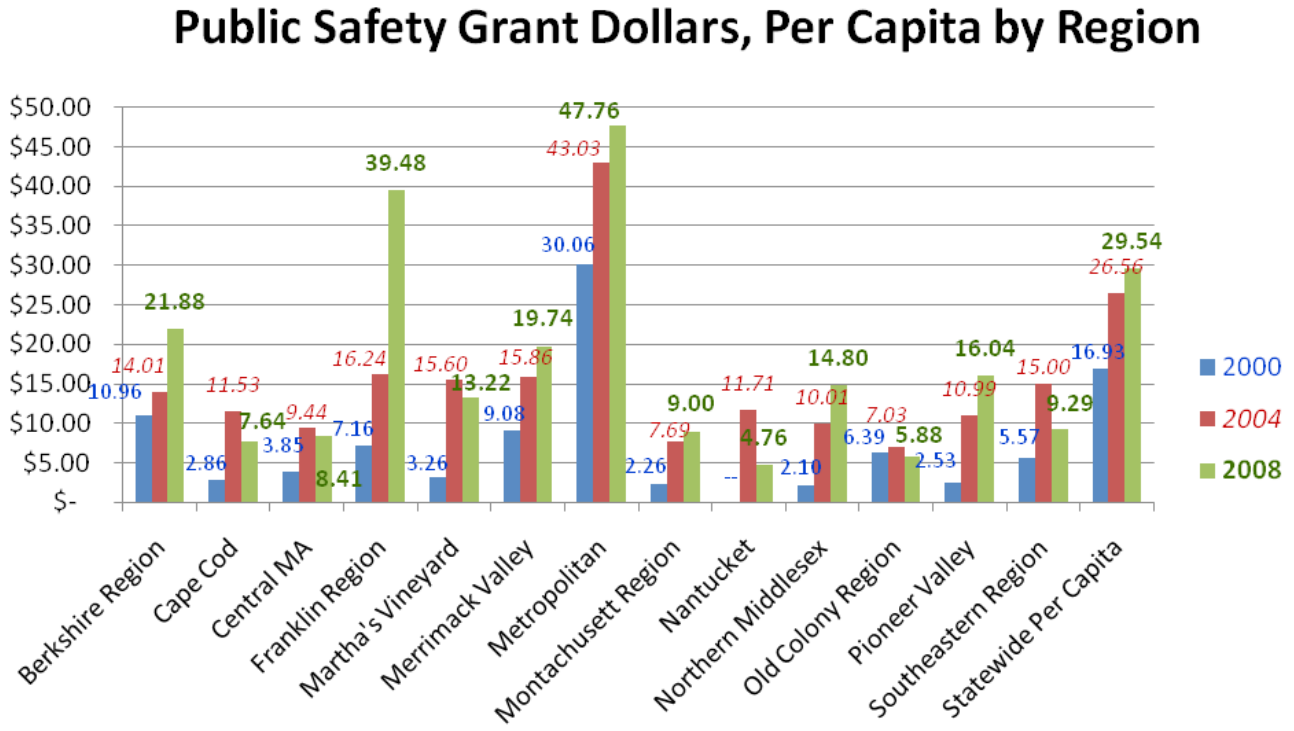
Overall, federal funds seem to be more broadly distributed than those funds that come from the Commonwealth of Massachusetts, including MEMA (Figure 7). As noted, there were no federal public safety grants distributed to municipalities in Massachusetts in 2000. In exact reversal of the state distribution trends, in 2001 and 2002 the Metropolitan region represented the vast majority of federal funding (nearly 90%), while at the same time, the state distributed its public safety grants more broadly across the regions in those years.

Again, while the pattern is clear, the reasons are indeterminable. Can this data be explained by the federal response to September 11, 2001 with the Boston area viewed as higher risk to attacks? Was there then an attempt to distribute state funds broadly throughout the regions to meet a perceived or real sense of risk? Did state-level public safety agencies use the influx of federal grants to the Metropolitan region as an opportunity to direct state monies to other regions while federal grants funded Boston? Without an understanding of potential underlying policy changes, guesswork would be misguided.

Regional distribution per capita: To examine the receipt of grant funds based on region and population, calculations were performed to determine total regional allocation of grants per capita (Figure 8). Different patterns emerged, a notable one being the anomaly of the more than 2-fold increase in grant dollars per capita between 2004 and 2008 distributed to the Franklin and Berkshire regions, even as their total grant receipts showed no such increase. The more obvious note is the Metropolitan area grant receipts, which are consistently nearly double the state per-capita average. However, swift conclusions about the equity of distribution based on per-capita alone are to be cautioned against, as discussed later.

Grant Allocation to the Middle Cities: Following the regional analysis, the focus narrowed to municipal-level data. There was a particular interest in looking at how the "Middle Cities" were faring in regards to the remainder of the state. The Middle Cities are 14 Massachusetts historic industrial municipalities. Once viewed as leaders in manufacturing and emerging industry,

Figure 8



these communities are grappling with population shifts, crime, and economic development challenges. Middle Cities are defined as older industrial cities with more than 40,000 inhabitants, an annual median household income of less than $20,000 and an equalized valuation or "EQV" per capita[18] of less than $80,000.

To assess the distribution of public safety grant funds received by these Middle Cities, data were examined for the 14 municipalities. For all analyses, the Middle Cities are ordered by population size (either left-to-right or top-to-bottom) and the City of Boston is included for comparison (in tables, but not charts). Lawrence, Taunton, and Brockton federal grant receipts were unavailable for 2008.

Comparisons in grants received by Middle Cities: The collation and analyses of Middle City data offered a number of insights. There were some unexpected observations when looking specifically at the Middle Cities. While their populations vary, they have similar economic, political and safety challenges. In light of these similarities, it was unexpected that some municipalities received significant grant funds from the state and federal government, while others had not experienced such an influx of resources.

In Table 1, the total grant receipts (excluding MEMA and FEMA funds) are presented for each Middle City for the period of interest.[19] All amounts have been rounded from the original DOR data to the nearest thousand for ease of reading; the orginial data is tabulated (Appendix B1). Observations comparing distribution trends can be made based on the data below, but again, without detailed information on the purpose and use of funds, an explanation for the varying amounts of funds received across the municipalities is not possible.

According to our data source (i.e. DOR) both Fitchburg and Lawrence received no federal public safety grant money over the entire period of interest.[20] What makes this fact interesting is that Lawrence is the median Middle City in terms of population, yet in aggregate it has received the most grant money of all of the Middle Cities over all nine years – entirely as a result of state

Table 1: Middle Cities: Public Safety Grants Received, (In Thousands)

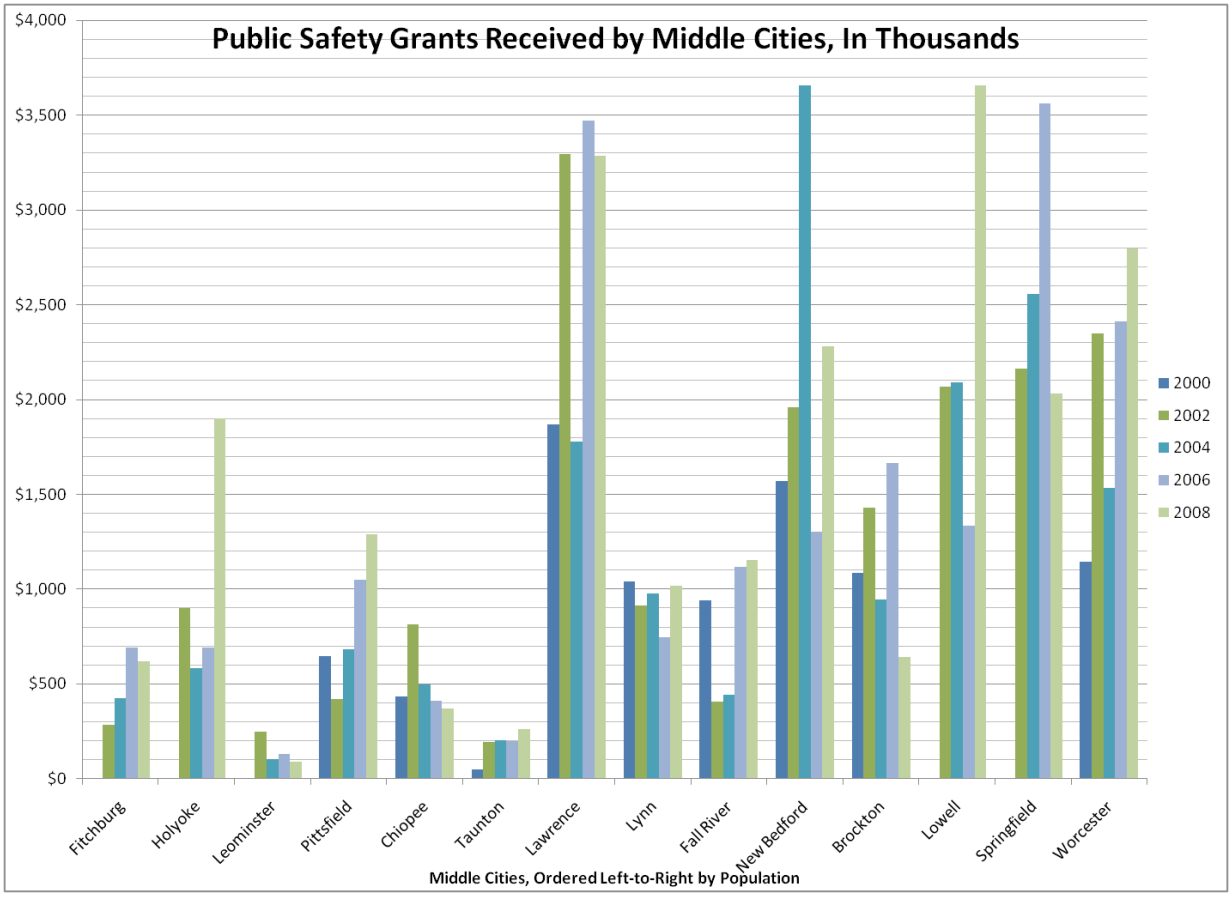
Public Safety Grants Received (In Thousands)																					
	2000		2001		2002		2003		2004		2005		2006		2007		2008		Total, Combined (2000-2008)		
Middle Cities	ST	Fed	ST	Fed	ST	Fed	ST	Fed	ST	Fed	ST	Fed	ST	Fed	ST	Fed	ST	Fed	State	Federal	Total
Fitchburg	0	0	643	0	283	0	290	0	424	0	718	0	692	0	677	0	620	N/A	4,347	0	4,347
Holyoke	0	0	571	319	587	311	523	511	425	158	498	186	452	240	1,434	60	1,830	69	6,319	1,853	8,172
Leominster	0	0	126	182	140	107	99	37	78	23	79	268	106	22	86	13	89	1	803	653	1,456
Pittsfield	648	0	503	0	420	0	579	0	684	0	1,342	0	609	440	729	59	814	476	6,329	974	7,303
Chiopee	434	0	319	348	293	522	366	358	235	260	308	295	230	180	248	80	250	120	2,682	2,162	4,844
Taunton	47	0	196	42	132	62	187	187	28	176	220	0	199	0	231	-34	144	116	1,384	549	1,933
Lawrence	1,868	0	2,465	0	3,294	0	2,562	0	1,779	0	2,843	0	3,471	0	2,749	0	3,287	N/A	24,319	0	24,319
Lynn	1,038	0	797	377	546	369	713	285	721	257	515	126	735	13	387	1	952	66	6,403	1,495	7,898
Fall River	940	0	0	452	363	41	322	0	443	0	336	589	483	633	812	217	799	353	4,498	2,285	6,783
New Bedford	1,570	0	1,196	576	1,193	767	1,872	1,053	2,460	1,196	1,272	120	1,243	61	1,609	119	2,149	130	14,565	4,021	18,586
Brockton	1,084	0	777	1,138	696	733	815	624	611	333	982	84	1,362	301	645	77	79	563	7,051	3,853	10,904
Lowell	0	0	882	616	1,087	979	371	1,005	1,101	991	300	1,004	773	561	647	245	3,659	N/A	8,820	5,401	14,221
Springfield	0	0	922	1,652	772	1,390	903	1,283	778	1,778	1,330	1,330	2,515	1,047	739	358	2,019	12	9,978	8,850	18,828
Worcester	1,146	0	1,079	1,219	1,903	446	1,258	480	952	583	1,090	3,517	1,561	852	1,082	1,666	2,054	744	12,124	9,508	21,632
All Middle Cities Combined	8,775	0	10,476	6,921	11,709	5,727	10,860	5,823	10,719	5,753	11,834	7,518	14,431	4,351	12,075	2,862	18,746	2,104	109,623	41,605	151,228
Boston (for comparison)	84,973	0	3,658	94,327	14,370	88,024	81,611	7,159	83,163	20,852	86,670	37,957	89,372	45,088	88,379	35,262	107,497	22,485	639,703	351,153	990,856

grants. Lowell, New Bedford, Springfield and Worcester were other top state-funded cities, with Springfield and Worcester reporting receiving the more federal grants than other Middle Cities by a substantial margin. Leominster and Taunton appeared to have received the least amount of funds over the period of interest, much less than the grants received by other Middle Cities in totality.

When total grants received by the Middle Cities are charted in graphic from (Figure 9), some interesting patterns emerge, and some contradict what the regional data alone would tell us. The higher funding levels for Lawrence are more obvious, and the minimal amount of grant funding directed toward Leominster and Taunton stands out. Holyoke's spike in 2008 is also a noticeable outlier.

Interestingly, given the shifting funding patterns observed in the state-wide and regional data, it would be logical to expect a pronounced spike in grants received in 2002 and 2003, followed by a somewhat steady level of grants received. However, that's not the case for the Middle Cities. The high/low funding years are varied among all the Middle Cities and without context a pattern is hard to identify. The current data alone cannot explain these vast differences in public safety grant distribution between communities facing similar socio-political challenges, but questions can be posed. Do the public safety leaders in each of Middle Cities have significantly differing philosophies about the use of state or federal grants? Do the data reflect the return on investment to local government agencies who may have dedicated the financial and human

Figure 9



resources to the pursuit of increasingly important grant funding? Are these disparities a result of changing policy, levels of advocacy, determined need, or another contextual factor?

Middle Cities: Population, crime, and per capita grants received: After conducting comparative analyses of receipts of funds to all the Middle Cities, the researchers explored whether combining municipal-level data with population and crime data would yield any information worth noting.

Crime data: Crime data for the Middle Cities was retrieved from the Federal Bureau of Investigation's (FBI) databanks.[21] The FBI utilizes the Uniform Crime Reporting (UCR) system which reflects the most standardized and official data source nationally. These data reflect total crimes, both violent and property[22], for all Middle Cities for each year of interest, as reported by the local law enforcement agency to the FBI. The 2002 crime data for New Bedford, Pittsfield, and Worcester were missing from the FBI data and found in the preliminary Massachusetts Annual Crime Report, 2002-2003, prepared by the Massachusetts State Police Crime Reporting Unit.[23]

Crime rates were calculated using the FBI –reported numbers and the DOR-reported populations for each year. The populations of the Middle Cities did fluctuate throughout the period of study, and the range of the population was included, along with each calculated crime rate, in Table 2. All of original data are also tabulated in Appendix B2.

While crime rate data does offer some interesting context to the Middle Cities data, it should be seen as providing a context only, and not be used to link the efficacy of public safety strategies,

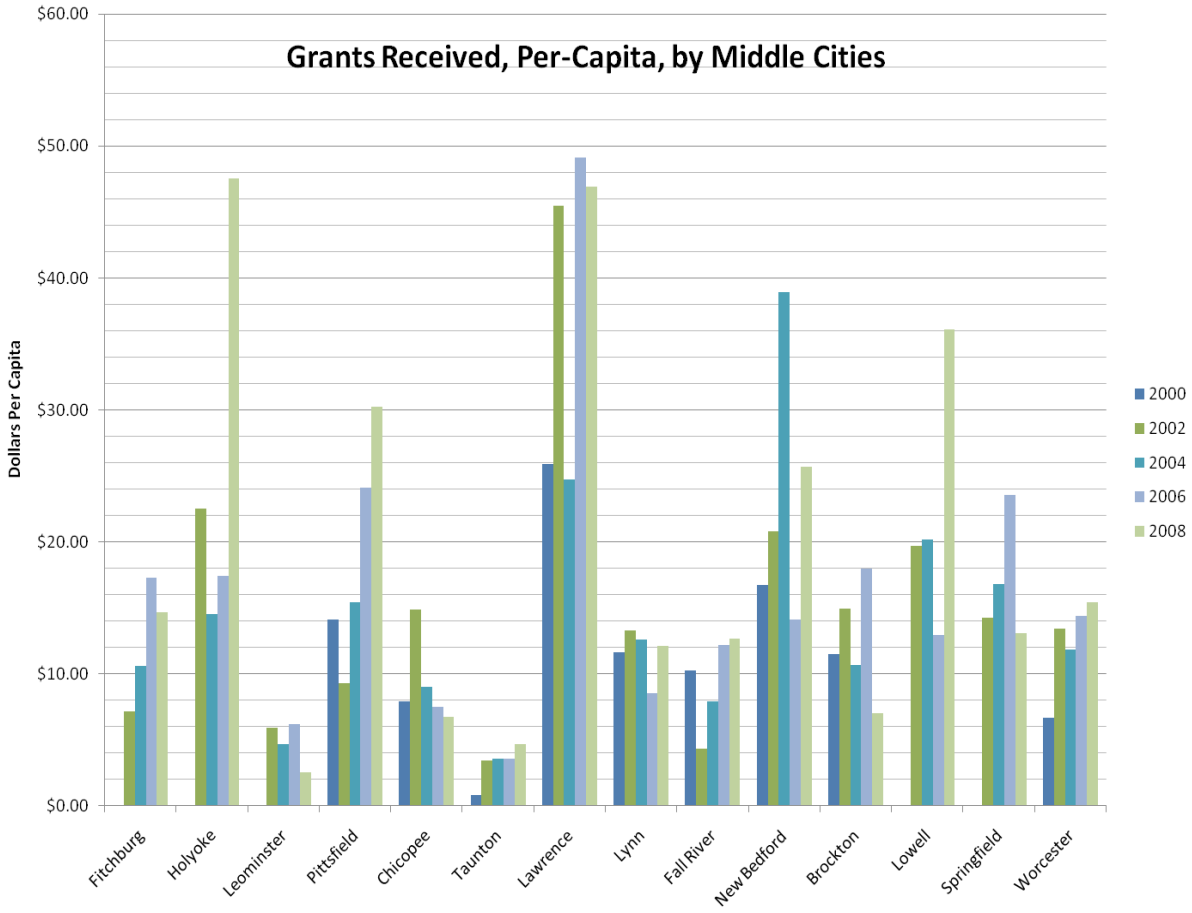
Table 2: Population Range and Yearly Crime Rate for Middle Cities

Population and Crime Rates [CR]											
(Per Thousand)	2000	2001	2002	2003	2004	2005	2006	2007	2008	Population Range (2000 - 2008)	
Middle Cities	CR	CR	CR	CR	CR	CR	CR	CR	CR	Min	Max
Fitchburg	54.29	44.95	42.77	33.67	N/A	28.79	29.04	26.71	28.71	39,102	42,215
Holyoke	69.58	87.98	83.92	82.54	76.51	58.51	57.21	67.95	70.04	39,737	40,058
Leominster	35.18	33.61	28.52	27.69	N/A	N/A	29.00	29.37	35.81	41,055	42,000
Pittsfield	29.41	27.34	25.90	20.28	N/A	31.76	36.39	33.31	32.89	42,652	45,793
Chiopee	30.25	42.48	44.63	43.59	37.93	38.28	38.42	37.86	36.42	53,876	54,992
Taunton	29.76	32.83	28.97	N/A	22.00	26.97	24.57	27.25	28.22	55,702	56,781
Lawrence	56.63	53.38	44.10	40.78	30.30	32.18	32.69	31.14	34.78	70,014	72,492
Lynn	44.05	41.91	43.80	45.06	43.82	44.99	43.78	41.64	44.04	86,957	89,590
Fall River	39.45	42.16	52.55	48.99	48.36	N/A	N/A	N/A	50.76	90,905	92,760
New Bedford	33.76	34.29	38.25	35.54	44.44	44.47	46.28	46.22	49.73	91,365	94,112
Brockton	51.67	55.34	54.14	43.87	44.09	41.90	40.49	38.37	N/A	93,007	95,437
Lowell	38.03	42.85	40.59	37.81	40.52	41.74	41.38	40.58	47.45	103,111	105,258
Springfield	81.39	84.47	94.13	95.57	83.62	75.09	72.81	66.14	59.37	151,176	155,521
Worcester	51.13	47.16	52.52	52.21	44.97	42.46	40.85	43.05	44.22	172,648	182,596
Boston	60.89	63.55	60.59	60.26	60.67	58.47	55.23	51.64	46.90	559,034	620,535

departments, or leadership to a perceived outcome. For instance, while Springfield's crime rate plummeted 30% over the course of five years, the fluctuation in total grants received over that same time period does not coincide neatly with the changes in crime rate. That is to say, there is no correlative drop in crime after an increase in grants received. On the same token, a most precipitous drop in grant funds allocated to Springfield happened the year following a dramatic drop in crime rate. However, Springfield experienced a change in public safety leadership in the year immediately preceding the largest drop in crime rate, so it is difficult to tease out whether the decrease in crime wasn't simply a result of different public safety strategies. Additionally, the DOR data report that Springfield received a little over $739,000 in 2007, a year in which the Charles E. Shannon Community Safety Initiative – a large statewide gang/youth violence prevention program – was launched as a result of legislation. That grant program provided well over a million dollars to Springfield to implement the comprehensive gang model, and it seems clear that the funds are not reflected in the DOR, which cannot be explained.

Per-capita grants received: Figure 10 reveals several interesting insights. Lawrence remains the top recipient of public safety grants for almost every year when per-capita allocation is calculated, and Springfield, with the aforementioned reduction in crime, received approximately one-half of the amounts granted Lawrence. Holyoke's anomalous spike in grant funding in 2008 is even more pronounced, exceeding the per-capita expenditures of every other Middle City for that year, despite being the second smallest Middle City in population. However, since Holyoke also suffers from a higher crime rate than the other

Figure 10



communities in the comparison, it is possible this reflects a specific programmatic grant or policy initiative in Holyoke, but that is only supposition with this data.

Middle Cities "vs." Boston

Boston received $144 per capita in public-safety municipal grants in 2000, peaking at $235 in 2005, and falling to $209 in 2008; in contrast Taunton's grant funding never rises above $5 per-capita for the entire period of interest. When reviewing per-capita public safety grants received by Boston and comparing those amounts to the rest of the state's per-capita receipts, it is easy to see that disparity does exist between Boston and every other community in the state. Such disparity cannot be explained, even when taking population differences into account and thus it is equally important to recognize the influence not only of population size, but of population density.

Densities in other regions of the state are markedly different than Boston's, making simple comparisons difficult. While Boston has around six hundred and twenty thousand residents (as reported in the DOR data), the population grows approximately 40% every day merely from the influx of workers.[24] The university and medical center populations must also be considered, as well as the vacationers and business travelers who frequent the city. The transit system, the major air and sea ports, the passenger and freight trains, and the major financial and medical and technological centers also play a role. In short, Boston is a densely populated urban center with substantial and complex infrastructure.

When the lens of population density is applied, the anomaly of Lawrence falls away – it is nearly as densely populated as Boston,[25] and interestingly, it is also is the Middle City that received the highest amount in grant funding per capita. This offers another area for future public safety policy research: the impact of population density on the need for public safety grants. The question resulting might seek to understand and quantify the varied levels of need and/or critical infrastructure which surely exist in these municipalities.

Finally, there is one aspect of the analysis that does seem to point to a disproportion between public safety grants granted to Boston and those allocated to other communities across the state: Boston receives a much *steadier* stream of grant funding, regardless of the amount of money received. The Middle Cities have seen their public safety grant funding fluctuate wildly, with grants commonly halved or doubled from year to year. It is difficult for city budgets to plan for public safety needs when there is the possibility for such drastic funding changes over fiscal years.

Acknowledging the Limitations of the Data: While the data presented in this paper offers the opportunity to identify patterns and new areas of inquiry, it is limited. Any conclusions drawn from this data should be examined with regard to as many contextual factors as possible. Recognizably, geographic, historical, economic, cultural, and socio-political factors can all influence public safety in a community and thus the allocation of funds and the potential impact must be first identified, and then considered in relation to these changing environmental factors.

Also, it should be specifically noted that even though the DOR data may not reflect any federal public safety grants received by a municipal government in a given year, this does not mean that federal grants were not received by other, non-governmental organizations in the city for the purposes of improving public safety. Additionally, this also does not mean that the city was awarded no federally distributed grants at all; cities often received other federal grant monies (such as block grants, educational grants, etc.) in years when municipal budget showed no federal public safety grant receipts. Finally, this offers insights into the parallel changes that have occurred in budgets at the local level. Calculating the percentage of grant funds against local municipal budgets was beyond the scope of this research.

Despite the desire to collate data from multiple sources, the financial data is culled from a single source. This source, while reliable, may not capture all of the public safety spending within a local government's jurisdiction, for two reasons. First, public safety at the municipal level is sometimes provided by agencies or collaborations outside of the municipality, and those data are not reflected here. For example, the Massachusetts State Police supports a variety of municipalities and receives federal and state funding for those services. Additionally, MEMA and FEMA provide support to communities for issues that are public safety-related, but may be best described as disaster relief, such as flooding or other natural disasters. Secondly, it is understood that state and federal grants are not the only resources brought to bear in addressing public safety. Discretionary funds from other areas or levels of government can be used in public safety initiatives, and government contracts with private-sector vendors also direct money toward public safety. Private philanthropy should not be overlooked, as many non-profit organizations who work within the spheres of public safety are funded not only by grants but by the largess of individuals and companies in their communities.

Conclusions

The research originally sought out to connect grant funding distribution patterns to crime patterns in Massachusetts over an extended period of time. An extensive review of existing state and federal grant databases revealed that grant fund dollars were not tracked in a way that could link such funding to grant program activities or outcomes. Therefore, the original intent was revisited and a narrower objective was established.

When examining the distribution of state and federal grants across the Commonwealth over the past decade, there are observations worth noting. Fluctuations in recipients following September 2001 seem predictable, with some interesting patterns when looking at state and federal distributions separately. For example, while an influx of funds might be expected post-September 2001, one might ask why such a change in the source of funds (i.e. state versus federal) distributed across the state occurred. Regional distributions follow a pattern somewhat, though it may be interesting to explore why some regions benefitted more than others in some years. Similarly, others might ask why some Middle Cities received significantly more in state and/or federal funding over the period of interest. There is no right way to ascertain the funding criteria used by funding agencies in making these awards. A more thorough comparison could have been made if this information had been available, which may have provided explanations for these distribution patterns.

This review generates more questions than answers - not necessarily about the results, but about the data itself, and about the value of the data as a stand-alone. The process of researching grant funds distributed across the state uncovered a significant problem for policymakers, researchers and practitioners. The move towards more transparency and accountability in government spending is a worthwhile endeavor. However, this research has highlighted several challenges that impede the achievement of these goals. The search for clear, concise and centralized data regarding public safety funding quickly exposed a complex and convoluted set of databases at the state and federal levels. The data in its current organizational structure is too complex and confusing, it is not centralized, nor is there a standard definition of public safety across funders or levels of government.

The data on the distribution of public safety grant funds exists in isolation of the specific program or purchase data (i.e. what the money was actually used to do or purchase), and is it not connected to any data or information on the impact or outcomes associated with these grant funds. This hindered the ability to identify correlations between public safety grant distribution and measured outcomes such as reduction of crime. It may be that each individual funding agency records this

information in a separate database housed within their organization, but this is not accessible, nor useful to individuals interested in connecting inputs to outputs and outcomes.

State and federal grants have become a complementary and necessary part of municipal budgets. Indeed, some municipalities rely on grants to fund staff, training and safety equipment. In all of the discussion of state and federal grant receipts and distribution, and given that public administrators operate in an increasingly resource-deprived environment, there are many questions that must accompany the reality of the ebbs and flows of grant funding. For example, in addition to connecting the dots between inputs, outputs and outcomes, what happens when the economy changes or national or state priorities change – as has been the case in the recent past? How are recent investments of grant funds sustained? Will municipalities rely more on grants, and what compelling stories must be told to secure more funds for public safety? And, in some cases, taking a grant means committing in the long-term to sustaining new personnel, a promise that some municipalities can't always make. Will there be a move to more regional approaches to the funding of public safety, or will municipalities retain local control? Lastly, how does local need get defined and who decides what is most valuable and should be funded when tackling public safety problems?

This research showed the limitations of data when it is disconnected from outcomes; in other words, bringing together financial grant distribution data with data on how the funds were used and with what result. Analyzing the data by municipality and region is only one piece of a larger puzzle. Knowing the level and nature of public safety needs, combined with response and outcomes is crucial. With these combined data sources, there is an opportunity to see short and long-term change towards an expressed goal. Moreover, without a more complete collation of these data, it is not possible to identify which municipalities might be performing well in the public safety area and which are falling short. Even hypothesizing about why some municipalities or regions are receiving more or fewer grants is unreasonable.

Recommendations

First, in light of the observations from this research, there are several opportunities to better understand the use of public safety grant funds in the Commonwealth of Massachusetts. Future research and policymaking would benefit from a more specified and standardized definition of public safety. Rather than grouping a variety of matters into this one "public safety" category, the State should define narrower criteria to facilitate measurement in the future. Also, data on the amount of grant funds received by and from what agency would be more useful if coupled with data on how the funds were used. If this was done, the state and municipalities would have more information on state and federal grant resources uses and the impact that these resources are having on public safety in Massachusetts.

Secondly, in this state, the Executive Office of Public Safety and Security (EOPSS) serves both as a conduit of federal funds, and as a funder. What role can and should the EOPSS play in coordinating inputs, outputs and outcomes? The significant fragmentation encountered in this research points to EOPSS as a potential candidate to solve this problem. The EOPSS could serve as a leader in this state by facilitating a streamlined system of data measurement, collection and analysis that would help practitioners, policymakers and researchers gauge the level and nature of public safety grant funds being distributed. Not only could EOPSS collate state and federal grants that are pre-determined for public safety, but they could serve as the clearinghouse for all grants distributed to municipalities (or regions) that seek to improve public safety, and then help to capture the outcomes associated with these investments; and, by so doing, assist local, state and federal officials in assessing the impact of these funds on public safety. EOPSS could help to answer important questions such as: How does the Commonwealth

understand and measure grants that go directly to municipalities, those that are distributed through regional planning agencies, those that are distributed through host communities (e.g. Boston) and those administered through state agencies? Also, how do municipalities build their capacity to access state and federal grants, and what innovative strategies can be developed to do so?

Furthermore. a standardized, centralized "system" within the Commonwealth would be of benefit to policymakers, practitioners and researchers in many areas of public policy. These data can help inform effectiveness and efficiency of various policies and practices within public safety, in varied implementation locations; and it can highlight the direct impact that financial investments can have on citizens and municipalities. Additionally, access to raw data by the public is a great boon to the representative political process and these large datasets should absolutely remain available, and similar e-government initiatives would do well to be mindful of the need for, not simply raw data, but of information. Building centralized resources, based on policy area, would be a great step forward in efforts toward transparency and accountability. Looking at how other states, and even other nations, approach data and information management could be of benefit in future research as well.

In closing, this paper highlights the efforts by many municipalities to secure and use public safety grant funds. It illustrates the distribution of funds over the past several years, highlighting distribution by population and region. It further examines the distribution across certain mid-sized cities that are struggling to address crime while also facing diminishing economic stability. Lastly, the paper also identifies several gaps and begins this conversation about what we know about grants and their effect, and more importantly, what we don't know.

Endnotes

1. Proposition 2 ½ in the Commonwealth of Massachusetts (M.G.L. Chap. 59 § 21C)

2. As a rationale, local law enforcement leaders and federal policymakers believed that the hiring of officers could improve public safety by increasing community participation and focusing on crime prevention rather than merely reacting to crime after it occurred.

3. ARRA was passed in response to economic crisis beginning in 2008 and was established with three goals in mind: The creation of jobs, economic growth, and "unprecedented levels of accountability and transparency in government spending".

4. The search interfaces and/or the organization of the data of all sources listed are subject to change. The user interface of usaspending.gov, for example, changed significantly between March 2010 (the time of original research) and July 2010 (final draft).

5. http://www.comm-pass.com/

6. At the time of the search, defined as police, fire, medical, or other commonly-accepted public safety-related areas such as domestic violence prevention or vocational training for ex-offenders.

7. usaspending.gov

8. i.e., Department of Education funding Safe Schools grants, which focus on drug/violence prevention programs in schools, which could arguably fall under public safety funding.

9. www.comm-pass.com is a procurement portal, overseen by the Massachusetts state government and operated by a third-party vendor, https://www.ebidsourcing.com/.

10. US Census numbers from 2000-08 are based on estimates, whereas DOR population data was reported to the state by the cities themselves.

The differences between US Census and DOR population numbers was often remarkable, and the decision was made to rely on the closest aggregate data source available to the local level, which in this case meant the DOR fact sheets.

11. The individual data sheets were found at http://www.mass.gov/?pageID=dorterminal&L=4&L0=Home&L1=Local+Officials&L2=Municipal+Data+and+Financial+Management&L3=Data+Bank+Reports&sid=Ador&b=terminalcontent&f=dls_mdmstuf_munactexp&csid=Ador. Spreadsheets under the webpage heading "Special Revenue Funds" detailed state and federal grants to municipalities by fiscal year. These were downloaded and compiled.

12. *Guidelines and Reference Material Schedule A Bureau of Accounts Fiscal Year 2009*, page 10.

13. FEMA grants to municipalities which may be categorized as "public safety" are those that could, for example, fall under FEMA's broad "National Preparedness" grant program umbrella. This program includes grants from Emergency Management Performance Grant (EMPG) program, the Homeland Security Grant Program (HSGP), and the Infrastructure Protection Program (IPP), and could cover anything from emergency responder training to equipment purchases. MEMA's mission statement also encompasses the training of emergency personnel and the creation of disaster preparedness plans, as well as the expected disaster-relief activities. For that reason, funds distributed by MEMA and FEMA are included in some of the analyses, as noted, but the exact use of the funds by the municipality is ambivalent at best.

14. As of 5/14/10

15. Missing data noted as N/A in tables.

16. Another observation of note: 17 Massachusetts town governments received nothing in federal public safety grant money – not even FEMA – in the entire study period.

17. There were two communities who claim membership in two different RPA. For the purposes of analysis, they were included in the Metropolitan RPA.

18. A measure of property value.

19. The sums of the rows/columns may not match the stated number, due to specificity lost in rounding.

20. This number holds even including FEMA money.

21. http://www.fbi.gov/ucr/ucr.htm

22. "The UCR Program collects offense information for murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson." (http://www.fbi.gov/ucr/ucr_general.html)

23. http://www.mass.gov/Eeops/docs/msp/crime_reporting/crime_report_2002_2003.pdf

24. Census 2000 PHC-T-40. Estimated Daytime Population and Employment-Residence Ratios: 2000. Data retrieved from http://www.census.gov/population/socdemo/daytime/2000/tab03.xls

25. According to 2000 US census data, Lawrence has a population density of 10,351/sq. mi.; Boston's density is 12,166/square mi.

References

Massachusetts General Law, Chapter 59. Section 21.

http://www.recovery.gov/Pages/home.aspx (ARRA spending tracking)

http://www.comm-pass.com/ (Comm-PASS. "Commonwealth Procurement, Access, and Solicitation System)

http://www.fema.gov/government/grant/index.shtm (Federal Emergency Management Agency program information)

http://www.mass.gov/?pageID=eopsmodulechunk&L=3&L0=Home&L1=Public+Safety+Agencies&L2=Massachusetts+Emergency+Management+Agency&sid=Eeops&b=terminalcontent&f=mema_MEMAMission&csid=Eeops (Massachusetts Emergency Management Agency mission statement)

Massachusetts Department of Revenue, Division of Local Services

Municipal Databank, information and directory: http://www.mass.gov/?pageID=dorsubtopic&L=4&L0=Home&L1=Local+Officials&L2=Municipal+Data+and+Financial+Management&L3=Data+Bank+Reports&sid=Ador

Spreadsheets detailing state and federal grants to municipalities by fiscal year: http://www.mass.gov/?pageID=dorterminal&L=4&L0=Home&L1=Local+Officials&L2=Municipal+Data+and+Financial+Management&L3=Data+Bank+Reports&sid=Ador&b=terminalcontent&f=dls_mdmstuf_munactexp&csid=Ador

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Federal Bureau of Investigation http://www.fbi.gov/ucr/ucr.htm

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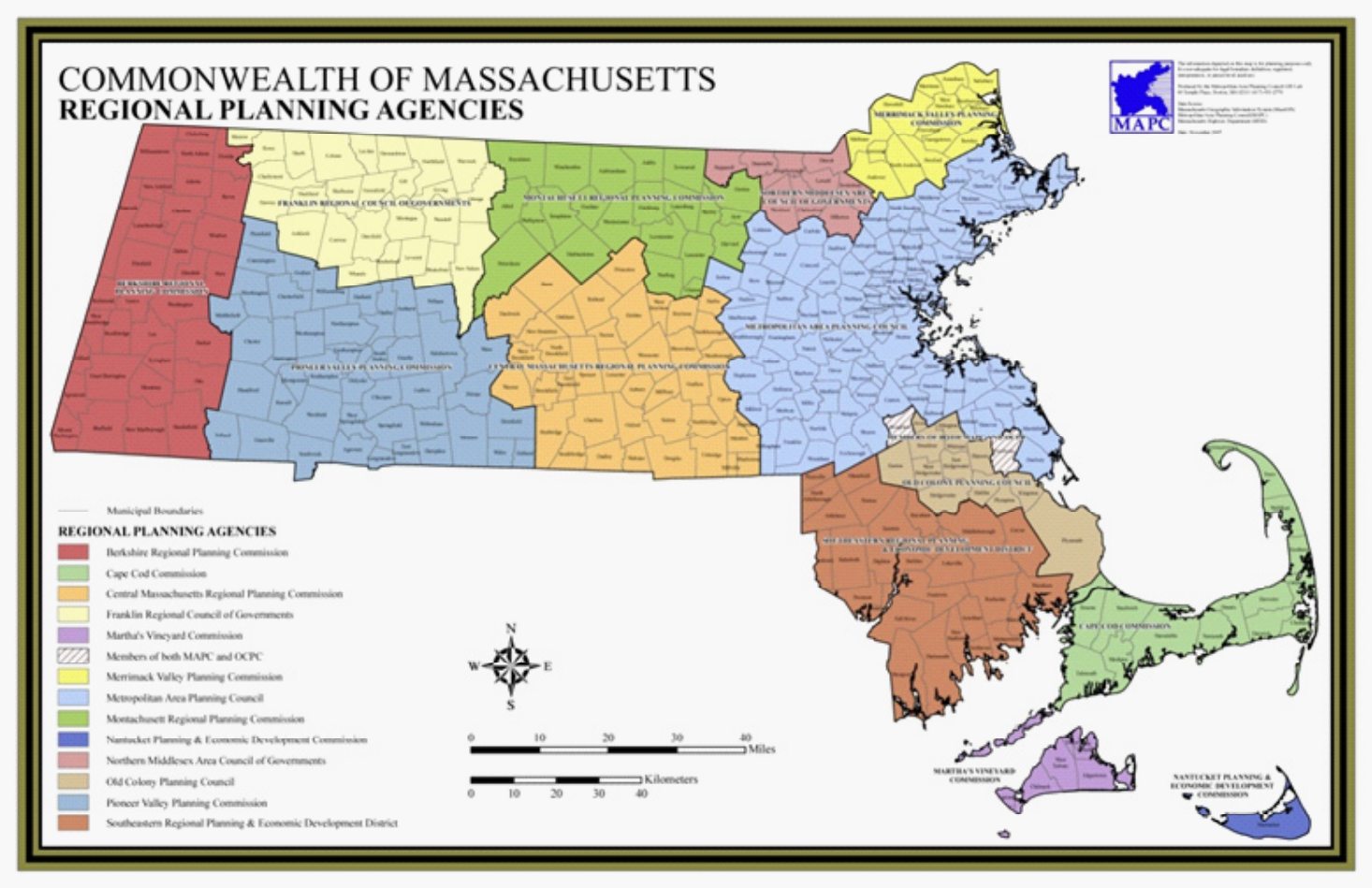
About Pioneer:

Pioneer Institute is an independent, non-partisan, privately funded research organization that seeks to change the intellectual climate in the Commonwealth by supporting scholarship that challenges the "conventional wisdom" on Massachusetts public policy issues.

Appendix A: Massachusetts Regional Planning Agencies

A1: Regional Planning Agency Map



A2: Regional Planning Agency Members

Berkshire Region 32 Cities & Towns					
Adams	Egremont	Lanesborough	New Ashford	Pittsfield	Tyringham
Alford	Florida	Lee	New Marlborough	Richmond	Washington
Becket	Great Barrington	Lenox	North Adams	Sandisfield	W.Stockbridge
Cheshire	Hancock	Monterey	Otis	Savoy	Williamstown
Clarksburg	Hinsdale	Mount Washington	Peru	Sheffield	Windsor
Dalton				Stockbridge	
Pioneer Valley 43 Cities & Towns					
Agawam	Cummington	Hampden	Monson	Southampton	Westhampton
Amherst	East Longmeadow	Hatfield	Montgomery	Southwick	Wilbraham
Belchertown	Easthampton	Holland	Northampton	Springfield	Williamsburg
Blandford	Goshen	Holyoke	Palmer	Tolland	Worthington
Brimfield	Granby	Huntington	Pelham	Wales	
Chester	Granville	Longmeadow	Plainfield	Ware	
Chesterfield	Hadley	Ludlow	Russell	W. Springfield	
Chicopee		Middlefield	South Hadley	Westfield	
Franklin Region 26 Cities & Towns					
Ashfield	Conway	Hawley	Montague	Shelburne	Whately
Bernardston	Deerfield	Heath	New Salem	Shutesbury	
Buckland	Erving	Leverett	Northfield	Sunderland	
Charlemont	Gill	Leyden	Orange	Warwick	
Colrain	Greenfield	Monroe	Rowe	Wendell	
Montachusett Region 20 Cities & Towns					
Ashburnham	Clinton	Harvard	Lunenburg	Shirley	Westminster
Ashby	Fitchburg	Hubbardston	Petersham	Sterling	Winchendon
Athol	Gardner	Lancaster	Phillipston	Templeton	
Ayer	Groton	Leominster	Royalston	Townsend	
Central Massachusetts 40 Cities & Towns					
Auburn	Douglas	Leicester	Northbridge	Southbridge	Webster
Barre	Dudley	Mendon	Oakham	Spencer	West Boylston
Berlin	East Brookfield	Millbury	Oxford	Sturbridge	West Brookfield
Blackstone	Grafton	Millville	Paxton	Sutton	Westborough
Boylston	Hardwick	New Braintree	Princeton	Upton	Worcester
Brookfield	Holden	North Brookfield	Rutland	Uxbridge	
Charlton	Hopedale	Northborough	Shrewsbury	Warren	

Merrimack Valley 15 Cities & Towns					
Amesbury	Georgetown	Lawrence	Newbury	Rowley	
Andover	Groveland	Merrimac	Newburyport	Salisbury	
Boxford	Haverhill	Methuen	North Andover	West Newbury	
Northern Middlesex 9 Cities & Towns					
Billerica	Dracut	Lowell	Tewksbury	Westford	
Chelmsford	Dunstable	Pepperell	Tyngsborough		
Southeastern Region 27 Cities & Towns					
Acushnet	Dighton	Mansfield	North Attleborough	Rochester	Wareham
Attleboro	Fairhaven	Marion	Norton	Seekonk	Westport
Berkley	Fall River	Mattapoisett	Plainville	Somerset	
Carver	Freetown	Middleborough	Raynham	Swansea	
Dartmouth	Lakeville	New Bedford	Rehoboth	Taunton	
Metropolitan Region 101 Cities & Towns					
Acton	Cohasset	Hopkinton	Medway	Randolph	Topsfield
Arlington	Concord	Hudson	Melrose	Reading	Wakefield
Ashland	Danvers	Hull	Middleton	Revere	Walpole
Bedford	Dedham	Ipswich	Milford	Rockland	Waltham
Bellingham	Dover	Lexington	Millis	Rockport	Watertown
Belmont	Duxbury	Lincoln	Milton	Salem	Wayland
Beverly	Essex	Littleton	Nahant	Saugus	Wellesley
Bolton	Everett	Lynn	Natick	Scituate	Wenham
Boston	Foxborough	Lynnfield	Needham	Sharon	Weston
Boxborough	Framingham	Malden	Newton	Sherborn	Westwood
Braintree	Franklin	Manchester	Norfolk	Somerville	Weymouth
Brookline	Gloucester	Marblehead	“North Reading”	Southborough	Wilmington
Burlington	Hamilton	Marlborough	Norwell	Stoneham	Winchester
Cambridge	Hanover	Marshfield	Norwood	Stoughton	Winthrop
Canton	Hingham	Maynard	Peabody	Stow	Woburn
Carlisle	Holbrook	Medfield	Pembroke	Sudbury	Wrentham
Chelsea	Holliston	Medford	Quincy	Swampscott	
Old Colony Region 15 Cities & Towns					
Abington	Brockton	Halifax	Plymouth	Whitman	
Avon	East Bridgewater	Hanson	Plympton		
Bridgewater	Easton	Kingston	West Bridgewater		
Cape Cod 15 Cities & Towns					
Barnstable	Chatham	Falmouth	Orleans	Truro	
Bourne	Dennis	Harwich	Provincetown	Wellfleet	
Brewster	Eastham	Mashpee	Sandwich	Yarmouth	
Martha's Vineyard 7 Cities & Towns					
Chilmark	Aquinnah (Gay Head)	Oak Bluffs	West Tisbury		
Edgartown	Gosnold	Tisbury			

Appendix B: Middle Cities Data

B1: Public Safety Grants Received by Middle Cities, 2000-2008 (detailed)

Middle Cities	2000		2001	
	State	Federal	State	Federal
Brockton	1,083,953	0	777,359	1,137,953
Chicopee	433,527	0	318,542	347,755
Fall River	939,956	0	0	452,042
Fitchburg	0	0	642,786	0
Holyoke	0	0	570,727	318,636
Lawrence	1,868,233	0	2,465,268	0
Leominster	0	0	126,337	181,938
Lowell	0	0	882,142	616,065
Lynn	1,037,691	0	796,638	377,378
New Bedford	1,569,912	0	1,196,067	576,003
Pittsfield	647,957	0	503,204	0
Springfield	0	0	921,802	1,652,165
Taunton	47,274	0	196,018	41,979
Worcester	1,146,283	0	1,078,669	1,219,217
All Middle Cities Combined	8,774,786	0	10,475,559	6,921,131
Boston (for comparison)	84,973,090	0	3,657,687	94,327,206

Middle Cities	2002		2003		2004	
	State	Federal	State	Federal	State	Federal
Brockton	696,055	732,653	814,615	624,446	610,710	332,580
Chicopee	293,033	521,483	365,950	358,173	235,118	259,590
Fall River	363,002	41,150	322,165	0	442,803	0
Fitchburg	283,434	0	290,129	0	423,968	0
Holyoke	586,609	311,289	522,937	510,541	424,573	158,164
Lawrence	3,294,157	0	2,561,662	0	1,779,128	0
Leominster	139,935	107,481	99,102	37,261	77,852	22,557
Lowell	1,086,842	978,837	371,309	1,004,645	1,101,206	990,961
Lynn	546,077	369,378	712,916	285,432	721,089	256,903
New Bedford	1,193,044	766,786	1,871,863	1,052,561	2,460,066	1,195,530
Pittsfield	419,613	0	578,844	0	684,324	0
Springfield	772,175	1,390,489	903,308	1,282,477	777,600	1,777,760
Taunton	132,230	61,612	187,315	187,445	27,595	175,702
Worcester	1,902,720	446,324	1,258,114	479,734	952,132	583,122
All Middle Cities Combined	11,708,926	5,727,482	10,860,229	5,822,715	10,718,164	5,752,869
Boston (for comparison)	14,370,384	88,023,801	81,611,470	7,158,921	83,163,091	20,852,368

Middle Cities	2005		2006	
	State	Federal	State	Federal
Brockton	982,116	83,795	1,362,161	300,705
Chicopee	308,241	294,826	229,985	179,892
Fall River	335,902	588,667	482,958	633,444
Fitchburg	718,392	0	692,046	0
Holyoke	498,229	185,670	452,098	240,361
Lawrence	2,843,198	0	3,471,341	0
Leominster	79,315	267,552	105,465	22,166
Lowell	299,947	1,004,455	773,200	560,980
Lynn	514,915	126,003	734,923	13,250
New Bedford	1,272,009	119,918	1,242,818	61,473
Pittsfield	1,342,249	0	609,395	439,746
Springfield	1,330,048	1,329,894	2,515,170	1,046,982
Taunton	220,238	0	198,618	0
Worcester	1,089,576	3,516,946	1,560,493	852,308
All Middle Cities Combined	11,834,375	7,517,726	14,430,671	4,351,307
Boston (for comparison)	86,679,641	37,956,542	89,371,627	45,087,940

Middle Cities	2007		2008		All Years Combined (2000-2008)		
	State	Federal	State	Federal	State	Federal	TOTAL
Brockton	645,341	77,357	78,770	563,356	7,051,080	3,852,845	10,903,925
Chicopee	247,503	80,480	250,061	119,582	2,681,960	2,161,781	4,843,741
Fall River	812,326	217,099	798,658	352,934	4,497,770	2,285,336	6,783,106
Fitchburg	676,744	0	619,734	N/A	4,347,233	0	4,347,233
Holyoke	1,433,998	59,960	1,830,094	68,684	6,319,265	1,853,305	8,172,570
Lawrence	2,749,046	0	3,287,180	N/A	24,319,213	0	24,319,213
Leominster	86,041	12,730	89,127	827	803,174	652,512	1,455,686
Lowell	646,495	245,073	3,658,747	N/A	8,819,888	5,401,016	14,220,904
Lynn	387,354	791	951,765	66,100	6,403,368	1,495,235	7,898,603
New Bedford	1,609,439	118,645	2,149,476	130,327	14,564,694	4,021,243	18,585,937
Pittsfield	728,689	58,534	814,418	476,144	6,328,693	974,424	7,303,117
Springfield	739,073	358,269	2,019,152	12,133	9,978,328	8,850,169	18,828,497
Taunton	231,079	-33,753	144,124	116,250	1,384,491	549,235	1,933,726
Worcester	1,081,944	1,666,449	2,054,249	743,818	12,124,180	9,507,918	21,632,098
All Middle Cities Combined	12,075,072	2,861,634	18,745,555	2,650,155	109,623,337	41,605,019	151,228,356
Boston (for comparison)	88,379,260	35,261,619	107,497,093	22,484,495	639,703,343	351,152,892	990,856,235

B2: Population and Crime Rate Data for the Middle Cities, 2000-2008 (detailed)

Population and Crime Rates [CR] (Per Thousand)										
	2000		2001		2002		2003		2004	
Middle Cities	Pop.	[CR]	Pop.	[CR]	Pop.	[CR]	Pop.	[CR]	Pop.	[CR]
Fitchburg	39,102	54.29	39,396	44.95	39,727	42.77	39,948	33.67	39,910	N/A
Holyoke	39,838	69.58	39,882	87.98	39,869	83.92	40,015	82.54	40,058	76.51
Leominster	41,303	35.18	41,709	33.61	41,895	28.52	42,000	27.69	41,911	N/A
Pittsfield	45,793	29.41	45,286	27.34	45,023	25.90	44,779	20.28	44,285	N/A
Chiopee	54,653	30.25	54,635	42.48	54,833	44.63	54,992	43.59	54,838	37.93
Taunton	55,976	29.76	56,349	32.83	56,647	28.97	56,781	N/A	56,648	22.00
Lawrence	72,043	56.63	72,184	53.38	72,451	44.10	72,492	40.78	71,858	30.30
Lynn	89,050	44.05	89,565	41.91	89,590	43.80	89,571	45.06	89,485	43.82
Fall River	91,938	39.45	92,294	42.16	92,660	52.55	92,760	48.99	92,526	48.36
New Bedford	93,768	33.76	93,902	34.29	94,088	38.25	94,112	35.54	93,979	44.44
Brockton	94,304	51.67	94,725	55.34	95,437	54.14	95,090	43.87	95,009	44.09
Lowell	105,167	38.03	105,258	42.85	104,901	40.59	104,351	37.81	103,655	40.52
Springfield	152,082	81.39	151,510	84.47	151,915	94.13	152,157	95.57	152,091	83.62
Worcester	172,648	51.13	174,116	47.16	174,962	52.52	175,706	52.21	175,966	44.97
Boston	589,141	60.89	588,322	63.55	589,281	60.59	581,616	60.26	569,165	60.67

	Population and Crime Rates [CR] (Per Thousand)									
	2005		2006		2007		2008		Pop Range (2000 - 2008)	
Middle Cities	Pop.	[CR]	Pop.	[CR]	Pop.	[CR]	Pop.	[CR]	Min	Max
Fitchburg	40,045	28.79	40,050	29.04	40,243	26.71	42,215	28.71	39,102	42,215
Holyoke	39,958	58.51	39,765	57.21	39,737	67.95	39,947	70.04	39,737	40,058
Leominster	41,804	N/A	41,549	29.00	41,128	29.37	41,055	35.81	41,055	42,000
Pittsfield	43,860	31.76	43,497	36.39	42,931	33.31	42,652	32.89	42,652	45,793
Chiopee	54,680	38.28	54,428	38.42	53,876	37.86	54,941	36.42	53,876	54,992
Taunton	56,251	26.97	56,074	24.57	55,783	27.25	55,702	28.22	55,702	56,781
Lawrence	71,314	32.18	70,662	32.69	70,066	31.14	70,014	34.78	70,014	72,492
Lynn	88,792	44.99	87,991	43.78	87,122	41.64	86,957	44.04	86,957	89,590
Fall River	91,802	N/A	91,474	N/A	90,905	N/A	90,931	50.76	90,905	92,760
New Bedford	93,102	44.47	92,538	46.28	91,849	46.22	91,365	49.73	91,365	94,112
Brockton	94,632	41.90	94,191	40.49	93,092	38.37	93,007	N/A	93,007	95,437
Lowell	103,111	41.74	103,229	41.38	103,512	40.58	103,615	47.45	103,111	105,258
Springfield	151,732	75.09	151,176	72.81	151,342	66.14	155,521	59.37	151,176	155,521
Worcester	175,898	42.46	175,454	40.85	175,521	43.05	182,596	44.22	172,648	182,596
Boston	559,034	58.47	590,763	55.23	608,352	51.64	620,535	46.90	559,034	620,535

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