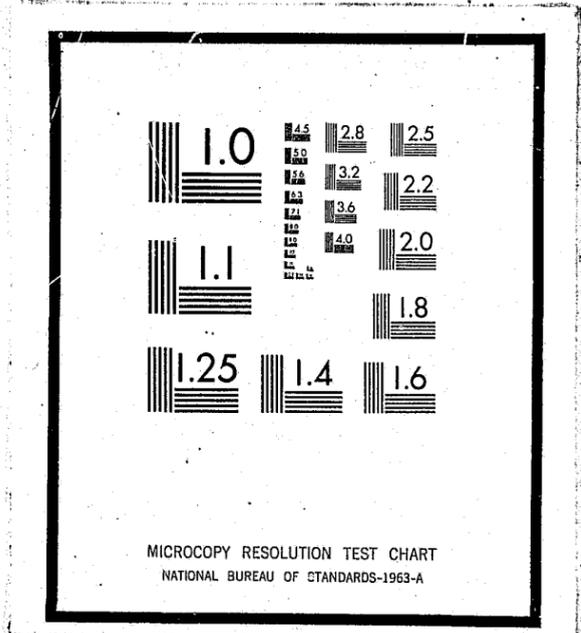


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Final Report
on
Management Phases
of
Office of Law Enforcement Assistance
U.S. Department of Justice
Grant 068

CHIEF POLICE EXECUTIVES' TRAINING PROGRAM

prepared by
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I. Chronology of the Grant

Early in 1966, two proposals were submitted by faculty members of the School of Police Administration and Public Safety, Michigan State University, to the Office of Law Enforcement Assistance, U. S. Department of Justice. The first of these recommended the development and presentation of a series of training courses in police and community relations for municipal police officials. The second urged support for the design of a chief police executives' training course and for the presentation of such a program to an appropriate clientele.

At the request of the Office of Law Enforcement Assistance, these proposals were integrated, and one application, including elements of each proposal, was forwarded for consideration to OLEA. This request was approved, and during the summer of 1966, Office of Law Enforcement Assistance Grant 068 was awarded to the National Center on Police and Community Relations, School of Police Administration and Public Safety, Michigan State University.

Although the grant called for both community relations and management training programs, this report will discuss only the management phases of the project since a report was previously submitted dealing with its community relations aspects.

The proposal called for the development and presentation of a Chief Police Executives' Training Course. Fifty or some eighty eligible police chiefs from midwestern cities in the population range 50,000 to 200,000 were to be invited to attend. After an extended correspondence, thirty-one chiefs from ten midwestern states accepted the invitation, and the course was held from April 3 through April 21, 1967 in East Lansing, Michigan.

During the summer of 1967, the project director for management training requested an extension of the grant so another program could be offered for those

chiefs who participated in the earlier session. In addition to the chiefs, specifically designated representatives of their city governments were to be invited to attend this course. The request was approved, and as a result, forty-four individuals attended a "Workshop on the Police Chief's Executive and Legislative Relationships" which was conducted in Lansing, Michigan on February 26, 27, and 28, 1968.

II. The Chief Police Executives' Training Program

A. Course Philosophy. From its original meeting, the project staff visualized a twofold mission:

1. To aid, through training, chief police executives to better cope with their administrative responsibilities.
2. To develop materials and to discover, insofar as possible, those methods of instruction which are most useful in presenting the various aspects of administrative behavior to police chiefs.

While the staff was certain that it could offer useful new information in the traditional manner, there was no desire to present just another short course. The mood of the group was experimental. Further, this mood was reinforced by the belief that true executive development is an exercise in self-development. It was, therefore, mandatory that innovative techniques be devised and tested.

The major tasks were, then, to provide the participants with an appropriate learning environment and to stimulate them to take the necessary learning steps. The informational input was, of course, viewed as important, but the staff was determined to allow the chiefs to have ample opportunity to seek their own maximum in pace and level. The plan called for assisting and guiding, not preaching and badgering.

B. Course Participants. There are some eighty cities in the population range 50,000 to 200,000 in the eleven midwestern states covered by the grant.¹ Invitations were extended to the police chiefs of the fifty largest of these cities. While the initial reply was encouraging, as time passed, the number who agreed to attend decreased. As cancellations occurred, additional chiefs were canvassed. Even after all eighty cities were tendered invitations only thirty-one chiefs accepted and attended. Ten states were represented.²

The limited participation can be explained in a variety of ways. Such factors as the length of the course (three weeks) and the staff's unwillingness to accept anyone other than the chief except under the most unusual circumstances were high on the list of reasons for not attending. There were a number who felt that the program offered nothing of value to them. Three or four found it necessary to withdraw at the last moment due to the press of work. Finally, between ten and fifteen failed to acknowledge the original invitation or follow-up contacts.

An Analysis of Participants

Much has been said concerning the shortcomings of the present police leadership. While such deprecations are not without justification, the staff approached its task with a desire to obtain concrete data on the midwestern police chief from the medium-sized police department. Rather than on heresay, three steps were taken to gain the necessary insights.

First, each participant was sent a detailed questionnaire to be completed and returned before his arrival for the training program. A second question-

¹The eleven states are Illinois, Indiana, Iowa, Kentucky, Michigan, Minnesota, Missouri, North Dakota, Ohio, South Dakota, and Wisconsin.

²A copy of the list of participants can be found in Appendix I. A.

naire was administered the first day of the course.³

Second, participants were required to take two tests, the "Otis Test of Mental Ability" and Woolley's "What's Your Management I.Q.?"⁴ on the first day of the course.

Finally, each participant had a private interview with the course director. This session had a twofold purpose, the soliciting of further information concerning the chief and providing the participant with an opportunity to offer an evaluation of the proceedings. These feedback sessions were held toward the end of the program.

Before presenting the information garnered through these activities, a word of caution should be interjected. No attempt is made here to generalize from this data, nor in the staff's opinion should there be. There is no reason to believe that this limited sample is representative. Indeed, there is some reason to suggest that the very fact that these chiefs were willing to attend this course may reflect a certain bias, one toward education. Such a bias is not necessarily common among police chiefs. Further, the administrative environments which produced these chiefs are so varied that it is doubtful that anything but gross comparisons are possible. Caution is, therefore, in order.

Despite these limitations, a rough profile of the participant chiefs may be of some interest. The "average" chief in this group is between forty-five and fifty-five years of age. He is a career police officer having come up through the ranks in his department. He has over twenty years of service. He has probably completed high school and has an I.Q. of approximately 103.

³Sample copies of the questionnaires can be found in Appendix I. B.

⁴A copy of Woolley's "What's Your Management I.Q.?" can be found in Appendix I. B.

There are, of course, variations. For example, two chiefs were under forty and one over sixty. Five chiefs began their careers with other law enforcement agencies. The Oklahoma City and Toledo Police Departments were represented along with the Wisconsin State Highway Patrol. Only one chief came directly to his present position from the business community. He was also the only chief police executive with less than ten years of police service. Four chiefs held college degrees with law, chemical engineering, and business administration being represented.

The most controversial of the data gathering activities was the testing program. Mental tests of the type utilized have been subjected to extensive criticism. Score variations can result from a wide range of factors including age and social and educational backgrounds. Furthermore, questions as to their actual meaning are readily acknowledged. The staff was aware of these limitations, but still felt that such an exercise would provide useful insights. The tests were thus administered.

While the average Otis score was a slightly above average 103, the range was more revealing. The two lowest scores were 79. The two highest were 130. The scores by themselves are not significant, but it is interesting to note that most of the chiefs indicated before taking the exam that an I.Q. well over 100 was necessary for a police recruit.

The range for the management I.Q. examination was 65 to 91 with an average of 80. These scores roughly correlated with the chief's Otis scores. Further, they ranked favorably with the national average for business executives, 85. Some of this slight differential can be attributed to the fact that the business terminology utilized in the test was unfamiliar to the chiefs.

Finally, the majority of the chiefs reported that they did very little reading other than newspapers, news periodicals, and a few professional publications. Few had what might be viewed as a working knowledge of the existing police literature.

C. Course Content and Presentation. In compliance with the previously stated positions concerning experimentation and executive development, the staff designed a diversified program employing a wide variety of teaching techniques. The course schedule stressed flexibility and maximized the opportunity for self-development. The schedule may be found in Appendix I. A.

Course Content

Two types of material were developed. First, hard data dealing with specific police administrative problems such as Policy Making, Inspections and Controls, Data Processing for Police, Budgeting, etc. was offered. These subject matter areas were selected as a result of staff-participant consultation. Each of the chiefs who accepted an invitation was asked by letter to prepare a list of topics which would be useful to him. These were compiled, analyzed, and when appropriate, incorporated into the program. It should be noted that this exercise was not completely successful due to the limited degree of cooperation received from the chiefs. The staff, of course, maintained the final responsibility for subject matter selection.

The second area of concern included a variety of topics which might well be categorized as management techniques. Discussions dealing with Decision Making, Social and Organizational Change, and the Uses of Staff fell within this grouping. Further, the course structure placed a premium on the development of management skills of this nature. Each chief was exposed to a number of role playing situations which stressed this type of performance.

In summary, from a content point of view, the staff had no desire to be all things to all people. The subjects were selected because they were meaningful. Other topics might have been just as useful, but only so much can be presented in a three week period. Finally, as was indicated earlier, while the content was important, equally important was the fact that it provided a vehicle for experimentation, particularly insofar as methods of management instruction were concerned.

Methods of Instruction

No single element of this program exemplified its philosophy as did this one. A wide variety of methods were utilized from the traditional lecture to the relatively unique "In Basket" exercise. Each of these methods was employed in an attempt to provide the participants with the opportunity to seek their own maximum level and pace in the learning process.

LECTURES: The basic input technique, other than individual reading which will be discussed later, was the lecture. Each day one of the selected topics was presented to the participants in this form to supply data which served as "grist for the mill." Even here structuring was left to the individual instructor in most cases. Some lectured the entire period, some employed a seminar approach, and in two cases panel presentations were developed. The three Policy Making offerings, each held on a different day, were designed to give the participants a feeling for the policy making process. The first presentation provided insights into the political and legal framework encompassing such activity. The second discussed the administrator's problems in this area. The third was a case study in the development of a specific policy.

The program was also sufficiently flexible to allow for more extended presentations of individual topics. For example, an evening session on Decision Making was held at the participants' request. Interestingly, this session, though not mandatory, was attended by almost every member of the class.

WORK PROJECT SESSIONS: During their first day orientation, the participants were informed that five afternoon periods had been set aside as work project sessions. Each chief was asked to select an appropriate topic for development. This topic was to be the focus of his efforts during these sessions. The individual suggestions of the thirty-one chiefs were reviewed, and as a result of consultation, five work groups were established.⁵

Each group was directed to organize itself, that is, select a chairman and recorder. Further, a staff member was assigned to each group to serve as a consultant, to suggest appropriate reading matter, and to generally assist the group. Whenever possible and as requested, additional consultants were obtained from the university faculty, the visiting instructional staff, and the project staff.

The work project groups were required to produce a written summary of their endeavors.

CASE STUDY DISCUSSIONS: Another instructional technique utilized was the case method. Four management cases were selected from the International Association of Chiefs of Police Series. Each was assigned to a staff member who was to be responsible for the development of a discussion session built around their respective case study. The participants were then divided into

⁵The actual work project groups and their selected topics can be found in Appendix I. C.

four case study groups.⁶ Over the three week period each group discussed each of the four case studies.

IN BASKET EXERCISE: The most unique of the methods introduced was the "In Basket" exercise. While this training technique is commonly employed in business courses, few police programs have exposed their trainees to this type of endeavor. Simply stated, an "In Basket" exercise involves a role playing situation in which the participant assumes an executive position. He is then forced to respond to a number of written communications as they are placed in his "in" basket. The activity is cumulative with many of the required decisions being interrelated. The exercise is performed alone under severe time limitations.

Administratively, three to five participants were told to report to a complex of offices each afternoon.⁷ There they were given a brief orientation to the exercise, and then, separated with each being placed in his own office. On his desk, he found pencils, paper, and "in" and "out" baskets. Once settled, a secretary entered his office and placed a variety of items in his "in" basket. His task was then to take the necessary action. This might involve establishing priorities, preparing draft letters or other forms of correspondence, or forwarding action instructions for subordinates. From time to time additional materials would be placed in his "in" basket. Needless to say, these materials were designed to complicate the exercise.⁸

DIRECTED READING: If an individual is to be a successful chief of police, he must remain current. The only possible way to accomplish this is to read

⁶The case study group assignments can be found in Appendix I. C.

⁷The "in basket" assignment sheet can be found in Appendix I. E.

⁸The "in basket" materials are in Appendix I. E.

and read extensively. Therefore, the staff made every effort to encourage the participants to develop good reading habits. First, each individual was provided with a variety of reference materials. Besides the usual collection of handouts given in connection with the lecturers,⁹ all participants received a book of mimeographed readings and a series of ten reprint articles from the Harvard Business Review.¹⁰ Second, all instructors and staff members were directed to make suggestions for further reading whenever a participant expressed an interest. As a result, a number of brief bibliographies were prepared and distributed. Third, the course was scheduled in such a way as to permit flexibility. No events were programmed for the evening, and a reading period was built into the schedule one afternoon a week. Fourth and finally, along with the available resources of the University Library, a small collection of relevant materials was placed at the disposal of participants at their living quarters. This was done in the hope that easy access would serve to inspire reading.

It should be noted that the reading assignments were, with few exceptions, not mandatory. In line with the previously stated educational philosophy, students were urged, but not forced to learn.

Faculty

The faculty consisted of two types of individuals. First, there were the consultants who provided expert advice and/or served as guest instructors.¹¹ They represent what the staff viewed to be a cross section of

⁹Samples of these materials can be located in Appendices I. F., I. G., I. H., I. I., and I. J.

¹⁰The Table of Contents of the Readings and a list of the articles can be found in Appendix I. K.

¹¹A list of these consultants plus the course staff can be found in Appendix I. A.

interested academics and the professional world. This group was selected for what they could bring to the program. Their role was to bring information, to spark discussion, and to encourage development.

The second segment of the faculty was the staff. While some members of the staff functioned as instructors, this was not their primary role. The staff's major responsibility was to assist the participants along the road of executive development. To this end, both the course director and the assistant course director lived with the class for the three week period. They were constantly on call for consultation and counseling.

Facilities

All formal training was held on the campus of Michigan State University, and all of the facilities of the University, both educational and social, were available to the participants during their stay.

The chiefs lived at a motel near the campus during the course.

D. Course Evaluation. An evaluation of an activity must of necessity be directly related to the stated objectives of that activity. This training program was to aid the participants in the development of their executive skills, and secondly to devise materials and methods of instruction useful in this type of endeavor. Classically, any test of success would involve pre and post evaluations of the participants to determine the degree of improvement. The staff supports such a procedure, but not when such judgments are predicated simply on a written examination. Improvement in performance is the key, not the ability to merely master and reproduce a specified quantity of related information. Unfortunately, two major roadblocks rest squarely in the path of such a meaningful evaluation.

First, there is the question of appropriate success standards. As with any artistic endeavor, and administration is an art as well as a science, it is extremely difficult to develop concrete measures of performance. While there are available notions as to "good" and "poor" administration, they are far from absolute. Gross tests can be applied, but any student of administration feels ill at ease when asked to state categorically what is "good". Under such circumstances, pre and post analysis, if properly executed, will allow the evaluator to detect change and direction, but it will not permit him to unequivocally indicate improvement. The cautious and, indeed, proper position is that improvement or retrogression has occurred when judged in light of the presently accepted standards.

A second set of problems also plagues the evaluator in circumstances of this type. Neither sufficient resources nor time are usually available. This was, unfortunately, the case here. While a great deal of data was collected on each participant prior to and during his attendance, there was no opportunity for a pre and post review of his administrative performance on his own home ground. Without such a review, a meaningful evaluation is seriously hampered. There were many sound reasons as to why such a classical design was not adopted. Little purpose would be served in reiterating them here, however. Suffice it to say that the staff is aware that the present evaluation is far from adequate because of these shortcomings. Nevertheless, evaluation is possible.

The following is far from completely objective and is in many cases impressionistic, but the staff feels that these comments may serve to assist others in the development and presentation of meaningful police executive development training programs.

Participant Evaluation

Participants offered evaluations under two sets of circumstances, informal and formal.

They were first continuously encouraged to express their opinions concerning the course whenever they thought the situation merited such action. Also, staff members were specifically instructed to avoid any show of defensiveness on their part in an effort to establish a setting amenable to open and constructive criticism. As a result, a rather free flow of discussion in this vein occurred throughout the three week period.

Second, two formal mechanisms were employed to secure comments on the value of the program from the participating chiefs. As indicated previously, an individual interview was held toward the end of the course. At this session each participant was asked to present his comments. Further, every participant was required to provide the staff with a narrative evaluation report on the events of each day. The chiefs were directed to be critical when they believed criticism was appropriate.¹²

In general, the participants seemed favorably disposed toward the course. With few exceptions, they indicated that the training experienced was well designed and presented. They stated that it was pertinent to their needs and that the information and skills garnered would serve them well upon their return to their departments. One chief, however, found nothing of value in the program and another expressed strong reservations.

The chiefs had high praise for the instructional staff and their formal presentations. They found the "In Basket" exercise stimulating and useful. There seemed to be mixed emotions about the case study approach, but with more favorable than negative comments. Probably the least successful

¹²A copy of Daily Evaluation Sheet can be found in Appendix I. D.

activity from the chiefs' point of view seemed to be the work projects. While there was some support, more uncertainty was expressed concerning the value of these sessions than of any other.

The ambivalence of the class toward the work project sessions was also characteristic of the chiefs' early comments dealing with the program's non-directive approach. Their first few daily evaluations indicated a restlessness. While the vast majority assumed a "wait and see" posture, a number of participants urged greater structure and some inquired "What do you want us to do?" As time passed, however, most of the participants accepted the fact that they were responsible for their development. Their final evaluation generally supported the staff's philosophy although some bemoaned the "loss" of time involved in adapting to such an educational environment. Not all of the participants could be classified as converts, of course. Fully one-third of them expressed the opinion that more could have been "accomplished" by relying to a greater extent on the lecture method.

In conclusion then, the participants accepted the program as a rewarding experience. While there were a few detractors, they were, fortunately, a very small minority. The chiefs' attitudes can best be summarized by the fact that well over half requested that an attempt be made to schedule another program for them in the near future.

Staff Evaluation

There was not a great deal of difference between the evaluation of the chiefs and that of the staff.

COURSE CONTENT: The formal presentation offered data which helped to fill a number of informational voids. However, any attempt to rate the value of the subjects selected against other possible topics would be pure speculation. The subject matter was important and useful in the judgment of both the

practitioners and the staff, and little more can be said.

In those areas where an effort was made to impart skills directly, i.e. decision making, conference leadership, etc., only time will indicate the degree of success. However, because the level of expectation was kept to a minimum due, among other things to the amount of time available, the staff adjudged some of these endeavors successful. For example, each participant was briefly exposed to the "In Basket" technique in an effort to stimulate interest in the decision making process. All agreed that this procedure was an unequivocal success when viewed in this light.

The class handout materials and the other readings seemed quite useful as input documents. There was, nevertheless, some difficulty in those cases where the readings were not seen as directly related to "police" interests. While interpretation was difficult for some, the vast majority were capable of making and did make the necessary transfer. Further, the police administration literature is far from satisfactory, and rather than lose important ideas, the staff decided to utilize the selected articles.

METHODS OF INSTRUCTION: The lecture methods, the case study approach, and the "In Basket" technique were without doubt the most successful of the instructional methods employed during the course. Each fulfilled its designated purpose. If they are utilized in the manner previously described, the staff recommends them to anyone responsible for the development and presentation of an executive training program for police.

The panel is also recommended as a means of information input, but it is urged that specific guidelines be established for both speakers and participants prior to the opening of the session. In panel situations there was a pronounced tendency to stray from the intended subject matter. The basic reason for this seemed to be a leadership failure. The panel chairmen

refused to assert themselves either in deference to the stature of other panel members or from fear of being accused of autocratic behavior. The staff is certain that with strong leadership and clear guidelines governing discussion the panel can serve as a useful instructional technique in this setting.

The staff found the work project sessions to be the least useful of the instructional techniques. They failed due to the inability of the participants to "run their own show." When they were asked to decide on an appropriate topic and to organize themselves to analyze the selected subject they were in most cases completely lost. The staff was constantly confronted by the refrain "What do you want us to do?" No matter how many times the assigned staff member or program director suggested that the project time was theirs, they found it extremely difficult to move off dead center. Finally, in frustration, the staff members took over the leadership of most of the sessions and some progress occurred. This experience may well have been unique, but the staff feels that such work projects should only be included if the work groups receive strong direction from specially selected and knowledgeable group leaders.

The staff viewed the reading program as a conditional success. A greater amount of required reading would have been useful. Though there seemed to be considerable voluntary reading, the desired level was never secured. The library facility established at the participants' living quarters was not as successful as the staff had hoped. It did, however, prove to be a useful meeting place for the chiefs during their non-class hours.

FACULTY: With one exception,¹³ the visiting faculty performed excellently. Their presentations were meaningful and accepted as such. The most noteworthy

¹³The problem here was instructional style, not content.

conclusion to be drawn, however, is that non-policemen can teach policemen, not only in non-police areas but in police areas. While one or two of the chiefs railed about "theorists" and "ivory tower" college professors, the great majority of the participants found such presentation to be among the most useful. Further, not only did the chiefs state this position, but the staff observed their favorable reactions and the continued discussion of these presentations.

CONCLUDING COMMENTS: On the whole, the staff considered the "Chief Police Executives' Training Program" a success. It is certain that the participants gained knowledge, understanding and skills from their attendance. Unfortunately, although this demonstration provided an opportunity to test both materials and methods of instruction, it is not possible to state that these materials and methods are the best way to train police chiefs. The philosophy that executive development is self-development was applied in the real world, and to a degree, proved its efficacy. A great deal more time and effort must be expended, however, before it can be offered as "the" approach to executive development. The staff, therefore, recommends this program as "a" method and urges further field tests. Some progress has been made. Much more needs to be done!

III. Workshop on the Police Chief's Executive and Legislative Relationships

The "Workshop on the Police Chief's Executive and Legislative Relationships" was not offered as part of the original proposal. It was, instead, an outgrowth of the police chiefs' training program. Since so many chiefs requested another program, and since sufficient funds remained to support the preparation and presentation of such a session, the staff sought an extension of the grant and was given same.

While only a few of the chiefs expressed their requests concretely insofar as content was concerned, a definite pattern was clear. They desired an opportunity

to meet and explore police problems with representatives of their city governments on neutral ground and under sympathetic leadership. The staff agreed that such a meeting would be productive and began the necessary preparations.

Three factors guided the staff in the structuring of this program. First, there was a desire to extend and test further the hypothesis that executive development is self-development. The conference was, therefore, to have a non-directive orientation. Second, the staff wished to focus the participants' attention upon the external relationships necessary to the successful performance of the executive task. Third, the staff believed that this program was an obvious continuation of the chiefs' course, and that there was a great deal to be gained by building upon the rapport already existing between the chiefs involved in the previous offering and themselves.

As a result, a three day meeting entitled "Workshop on the Police Chiefs' Executive and Legislative Relationships" was scheduled in Lansing, Michigan. It was to be held on February 26, 27, and 28, 1968. Each chief who participated in the "Chief Police Executive's Training Program" was invited to attend and provided with the opportunity to invite two appropriate representatives of his city government, one each from the executive and legislative branches. He was urged to select his superior, either the mayor or city manager, and one councilman or commissioner, but the choice was left to him with the staff reserving the right of final review.

One of the more taxing problems associated with the project was the question of attendance. Individuals at this level of the governmental hierarchy often find it difficult to clear time in their busy schedules. Nevertheless, forty-four accepted and attended the workshop. They represented nineteen cities in eight states.¹⁴

¹⁴A complete roster of participants can be found in Appendix II.

The program consisted of three elements. Keynote and concluding speakers attempted to characterize the appropriate relationships. Professor Herman Goldstein of the University of Wisconsin discussed the subject from the police viewpoint in the opening address and Mr. Graham Watt, the City Manager of Dayton, Ohio, offered his impressions in a closing statement.¹⁵

The second phase of the program was a series of small group discussion sessions. On the first afternoon, three workshop groups met. All police officials were placed in one, the city executives in another, and the final group consisted of legislative representatives. Each of these groups was asked to suggest specific items for the conference agenda with particular reference to the problems of their particular group.

On the second day, the participants were once again formed into three discussion groups. This time, however, the groups were integrated with representatives from any jurisdiction was found in a group. The agenda developed during the previous afternoon sessions, served as the focal point of discussion in this day's morning and afternoon meetings.

Some items of interest which were placed on the agenda were:

1. The Role of the Police in a City of this Population Range
2. Problems of Recruiting Police Officers
3. Police-Fire Pay Parity Issues
4. Police Involvement in Budget Preparation
5. Police and Community Relations
6. Police Unions
7. Manpower Requirements

On the morning of the third day, the participants were reintroduced into their specialized groups for summary discussions and evaluation of the program.

The third and final element of the program was a series of clinics which were conducted the second evening of the conference. "Current Developments in Police Administration" and "Police and Community Relations" were discussed.¹⁶

¹⁵Mr. Watt's remarks are included in Appendix II.

¹⁶A copy of the schedule for the workshop can be found in Appendix II.

The faculty for the conference was kept to a minimum. It consisted of the two main speakers and three group leaders.

Evaluation

Once again, evaluation is exceedingly difficult. The participants were generally kind in their appraisal of the conference. A number of police chiefs indicated that the meeting served as "their first opportunity to sit down and talk man to man with their city manager." The legislative group urged further meetings. They openly stated a need for assistance in dealing with the complicated police problems facing them. The city managers and mayors generally found the program "useful" and "informative."

Nevertheless, there were a large number of reservations about the program. Probably the most significant of these was over a misunderstanding of the course's purpose. The staff admits to adding to this confusion by being tardy with proper announcements, but the real problem resulted from the program director's inability to get the chiefs to understand the non-directive approach. Further, many of the chiefs wanted the staff "to make a case" for them. They wanted not only sympathetic leadership, but outright allies. The staff did not view this as its role, and thus, confusion and conflict.

Some non-police conferees expressed a desire for greater structuring, but on the whole they seemed to view the proceedings in a better light.

While the staff was dismayed over the approximately one-third of the chiefs' and a lesser number of other participants' dissatisfaction with at least part of the program, it was a success in the staff's opinion. The many favorable comments during and after the conference, and the continued support for further programs, indicated as much. Finally, the staff is certain that in a significant number of cases, the participants realized for the first time the need for constant and open communication between the police chief and the city's administration.

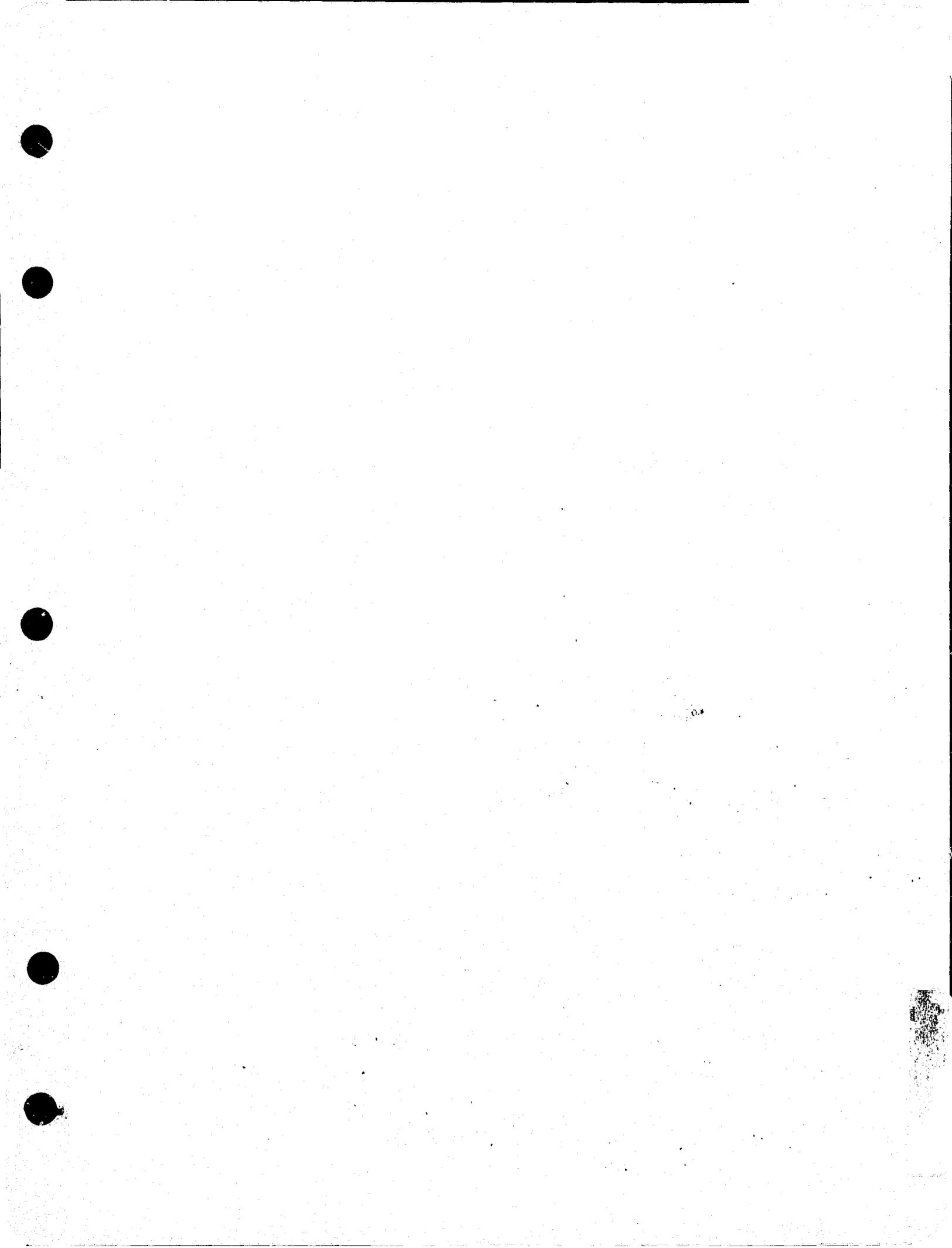
IV. Summary

This grant resulted in the development and presentation of two training programs to a total of seventy-five participants from thirty-two cities in ten states.

As educational experiences, these programs provided police chiefs and other governmental officials with a considerable amount of information and a number of useful insights which will assist them in the successful accomplishment of their respective roles.

From an experimental point of view, they offered the opportunity for a preliminary evaluation of certain methods and materials in the training of chief police executives.

As for the prime question, whether or not they will help to significantly improve the level of police leadership only time can provide that answer.



APPENDICES

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1. Schedule for Chief Police Executives' Training Program
2. Roster of Participants

APPENDIX I.B.

1. Personal Development Inventory for Police Executives
2. Management I.Q. Test

APPENDIX I.C.

1. Case Study Groups (Assignments)
2. Work Project Groups

APPENDIX I.D.

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APPENDIX I.E.

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APPENDIX I.F.

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2. Fundamental Considerations of Management
3. The Political Official and the Police Chief
4. Planning - Organization and Management
5. Policy - Policies in Police Operations
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4. Steps in the Preparation of a Staff Study
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1. Topical Outline on "Uses of Staff"
2. The Component Parts of a Staff Study
3. Staff Conferences - Conference Guide
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5. "The Assistant to"
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APPENDIX I.I.

1. Police Budgeting
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5. Phases in the Budget Cycle
6. Expenditure Process

APPENDIX I.J.

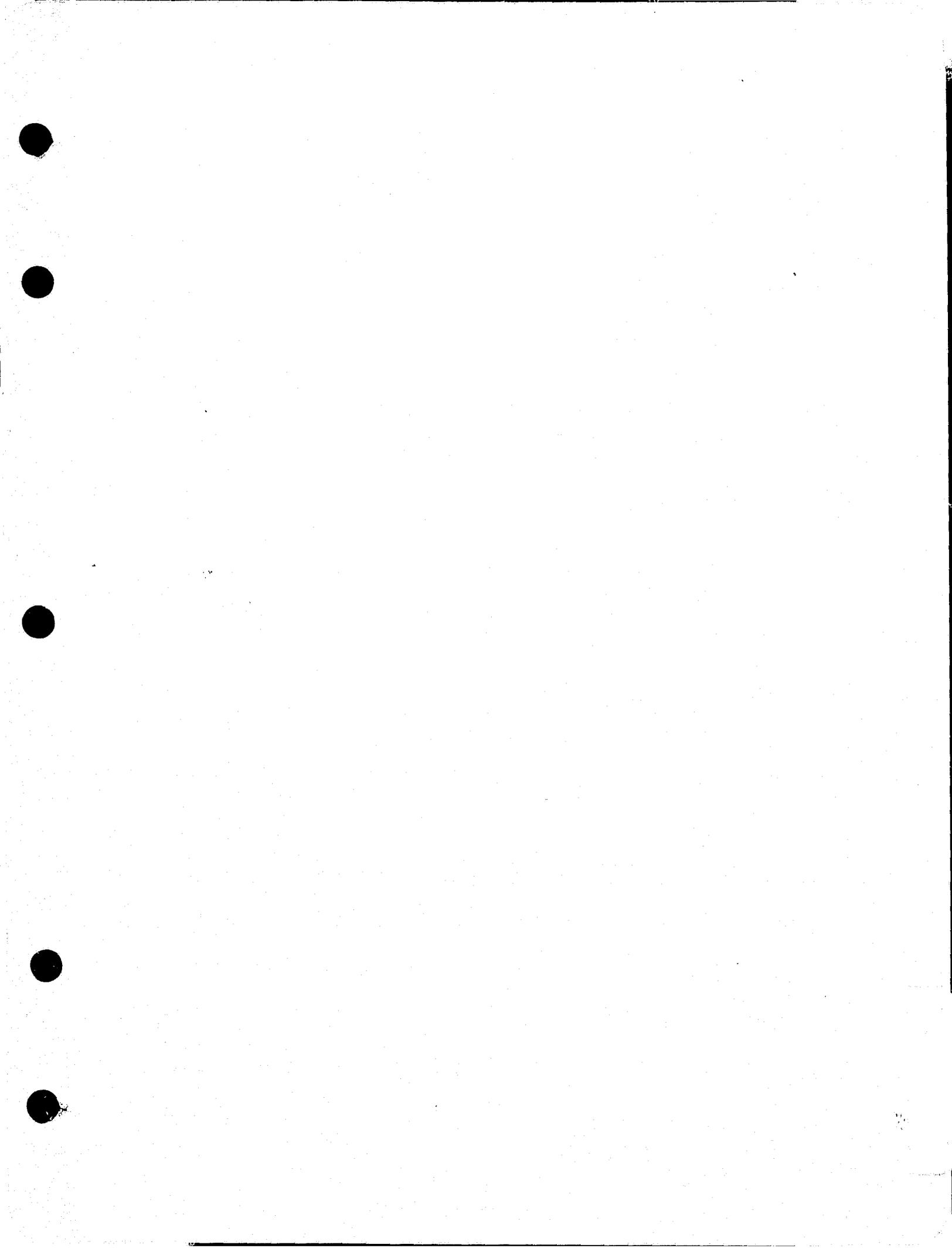
1. Curricula Development

APPENDIX I.K.

1. List of Additional Items Received by Each Participant
2. Readings for Chief Police Executives' Training Program

APPENDIX II.

1. Schedule for Workshop on the Police Chief's Executive and Legislative Relationships
2. Roster of Participants
3. Remarks by Graham W. Watt, City Manager, City of Dayton, Ohio



APPENDIX I. A.

NATIONAL CENTER ON POLICE AND COMMUNITY RELATIONS
School of Police Administration and Public Safety
Michigan State University
East Lansing, Michigan

CHIEF POLICE EXECUTIVES' TRAINING PROGRAM

April 3-21, 1967

Course Director - Raymond T. Galvin
Assistant Course Director - Vincent Swinney
Course Staff:

Paul Falzone
Wayne Hanewicz
Thomas Johnson
John Kelly
John Longstreth
Martin Miller
Richard Post

Consultants:

John Angell, Instructor
Department of Political Science
Kent State University

A. F. Brandstatter, Director
School of Police Administration and Public Safety
Michigan State University

James Fisk, Coordinator of Community Relations
Los Angeles Police Department

Herman Goldstein, Assistant Professor
Law School
University of Wisconsin

Daniel Kruger, Professor
School of Labor-Industrial Relations
Michigan State University

James LeGrande, Assistant Professor
School of Police Administration and Public Safety
Michigan State University

Gordon Misner, Visiting Associate Professor
School of Criminology
University of California

Louis Radelet, Professor
School of Police Administration and Public Safety
Michigan State University

Donald Riddle, Dean
John Jay College of Criminal Justice
City University of New York

R. Dean Smith, Director
Research and Development Division
International Association of Chiefs of Police

John Sweeney, Assistant Professor
School of Police Administration and Public Safety
Michigan State University

Hans Toch, Professor
Department of Psychology
Michigan State University

Hillard Trubitt, Assistant Professor
Department of Police Administration
Indiana University

James E. Wood, Chairman, Management Option
Training Division, Traffic Institute
Northwestern University

	April 3 Monday	April 4 Tuesday	April 5 Wednesday	April 6 Thursday	April 7 Friday
9:00 - 10:30	Registration Welcome Director A. F. Brandstatter Administration R. Galvin	Roles of the Administrator R. Galvin	Social and Organizational Change H. Toch	Administrative Decision- Making R. Galvin	Inspections and Control R. D. Smith
10:30 - 11:00	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour
11:00 - 12:00	Administration (continued)	Roles (continued)	Change (continued)	Decision- Making (continued)	Inspections and Control (continued)
12:00 - 1:30	Lunch	Lunch	Lunch	Lunch	Lunch
1:30 - 3:30	Testing and Interviewing	Testing and Interviewing	Reading Period	Work Projects	Case Studies

	April 10 Monday	April 11 Tuesday	April 12 Wednesday	April 13 Thursday	April 14 Friday
9:00 - 10:30	Policy-Making D. Riddle	Personnel Management Panel	Policy-Making II H. Goldstein	Data-Processing for Police G. Misner	Policy-Making III J. LeGrande
10:30 - 11:00	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour
11:00 - 12:00	Policy-Making (continued)	Personnel Management Panel (continued)	Policy-Making II (continued)	Data-Processing for Police (continued)	Policy-Making III (continued)
12:00 - 1:30	Lunch	Lunch	Lunch	Lunch	Lunch
1:30 - 3:30	Case Studies	Work Projects	Reading Period	Case Studies	Work Projects

	April 17 Monday	April 18 Tuesday	April 19 Wednesday	April 20 Thursday	April 21 Friday
9:00 - 10:30	Use of Staff J. Wood	Community Relations Panel	Budgeting R. Galvin	Training V. Swinney	President's Commission Report
10:30 - 11:00	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour	Coffee Hour
11:00 - 12:00	Use of Staff (continued)	Community Relations Panel (continued)	Budgeting (continued)	Training (continued)	President's Commission Report (continued)
12:00 - 1:30	Lunch	Lunch	Lunch	Lunch	Lunch
1:30 - 3:30	Work Projects	Case Studies	Reading Period	Work Projects	Graduation

CHIEF POLICE EXECUTIVES' TRAINING PROGRAM

April 3-21, 1967

List of Participants

Illinois:

Aurora
Berwyn
Decatur
East St. Louis
Evanston
Peoria

Donald Hutchinson
Frank Koller
James May
Virgil Baltezor
Bert Giddens
John Stokowski

Indiana:

Anderson
Fort Wayne
Hammond

Doyle Wright
Albert Bauermeister
James Dowling

Iowa:

Sioux City
Waterloo

James O'Keefe
Robert Wright

Kentucky:

Lexington

E. C. Hale

Michigan:

Ann Arbor
Bay City
Kalamazoo
Lansing
Livonia

Walter Krasny
Leo Cardinal
Dean Fox
Derold Husby
James Jordan

Missouri:

Florissant
Independence
University City

Clarence Boedeker
Robert Rhinehart
James Damos

North Dakota:

Fargo

Edwin Anderson

Ohio:

Canton
Elyria
Kettering
Portsmouth
Springfield

Frank Burnosky
Maurice Flood
John Shryock
T. Wilburn
I. W. Hollowell

South Dakota:

Sioux Falls

H. S. Hawkey

Wisconsin:

Appleton
Beloit
Madison
Racine

E. O. Wolff
Howard Bjorklund
Wilbur Emery
Leroy Jenkins

SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY

College of Social Science
Michigan State University

APPENDIX I. B.

Personal Development Inventory

For

Police Executives

STRICTLY CONFIDENTIAL

Questionnaire # _____

STRICTLY CONFIDENTIAL

SECTION I
OCCUPATIONAL DATA

STRICTLY CONFIDENTIAL

I. OCCUPATIONAL DATA

1. Present Occupational Title: _____

2. How long have you held this present position? _____
(total number of years)
3. How long have you been employed in this particular police department? _____
(total number of years)
4. Please fill in the following section, listing all ranks held, beginning with patrolman, indicating the total number of years spent at each level for the department presently employed in only.

RANK	YEARS

5. A) Have you ever held any positions within your present police department as a civilian (as opposed to a sworn position)?
 YES NO

(We would find any comments you might have on the above questions very helpful. If you have any enter them on the back of this page and check (x) the following space _____.)

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2. If yes, please describe below:

Brief Description of Job	For How Long of a Period

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SECTION II
EDUCATION AND
TRAINING DATA

(We would find any comments you might have on the above questions very helpful. If you have any enter them on the back of this page and check (x) the following space _____.)

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STRICTLY CONFIDENTIAL

SECTION III
PERSONAL AND FAMILY DATA

I. PERSONAL AND FAMILY DATA:

A. DATE OF BIRTH: _____

B. PLACE OF BIRTH:

1) Country (if other than U.S.) _____

2) STATE: _____

3) COUNTY: _____

4) CITY: _____

5) RURAL/URBAN ORIGIN: (check one which most nearly describes community raised in)

_____ RURAL
(Farm)

_____ SMALL COMMUNITY
(0-25,000 pop.)

_____ MEDIUM COMMUNITY
(25,000 to 100,000 pop.)

_____ LARGE COMMUNITY
(100,000 + pop.)

_____ NOT APPLICABLE, MOVED RESIDENCE
FREQUENTLY

C. RACE:

_____ CAUCASIAN

_____ NEGROID

_____ OTHER

D. ETHNIC EXTRACTION: (what ethnic stock or group have you derived from, e.g., Irish/American, Polish/American, German/American)

E. RELIGIOUS PREFERENCE: (check 1 & 2 as is applicable)

1) _____ PROTESTANT
(DENOMINATION: _____)

_____ CATHOLIC (ROMAN AND EASTERN RITE)

_____ JEWISH

_____ OTHER, Specify: _____

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2) _____ ACTIVE CHURCH MEMBER (Attends church services weekly, lay member of church hierarchy, usher, choir, etc.)

_____ REGULAR CHURCH MEMBER (Attends church services weekly or at least once a month)

_____ INACTIVE CHURCH MEMBER (Attends church less than once a month or never attends)

F. SOCIAL, RELIGIOUS, AND PROFESSIONAL AFFILIATIONS: (please list below any and all social, religious, or professional organizations and clubs in which you are a member. Please indicate any and all offices you have held or do hold. Please check the appropriate box indicating the degree of participation and activity you actually experience in each group.)

NAME OF ORGANIZATION:

OFFICES HELD:

DEGREE OF ACTIVITY:

_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active

STRICTLY CONFIDENTIAL

NAME OF ORGANIZATION:

OFFICES HELD:

DEGREE OF ACTIVITY:

_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active
_____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Very Active	Active	Not Active

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G. MARITAL AND FAMILY DATA: (Please answer 1, 2, & 3)

1) MARITAL STATUS: (check appropriate response)

- A. _____ MARRIED
- B. _____ SINGLE (never married)
- C. _____ DIVORCED
- D. _____ DIVORCED AND REMARRIED
- E. _____ WIDOWER
- F. _____ WIDOWER AND REMARRIED

2) CHILDREN:

- A. NUMBER: _____
(how many)
- B. AGES: _____, _____, _____, _____, _____, _____, _____
- C. NUMBER PRESENTLY DEPENDING ON YOU FOR SOLE SUPPORT:

(how many)

3) WIFE: (please check and/or fill in where applicable)

A. HER CITIZENSHIP

- 1. _____ foreign born
- 2. _____ naturalized citizen
- 3. _____ born in U.S.

B. HER FORMAL EDUCATION: (check & fill-in where applicable)

- 1. _____ grade school
(total years)
- 2. _____ high school
(total years) Diploma _____, _____
Yes No
- 3. _____ college _____
(total years) Degree _____, _____
Yes No

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3) WIFE, continued.

- 4. _____ special skills training
(total years)
(e.g. beautician, secretary, practical or
registered nurse, etc.) list skill here:

C. HER MAJOR OCCUPATION: (check those which apply)

- 1. _____ housewife only
- 2. _____ housewife and full time employment
- 3. _____ housewife and part time employment
- 4. If you've answered 2) or 3) above, describe very
briefly your wife's job:

D. HER SOCIAL and/or PROFESSIONAL MEMBERSHIPS: (please list
below any and all social, auxiliary, professional, or church
organizations which your wife belongs to, including all
offices or positions she may have held in these organiza-
tions)

	<u>Organization:</u>	<u>Offices Held:</u>	
1.	_____	Yes /	No
2.	_____	Yes /	No
3.	_____	Yes /	No
4.	_____	Yes /	No
5.	_____	Yes /	No

4) YOUR PARENTS: (please check and/or fill in where applicable)

A. THEIR CITIZENSHIP

1. Mother:

- _____ foreign born
- _____ naturalized citizen
- _____ born in U.S.

2. Father:

- _____ foreign born
- _____ naturalized citizen
- _____ born in U.S.

B. THEIR FORMAL EDUCATION

1. Mother:

_____ total years

2. Father:

_____ total years

C. THEIR MAJOR OCCUPATIONS (check and/or fill in where applicable)

1. Mother:

- a. _____ housewife only
- b. _____ housewife and full time employment
- c. _____ housewife and part time employment
- d. if you've answered b) or c) above, describe very briefly your mothers occupation outside the home.

2. Father: (describe very briefly your father's major occupation)

5) BROTHERS AND SISTERS:

A. Brothers (enter data as applicable)

_____ total number
(number)

B. Brother's ages, education and occupation (use a separate box for each brother)

his present age	his present age	his present age	his present age
_____	_____	_____	_____
_____	_____	_____	_____
(major occupation)	(major occupation)	(major occupation)	(major occupation)
_____	_____	_____	_____
_____	_____	_____	_____
(number of years of formal education)			

STRICTLY CONFIDENTIAL

C. Sisters (enter data as applicable)

_____ total number
(number)

D. Sister's ages, education and occupation (use a separate box for each sister)

her present age _____ _____	her present age _____ _____	her present age _____ _____	her present age _____ _____
(major occupation) _____ _____	(major occupation) _____ _____	(major occupation) _____ _____	(major occupation) _____ _____
(number of years of formal education _____ _____			

6) Do you have additional dependents?

_____ YES _____ NO SPECIFY _____

WHAT'S YOUR MANAGEMENT I.Q.?

Compiled by Ellis H. Woolley

Use of words in reading questions:

1. Complete the following alliteration:
An efficient and capable administrator, manager, or supervisor keeps clearly in mind that the parts of management are materials, machines, methods, money, and _____.
2. Supply the missing word:
Some managers, administrators, and supervisors interpret _____ as meaning "doing for." This interpretation is entirely inadequate, as it involves action on the part of but one person, while actually the word involves the coordinated action of two or more persons: it means working with others."

Match the following words by selecting those most appropriately reflecting the primary factors of each:

- | | | |
|-----------------|-----|----------------|
| 3. Organization | () | Policies |
| 4. Management | () | Charts |
| 5. Supervisor | () | Interpretation |

Multiple-choice questions--select one by letter:

6. The principles of scientific management as recognized in American industry were developed _____.
(a) In ancient times
(b) During the recent war
(c) Early in this century
7. The scientific method of modern management is identical to the method of _____.
(a) The seven liberal arts
(b) Physics
(c) Religion
8. Certain management "methods" in particular enterprises draw much criticism, when criticism should rather be leveled at _____.
(a) Stubborn stockholders
(b) Over-capitalization
(c) Faulty organization pattern
9. The purpose of organization is to determine relationships and contacts together with _____.
(a) Working hours and pay scales
(b) Limits and scope of responsibilities
(c) Profits and losses
10. Records and system are both essential to organization. Records are usually considered more so because they _____.
(a) Require less "professional" development
(b) Take up file space
(c) Are more tangible

11. Concise reports that serve some really worthwhile purpose partially discharge responsibilities of _____.
(a) Subordinates
(b) Customers
(c) Stockholders
12. The line-and-staff type of organization is an outgrowth of _____.
(a) The laws of Moses and Aaron
(b) Modern industrial development
(c) A short cut to efficiency
13. Organization charts cannot achieve the best results without the character of _____.
(a) Dualism
(b) Specialization
(c) Functionalism
14. Within the limits set up in the position description chart, supervisors are part of _____.
(a) Worker groups
(b) Management
(c) Plant equipment
15. When instructions and orders follow the lines of authority, it is proper _____.
(a) Staff advice
(b) Principle
(c) Channeling
16. When you ask an employee instead of his supervisor about another employee's work, you _____.
(a) Hurt his feelings
(b) Jump channels
(c) Create disorder
17. The major function of a supervisor is to _____ management policies.
(a) Formulate
(b) Interpret
(c) Ignore
18. When a supervisor misrepresents management, he _____.
(a) Jeopardizes his own position
(b) Stimulates management to get along
(c) Takes the part of the worker
19. To perform a staff function in an organization is to _____ only.
(a) Give orders
(b) Advise
(c) Interpret

20. Lines of supervision should be considered as lines of authority in which _____.
- (a) Advice is given
 - (b) Industrial Relations act
 - (c) All orders must flow
21. Clarification of responsibilities and authority makes for strong _____.
- (a) Policy-making
 - (b) Advice acceptance
 - (c) Supervision
22. An important part of every supervisor's job is to represent management accurately to the workers by _____.
- (a) Reading the home town papers
 - (b) Keeping them fully informed
 - (c) Distributing the work load equitably
23. Basically, the supervisor has _____.
- (a) Multiple responsibilities
 - (b) No "management" responsibilities
 - (c) A single duty
24. The terms manager, administrator, and supervisor have been used interchangeably in this quiz. This has been done purposely to _____.
- (a) Confuse managers
 - (b) Emphasize breadth of responsibility
 - (c) Establish limits of supervision and management
25. If, as a result of organization charts, system, records, and reasonable work load, you are able to delegate all your routine work to others, you _____.
- (a) Are entitled to promotion
 - (b) Are doing all that the job offers for your talent
 - (c) Conform to the best estimates of what a manager or supervisor should do

The following True-False questions should be prefixed by a T or F:

26. _____ The first consideration of a supervisor is development of an effective working organization.
27. _____ An effective organization can always be built around a group of loyal employees.
28. _____ Instruction is a tool available to the supervisor for the purpose of increasing and improving production.
29. _____ The well-trained working force is a result of maintaining a large training department.
30. _____ The supervisor should see that all employees are sent to training classes.

31. _____ In planning for training, the supervisor should make a Trade Analysis preparatory to selecting those who are to be taught.
32. _____ The supervisor must be aware of the fundamentals of learning and teaching.
33. _____ It is an error to assume that others are equally interested in a subject that has management sanction or approval.
34. _____ Teaching is complete only when the learner has learned.
35. _____ Limitations of the lecture method of instruction include insufficient evidence of learner's understanding.
36. _____ Lectures may be supplemented by questions, illustrations, and charts.
37. _____ Small groups and individuals can best be instructed by the Direct Instruction Method.
38. _____ Study from text and recitation can be used to extend the time devoted to the subject.
39. _____ The number of "learning impressions" should be controlled by the instructor.
40. _____ A unit of instruction is generally a usable division of subject matter.
41. _____ Correctly phrased questions have value because they require active participation of the learner.
42. _____ When the work force is constant and stable, training can be suspended.
43. _____ The modern supervisor considers current technical information necessary to job accomplishment.
44. _____ Training can be used to establish a strong relationship between the supervisor and the worker.
45. _____ In training a worker, the first thing the supervisor should do is show in detail how the job is performed.
46. _____ Another instruction rule is to emphasize how not to do the job.
47. _____ A good rule to follow in giving instructions or orders is to provide just as much information at one time as you possess, and put it in writing if necessary for emphasis.
48. _____ There is doubtful relationship between a versatile work force and cyclical variations in production.

49. _____ Standardized procedures and schedules for instruction are desirable in repetitive operations.
50. _____ The attitude of supervisors and managers toward training should be one of sincere interest and willingness to teach.
- The following True-False questions are based on Factors and Development of Leadership:
51. _____ A supervisor should make an analytical study of his responsibilities in order to develop planning, coordination, avoid weaknesses in the organization, and make effective use of people's capacities.
52. _____ Washington, Napoleon, and Lincoln are often referred to as born leaders; the man who is not a born leader is doomed to failure.
53. _____ A study of the actions of recognized leaders may greatly increase one's knowledge of leadership.
54. _____ Leadership qualities include knowledge of technical and mechanical elements, and personal characteristics of people.
55. _____ A good supervisor on a sizable project seldom delegates any of his authority to a subordinate if he anticipates satisfactory completion of the project.
56. _____ A supervisor cannot maintain the respect of his men if he apologizes or admits a mistake.
57. _____ Leadership is won or earned and is developed; it is not acquired by delegation or endowment.
58. _____ In attempting to improve his leadership, the supervisor must look forward and must forget his past actions which have led to failure or success.
59. _____ The supervisor's authority is final--his is the last word.
60. _____ The supervisor can delegate duties and responsibility, but ultimate responsibility of the supervisor for the work cannot be passed on to anyone else.
61. _____ If training is used to build a skilled and reliable working force, less of the other phases of leadership will be required of the supervisor.
62. _____ It is all right to "alibi" to an employee if you have a good excuse.
63. _____ The motivating factor among most employees is to be paid at the end of the week and to be told what to do.

64. _____ Most people are inclined to "ride hobbies" and place undue emphasis upon certain factors to the detriment of others.
65. _____ Many shortcomings are habits engaged in without conscious thought; having been acquired, they are often mistakenly held to be inherited and incapable of change.
66. _____ Misunderstanding is frequently the cause of imagined unfairness.
67. _____ An employee's private problems should have preference over the work load in case of a request for leave.
68. _____ Bullheaded people are usually conceited.
69. _____ Most people are sensitive to any suggestion that they lack the qualities of leadership.
70. _____ Establishing procedures and practices that save time, effort, and money are more important than building morale in an organization.
71. _____ Delegation of authority is associated with responsibility for getting the job done.
72. _____ A good supervisor supplies a complete plan of the job operation when delegating responsibility.
73. _____ A supervisor can often help a dissatisfied worker if he finds out which of the worker's needs or desires are not being met.
74. _____ The more details a supervisor handles by himself, the better executive he is likely to be.
75. _____ The major function of a supervisor is not to formulate policies but rather to interpret them and carry out procedures necessary to effect the policies in his particular unit.
- Multiple-choice questions--select one by letter:
76. Orders that are extremely detailed should be _____.
- (a) Clearly stated
 - (b) In writing
 - (c) Illustrated
77. A supervisor can go a long way toward improving his group working conditions he takes time to consult _____ relative to work situations.
- (a) An astrologer
 - (b) The boss
 - (c) Capable employees

78. When orders are given that impose entire responsibility on the shoulders of the supervisor they are known as _____ orders.
(a) Implied
(b) Suggestive
(c) Command
79. To get more cooperation, it is common to use _____ orders.
(a) Implied
(b) Request
(c) Suggestive
80. To a group of experienced workers, it is common to use _____ orders.
(a) Implied
(b) Command
(c) Direct
81. Though money is important, there are other factors which greatly affect the employee's job performance from day to day. They are generally headed by _____.
(a) Wine, women, and song
(b) Family and home life
(c) Educational background
82. The worker is most apt to be contented if he has _____.
(a) Regular employment
(b) An "easy" job
(c) His home paid for
83. The most satisfying reward to the average worker is _____.
(a) Overtime work assignments
(b) Public credit for a job well done
(c) A pay raise
84. Uncongenial surroundings cause workers to be _____.
(a) Incompetent
(b) Lazy
(c) Dissatisfied
85. Proper placement and adequate use of talent is the responsibility of the _____.
(a) Hiring office
(b) The supervisor
(c) The employee
86. "Discipline" has several meanings and connotations. Because of its derivation from disciple, the supervisor should put _____ as the #1 definition in his use of the word.
(a) "Penalty for breaking rules"
(b) "Train to obedience"
(c) "Educate oneself to the habit of conforming"

87. Misunderstanding of regulations, laziness, and lack of interest are subjects for _____.
(a) Discharge
(b) Retraining
(c) Reassignment or transfer
88. Some employees are fond of horseplay. Several remedies have been used to advantage in stopping the inclination, including _____.
(a) Buy him a horse
(b) Send him home for a day or two
(c) Give him more responsibility
89. There are several effective ways to reprimand a worker, if you must--particularly _____.
(a) By humiliating him
(b) In a loud and spicy manner
(c) Strictly in private
90. Squelching false rumors promptly may help to _____.
(a) Avoid labor disturbances
(b) Keep management from complaining
(c) Better supervisor relations
91. After a worker has been reprimanded or warned, the supervisor should make sure that he realizes the importance of his mistake by _____.
(a) Reminding him of it from time to time
(b) Withdrawing privileges for a while
(c) Helping to avoid repetition of the offense
92. Dissatisfaction is often due to a supervisor's failure to _____.
(a) Inform workers of changes in policies and procedures
(b) Send birthday greetings
(c) Reprimand while the matter is "hot"
93. It is often said "The real leader is not afraid of occasional mistakes." He _____.
(a) Places the blame on his people
(b) Doesn't "pass the buck"
(c) Never repeats mistakes
94. No supervisor is entitled to the confidence of his men until he demonstrates his ability to _____.
(a) Give orders
(b) Get pay increases
(c) Plan for them
95. Strikes can most often be avoided by use of which of these methods? _____.
(a) Invoke the provisions of the Wagner Act
(b) Early adjustment of grievances
(c) Use of arbitration

96. A program or activity designed to develop "beneficial suggestions" should _____.
- (a) Pay large returns to inventors
 - (b) Reduce absenteeism
 - (c) Improve job satisfaction and vocational interest
97. To effect improvement in methods and techniques in his department, the supervisor should _____.
- (a) Call in plant engineering
 - (b) Assign the job to his crew
 - (c) Apply work simplification methods
98. The present-day supervisor should know the correct answer to compensation problems of people in his organization because _____.
- (a) He can thus get them more money
 - (b) Employees are better informed today
 - (c) They want to retire earlier
99. Types of compensation fall into three groups, namely _____.
- (a) Light, medium, and heavy duty
 - (b) Real, monetary, and intangible
 - (c) Faith, hope, and charity
100. A system of employee efficiency and merit rating will prove of value in showing supervisor and employees _____.
- (a) Safety factors
 - (b) Weaknesses and strong points
 - (c) Differences of opinion

Match the following books with their authors:

- | | | |
|--|-----|------------------------|
| A. The Republic | () | Veblen |
| B. The Prince | () | Rousseau |
| C. The Social Contract | () | Whyte |
| D. Wealth of Nations | () | Marx |
| E. The Federalist | () | Carnegie |
| F. Capital | () | Plato |
| G. Theory of the Leisure Class | () | Machiavelli |
| H. How to Win Friends and Influence People | () | Hamilton <u>et.al.</u> |
| I. The Managerial Revolution | () | Smith |
| J. Industry and Society | () | Burnham |

APPENDIX I. C.

CASE STUDY GROUPS
(Assignments)

GROUP A	GROUP B	GROUP C	GROUP D
Bjorklund	Baltezor	Anderson	Bugenske
Boedeker	Bauermeister	Dowling	Flood
Cardinal	Burnosky	Gibson	Hale
Chamberlain	Emery	Hawkey	Jordan
Damos	Fox	Hollowell	Koller
Giddens	Jenkins	Husby	O'Keefe
Krasny	May	Hutchinson	Riddle
Wilburn	D. Wright	Rinehart	Shryock
	R. Wright	Stokowski	Wolff

CASE STUDY GROUPS
(Room Assignments)

GROUP A	GROUP B	GROUP C	GROUP D
April 7 Room 32 Union Building #8	10 Kellogg Center #1	13 405 Olds #3	18 Kellogg Center #7
Room 405 Olds #7	Room 32 Union Building #8	Albert Pick Motel #1	Kellogg Center #3
Albert Pick Motel #3	Kellogg Center #7	Room 32 Union Building #8	405 Olds #1
Albert Pick Motel #1	Kellogg Center #3	Albert Pick Motel #7	Room 32 Union Building #8

Work Project Groups

Group I (Civil Disturbances)

Baltezor
Bauermeister
Burnosky
Hale
Husby
Hutchinson
Koller

Group II (E.D.P.)

Damos
Jenkins
May
Stokowski

Group III (Inspections and Control)

Bjorklund
Boedeker
Cardinal
Emery
Flood
Fox
Giddens
Jordan
Krasny
Rinehart
Wilburn
R. Wright
Wolff

Group IV (Personnel Management)

Anderson
Dowling
Hawkey

Group V (Personnel Evaluations)

Hollowell
O'Keefe
Shryock
D. Wright

APPENDIX I. D.

APPENDIX I. E.

3

IN-BASKET ASSIGNMENTS

April 6	April 7	April 10	April 11
Anderson Eugenske Dowling Emery Hale	Baltezor Bjorklund Boedeker Flood Jordan	Bauermeister Cardinal Fox Gibson Hollowell	Hawkey Husby Koller O'Keefe
April 13	April 14	April 17	April 18
Burnosky Chamberlain Giddens May Riddle	Hutchinson Jenkins Rinehart D. Wright	Damos Krasny Shryock Wolff	Stokowski Wilburn R. Wright

Report 401b Olds Hall at 1:15 p.m. on date of assignments.

INSTRUCTIONS

You are now going to participate in a relatively new type of activity. Although the time period is short the problems are typical and real-life and should be given your serious attention. You will work as if you were Chief of Police, X Police Department which employs 100 people. The day is Wednesday, April 12, 1967. It is 7:45 A.M. and you have just arrived at your office. The enclosed materials were left in your IN-BASKET by Miss Devine.

You are to go through the entire packet of materials and take whatever action you deem appropriate on each item. Every action you wish to take should be written--all letters, memos, and instructions, including memos to your secretary, and memos to yourself. You may write notes directly on the pieces of correspondence or attach notes by means of the paper clips provided. It is important that you put yourself completely in the Chief's situation!

Although recognizing that you must operate almost solely on the basis of past experience and knowledge, you have the following letter from your predecessor:

EXHIBIT IV

March 31, 1967

Dear Chief:

I know that any advice or information given by me may be suspect and biased; but, since I enjoyed my tenure with X Police Department and have retired under very pleasant conditions and have generally enjoyed my working relationships with the management, I thought (as I told you earlier) the following may be of some help to you in getting geared-in. Certainly, I do not mean to be presumptuous nor is any offense intended. Here, then, is my capsule size-up of the people that you will be working with:

- Rose Devine -- Your secretary--she is loyal, smart, and has been employed by X Police Department for eight years. I found her to be very capable and helpful, and I'm sure you will too.
- Ernest Stone -- Your city manager--This is a tough one for me to handle! There is no doubt that he is far-sighted, energetic and personable, and has the best interests of the city in mind. His one fault--if he has one--is that he will tackle anything and can't say "no" to anyone. But he always seems to pull it off.
- Harry Smith -- Assistant Chief--This may be your one cross to bear. He has been with the department for 31 years and has worked himself up through the ranks. He doesn't appear to delegate much, perhaps because he has some difficulty in communicating. Needless to say, he doesn't think much of outsiders!

I hope that you enjoy working with the department as much as I did. I will be vacationing until the middle of May; but, if I can help after that, feel free to call on me.

Sam Endright

P.S. An over-simplified organization chart would look like the following:

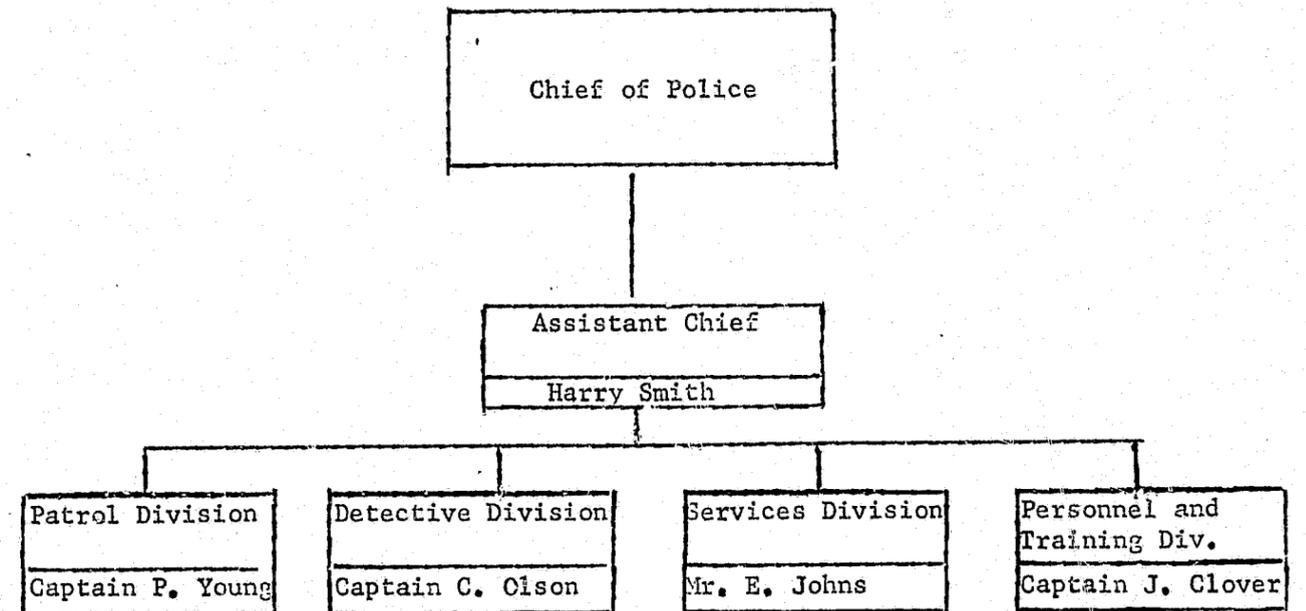


EXHIBIT V

Mormouth Motel
Lansing 6, Michigan
4/11/67

AIR MAIL
SPECIAL DELIVERY

Dear Chief:

Although this is urgent, I am writing rather than telephoning because I wasn't sure when you could be contacted by phone.

Today I bumped into Tom Hook who we, and especially Mr. Stone, have been cultivating for some time as a possible replacement for Ed Johns. As you probably know, Ed retires in four years.

Tom Hook wants me to meet him in Grand Rapids on Monday, April 24, to discuss his joining us. Although I know him fairly well, there's some doubt as to whether or not I'm the one who should talk to him. Ed Johns has accused those of us in personnel of trying to empire-build and take over all the hiring for the department--and he isn't the easiest person to get along with. Moreover, Tom will have to work under Ed for at least two or three years.

If I talk to Tom, I won't get back until very late Monday night. Please give me your advice as to what I should do.

You can contact me:

Wednesday (12th) night, after 7:00 P.M.
Great Bear Inn
Flint, Michigan

Thursday (13th) night, after 8:00 P.M.
Savoy Hotel
Detroit, Michigan

P.S. This seems to be a very good time to talk to Tom Hook. He seems particularly interested in us at this time.

John Clover
Director of Personnel
and Training

EXHIBIT VI

Peter S. Milby
Attorney - At - Law
Indianapolis, Indiana
Atwater 3-1552

April 10, 1967

Mr. Samuel Endright
Chief of Police
X Police Department
City of X

RE: Simmons vs. City of X

Dear Mr. Endright:

I have been retained by Mr. Frank E. Simmons to recover for personal injuries and property damages due to the negligent operation of your motor vehicle by your employee, Thomas Smith, on April 6, 1967 at Main and Henry Streets.

Your favorable recommendation concerning the settling of this matter to the City Council would be appreciated.

However, failure to hear from you within ten days will result in my filing action against you without further notice.

Very truly yours,

Peter S. Milby

PSM:db

EXHIBIT VIII

X Police Department
Interdepartmental Communication

PERSONAL
CONFIDENTIAL

TO: Chief Sam Endright
DEPT: Administrative Office
SUBJ: Paul Young

FROM: C. Olson, Captain
DEPT: Detective Division
DATE: April 10, 1967

I have heard through the grapevine and "unimpeachable" sources that Paul Young has been looking around and has had a job offer on which he is going to give a firm answer next week. I don't think anyone else in the department knows this yet. I just happened to catch the rumor. I know that you feel that he is one of the most valuable men in the department, and thought I would let you know about this for whatever action you want to take.

EXHIBIT IX

InterAgency Communication

Date: 4/4/67

To: Chief, X Police Department
From: Chief, X Fire Department
Subject: Harassment of F.D. personnel by police officers.

I would like to bring to your attention another incident of police officers picking on fire department personnel. Several of your officers again ticketed our trucks for blocking traffic. Said trucks had been pulled from station #7 while the apron and floor of the station house was hosed clean. Trucks were extending into the first lane of traffic, but traffic was extremely light during the time this occurred.

Such incidents only add to the bad feelings which are growing between our departments. Your predecessor refused to curb similiar actions, and worse, on the part of police officers. These actions seem to stem from last years attempt by the Fire Fighters Local to gain pay raises separate from the police department.

Action is needed, please respond.

EXHIBIT X

(Elsie Herd delivers this memo at 10:15 a.m., April 12)

TO: Chief of Police FROM: Elsie
DEPT: Administrative Office DEPT: Switchboard
SUBJ: Message from your wife DATE: April 12, 1967

Your wife said she didn't want to bother you on your first day and for me to just leave a message. First, she said that she is really happy with the new home. While she was there with the movers, the social secretary of Trevor Country Club stopped in and invited both of you to the club Friday night as honorary guests. The Elkhart club to which you previously belonged notified this local club that you had moved and wanted them to help in your getting acquainted. It is a dinner dance and starts at 8:30. Your wife was lucky enough to get a baby sitter.

E.H.

EXHIBIT XI

April 10, 1967
X City, Any State

Dear Chief:

On Wednesday afternoon, April 12, 1967, at 3:00 P.M. please expect a visit from myself and a selected delegation of local safety representatives. Those accompanying me will represent local service groups, county ministerial association, shopping center business owners association, and parent association for safety. Of this group I consider your attention to the comments of the parents to be most urgent.

I expect concrete action to result from this meeting which will improve local traffic safety. Deplorable safety conditions were brought to light following the hit and run death of the four year old daughter of Mr. and Mrs. Harold Tracy, local Methodist pastor.

Again, let me emphasize the urgent need of this meeting at the time and date indicated above. Any preparation you can accomplish prior to our meeting would be beneficial to accomplishing actual action at that time.

Sincerely,

Duane Harsh
Councilman - Fourth Ward

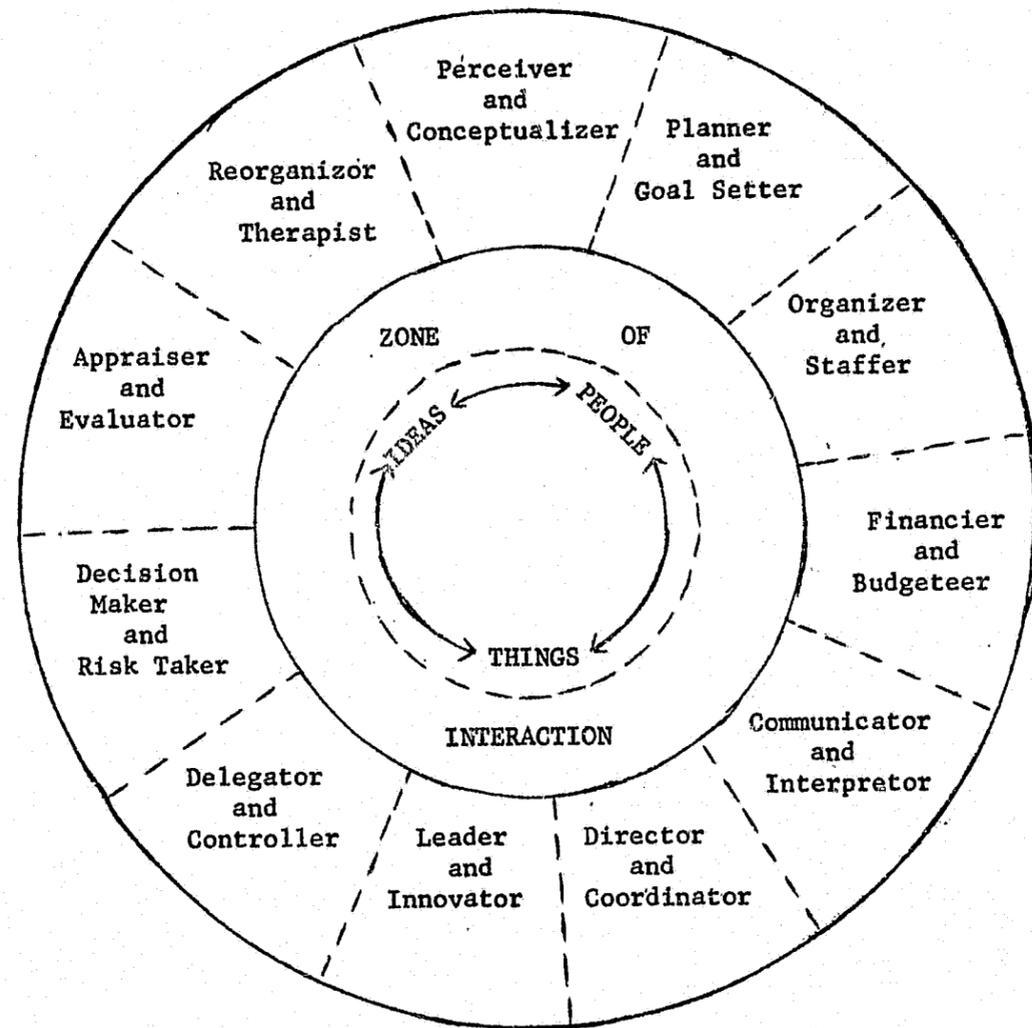
NATIONAL CENTER ON POLICE AND COMMUNITY RELATIONS
School of Police Administration and Public Safety
College of Social Science
Michigan State University

"THE EXECUTIVE"

APPENDIX I. F.

Developed As Part of
Executive Training Program
School of Public Administration,
University of Southern California

THE UNIVERSALITY OF THE EXECUTIVE PROCESS



CONTINUED

1 OF 3

THE BASIC "GOOD MAN"

EFFECTIVE INTELLIGENCE

EMOTIONAL STABILITY

INTEGRITY

HEALTH

ENTHUSIASM

ACTIVITIES AND RESPONSIBILITIES

OF

THE EXECUTIVE

1. PLANNER AND GOAL SETTER

Determines Purposes

Clarifies Objectives

Analyzes Limitations

Inventories Resources

Plans Policies, Programs, and Operations

Sets Individual and Group Standards

Places Action Programs In Perspective

ACTIVITIES AND RESPONSIBILITIES

OF

THE EXECUTIVE

2. ORGANIZER AND STAFFER

Designs Structure

Determines Relationship of Individuals and Groups

Relates Hierarchy To Objectives

Recognizes and Uses Informal Organization

Recruits and Develops Managers

Provides A Personnel System

ACTIVITIES AND RESPONSIBILITIES

OF

THE EXECUTIVE

3. FINANCIER AND BUDGETEER

Appraises Financial Resource Potentials

Secures Financial Resources

Allocates Financial Resources

Creates A Budget Program

Relates Performance To Money

Credits Results

ACTIVITIES AND RESPONSIBILITIES

OF

THE EXECUTIVE

4. COMMUNICATOR AND INTERPRETER

Opens Information Channels Upward, Downward, Horizontally, and Diagonally

(Interprets Organization To Creators (Citizens, Representatives,

Or Stockholders), To Clients (Citizen Or Customers) to

Employees, To Community Organizations, and To Other Publics)

Designs and Fosters Informational Systems

Secures Internal and External Understanding

ACTIVITIES AND RESPONSIBILITIES

OF

THE EXECUTIVE

5. DIRECTOR AND COORDINATOR

Implements Use Of Human and Economic Resources

Assesses, Balances, and Relates Individuals, Groups, and Things

Integrates Action and Purpose

Exercises Centripetal Force

Harmonizes Viewpoints

Converts Conflict Into Teamwork

ACTIVITIES AND RESPONSIBILITIES
OF
THE EXECUTIVE

6. LEADER AND INNOVATOR

Motivates

Sets Example

Inspires

Coaches and Guides

Challenges Through Innovation

Preshapes The Environment For Action

Generates Group Power

ACTIVITIES AND RESPONSIBILITIES
OF
THE EXECUTIVE

7. DELEGATOR AND CONTROLLER

Allocates Functions

Assigns Responsibilities

Decentralizes Operating Decisions

Delineates Scope Of Authority

Uses Staff Specialists Effectively

Allows Freedom To Make A Mistake

Provides An Informational System

Follows Up Pre-Set Standards By Review and Inspection Of Result

Corrects As A Training Process

ACTIVITIES AND RESPONSIBILITIES
OF
THE EXECUTIVE

8. DECISION MAKER AND RISK TAKER

Facilitates The "Law Of The Situation"

Analyzes and Classifies Decisions

Retains Or Delegates Decisions

Sets Decision Priorities

Reviews and Evaluates Decisions

Reverses Decisions

Assumes Risk For Policy, Program, Procedure, and Personnel

Accepts Challenge To Hold Or Change His Position

ACTIVITIES AND RESPONSIBILITIES
OF
THE EXECUTIVE

9. APPRAISER AND EVALUATOR

Appraises Subordinates, Superiors, and Peers

Evaluates The Situation As To Progress Or Retrogression

Reviews The Service Of The Organization To Society

Reviews Fact Finding and Investigative Activities As To

Accuracy and Bias

ACTIVITIES AND RESPONSIBILITIES

OF
THE EXECUTIVE

10. REORGANIZER AND THERAPIST

Reorients Staff To Organization Goals
Deals Sympathetically With Resistance To Change
Develops New Attitudes
Improves Channels and Procedures
Readjusts Organization Structure To People

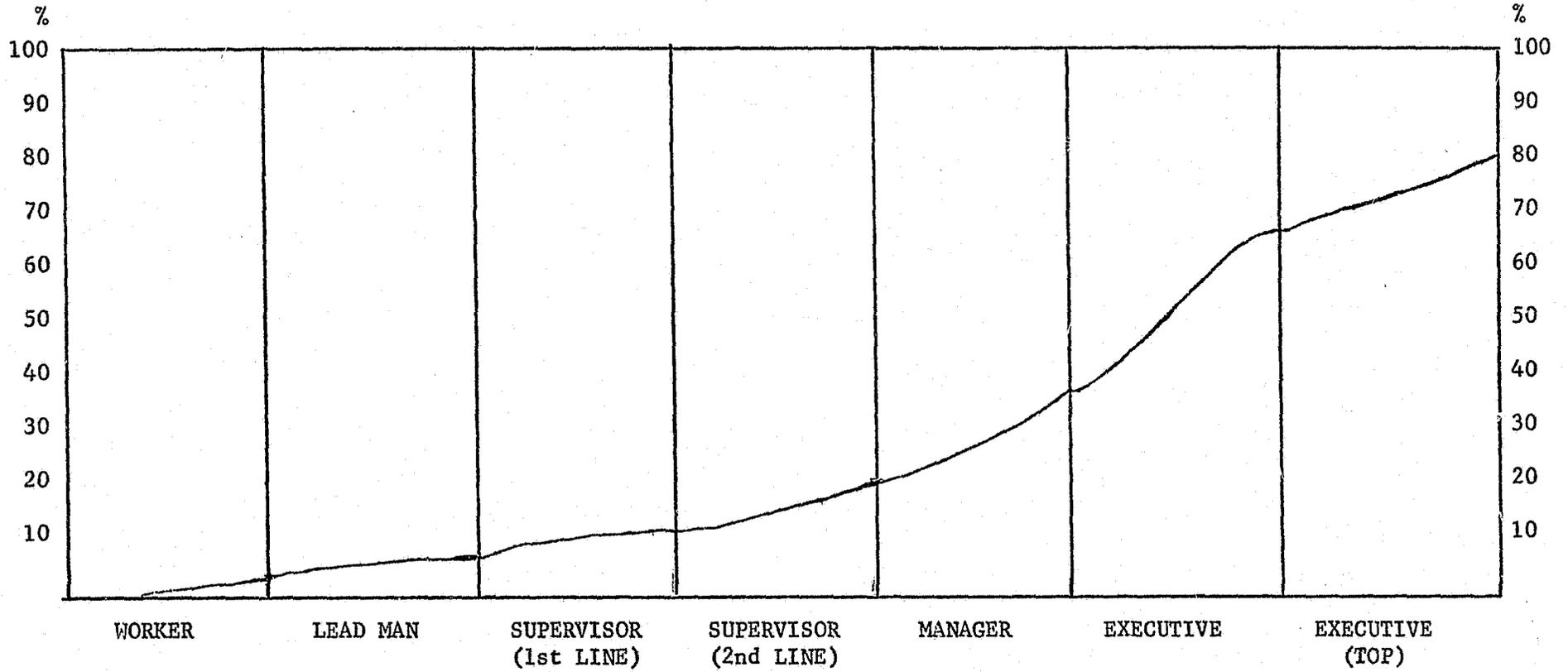
ACTIVITIES AND RESPONSIBILITIES

OF
THE EXECUTIVE

11. PERCEIVER AND CONCEPTUALIZER

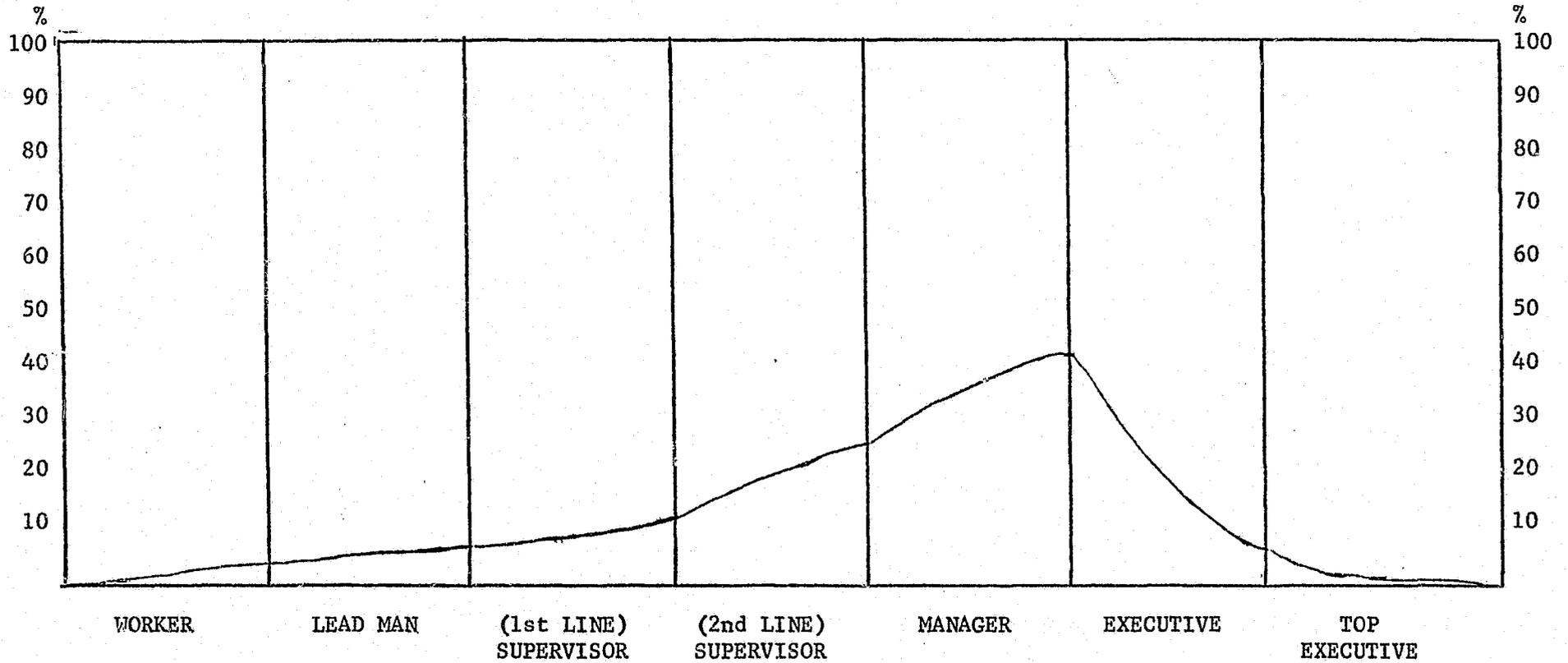
Distinguishes Fact From Fancy
Develops Sensitivity Of Himself To Others and Of Others To Each Other
Visualizes Ideas
Relates The Particular To The Universal
Understands Relationships

POLICE PARTICIPATION
GOAL SETTING--PROGRAM PLANNING



MANAGEMENT LEVELS
(IN RELATION TO TIME)

SCHEDULING OF OPERATIONS



MANAGEMENT LEVELS
(in relation to time)

BASIC QUALIFICATIONS OF THE EXECUTIVE*

1. Intelligence
2. Analytical Ability
3. Judgment
4. Initiative and Resourcefulness
5. Dependability
6. Decisiveness
7. Adaptability and Flexibility
8. Emotional Stability
9. Personality
10. Leadership (In Action)

*Adapted From Carl Heyle, Appraising Executive Performance
(American Management Association, 1958)

A DEFINITION OF "MANAGEMENT ABILITY"

The Ability To State A Goal and Reach It--
Through The Efforts Of Other People--
And Satisfy Those Whose Judgment Must Be Respected
Under Conditions Of Stress.

ACTION CHARACTERISTICS OF THE EXECUTIVE

POSITIVE	NEGATIVE
1. Alert--New Ideas	1. Slave Driver
2. Open Mind	2. Martinet
3. Sense Of Timing	3. "Soft" Disciplinarian (Coddler)
4. Sense Of Urgency	4. Snoopervisor
5. Free Market--Ideas	5. Eternal Sphinx
6. Covets A Challenge	6. Office Politician
7. Tough Minded	7. Who Did This?
8. Creative	8. Easy "Yes"--Never Do!
9. Innovator	9. Soft Soaper
10. Judgment--Dilemma Of Ideas Versus Disturbance	10. Perfectionist

SKILLS PERTINENT TO EXECUTIVE ACTION IN RELATION TO DEMAND AT FOUR LEVELS OF AUTHORITY

WORKER	FIRST LINE SUPERVISORS	MIDDLE MANAGER	TOP EXECUTIVE
IDEAS	IDEAS	IDEAS	IDEAS
PEOPLE	PEOPLE	PEOPLE	PEOPLE
THINGS	THINGS	THINGS	THINGS

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

Course Material: FUNDAMENTAL CONSIDERATIONS OF MANAGEMENT

MANAGEMENT

Management is a process which is concerned with the proper manipulation or use of all the factors in a situation so as to accomplish some end result or goal. The word implies determining the means by which a predetermined objective may be accomplished through the efforts of other people.

A definition of management with primary reference to business and industrial activity points out that: "Management is the science and the art of securing maximum results with a minimum of effort so as to secure maximum prosperity and happiness for both employer and employee, and to give the best possible service to the public in general." This definition stresses the importance of integrating the interest of the owners, persons employed by the organization, and the public.

There is a universality of management. This means that the basic managerial process and the guiding principles associated with this process apply equally well to the operation of any group endeavor be it industrial, municipal, political, social, economic, religious, or the like.

The management process consists of certain basic functions; namely, planning, organizing, motivating, and controlling. These may be studied, knowledge about them obtained, and skill in their use and application acquired.

AUTHORITY - RESPONSIBILITY - ACCOUNTABILITY

Authority - Authority is the keynote of all management activity. It is the matrix that binds and holds the parts of an organization together. It gives meaning to a person's relationship and position in a management group.

Authority establishes or otherwise signifies a relationship between two or more persons in which one of them has the right, power, or privilege to direct the efforts of the other or others. The nature and extent of this direction must be in keeping with accepted purposes and objectives of the organization. In addition, it must be in keeping with mental and physical capacities of a subordinate to perform. Furthermore, there are certain legal and social limitations to the use of authority.

Implied in the above definition of authority is the right to make decisions and the power to have them executed.

-2-

The existence of different types of authority relationships among units, segments, or divisions of an organization gives rise to different kinds or types of authority. These may be classified as line, staff, and functional authority.

Line authority is the ultimate authority in organization. It consists of an uninterrupted series of directly delegated authority to the point of impact of an authority relationship. Through its use, a person exercises direct command and control over a subordinate. Relatively speaking, line authority represents the main source of power for putting an organization into motion and for keeping it in motion.

Staff authority is subordinate to line authority. It is the authority to advise, recommend, counsel, and assist others in an organization but not to command.

Functional authority is also subordinate to line authority. This type of authority is usually restricted in that the right to command action is limited to certain specified procedures, policies, practices, and the like. Functional authority makes use of the "specialist" in organization.

Responsibility - Responsibility is the obligation to perform as directed. The person over whom authority is exercised is duty bound to strive willingly toward the attainment of specified objectives. Thus, responsibility grows out of an authority relationship.

Authority and responsibility are twins. They should be coequal and coexistent. Any other relationship between the two is direct cause for friction, misunderstanding, misdirection, and other unpleasanties and inefficiencies in organization.

Accountability - Accountability is a part of responsibility. This means that a person in striving to meet his responsibilities can expect to have the quality and quantity of his performance judged by the person who exercises authority over him.

Finally, the acceptance of AUTHORITY denotes the acceptance of RESPONSIBILITY and ACCOUNTABILITY.

MANAGERIAL FUNCTIONS:

PLANNING

Since organization exists for a purpose, management planning begins with a positive identification of goals or objectives. These goals and objectives should be capable of attainment, they should be clearly established and communicated to all concerned in an organization, and they should include a reasonable satisfaction of certain service, social, and personal wants and desires.

The managerial function of planning embraces a visualization and determination of a course of action that will lead toward the accomplishment of a particular objective. Eventually, it involves making a choice from among alternative actions. A road map is a plan. Among other things, it indicates what to do and where to go in order to reach a destination.

Planning is an intellectual activity. It is hard work. It is unpopular. Planners look unemployed.

Within an organization there will exist a hierarchy of plans. Included in the arrangement are (a) broad, long-range plans, (b) shorter-range plans which treat with departmental activities, and (c) derivative plans that describe in greater detail the roles of individuals, groups, etc.

In order to visualize and choose among courses of future action, some process of assembling, relating, and considering all available facts and assumptions is necessary. One generally accepted process entails answering the following questions:

1. What is the objective?
2. What action is necessary to accomplish it?
3. Why must this action be taken?
4. When must this action be taken?
5. Who is authorized to take this action?
6. Where will the action take place?
7. How will the action take place?

There are various types or kinds of plans. Among them are:

- Policies - broad, long-range plans or guides.
- Procedures - plans that are more specific.
- Programs and Projects - single-use or one-time plans.
- Budgets - plans that are expressed in financial terms.

Plans deal with human and non-human resources; people, money, materials, equipment, utilities, etc. Plans form the basis for control. Without plans there is no control.

A major problem in organization is to decide how far in advance planning should be attempted and in what detail. Managerial personnel should aim for that degree of foresightedness and detail where the volume of their planning is greatest commensurate with the cost and effort involved.

ORGANIZING

The managerial function of organizing concerns itself with establishing proper relationships among work, people, and work environment. It involves a study of objectives, designating functions to be formed, grouping people, and defining working relationships among them. Planning

represents potentially successful action. Organizing helps to crystallize the initial planning by properly establishing and relating human and non-human resources needed to carry out planned actions to a successful conclusion.

Organizationally speaking, the whole is greater than the sum of its parts. That is, people can do more and accomplish more collectively, through specialization, than they can individually. To achieve advantages of specialization, use is made of vertical division (departmentalization). Horizontal division (organizational levels) is created to achieve "optimum" span of control (the maximum number of persons that can be supervised effectively by a single individual).

In performing the function of organizing, the following is recommended for consideration:

1. Know objectives.
2. Break work down into component activities.
3. Break group activities into practical units.
4. For each activity, define the duties to be performed.
5. For each activity, establish authority relationships.
6. Assign qualified personnel.
7. Delegate the necessary authority.

The organization structure resulting from division and delegation is a dynamic organism. It changes and requires changes.

MOTIVATING (directing, supervising, actuating)

The managerial function of motivating, in the main, has to do with selecting the best means available to create and maintain the desire of all persons in an organization to achieve objectives willingly and in keeping with planning and organizing efforts. By proper performance of this function, managerial personnel can attain or better anticipate results from efforts exerted by the human resource within an organization. This major step in the management process is directly concerned with moving the organization. It places it in action and keeps it in action.

Motivating concerns itself with some of the more intangible areas of managerial effort. These areas highlight and stress activities and techniques associated with:

Leadership - The activity of influencing people to strive willingly for mutual objectives.

Human Relations - Integrating manpower resources for intelligent and effective use by knowing and reasonably satisfying human wants and desires and by maintaining satisfactory authority and working relationships with and among members of the organization.

Education and Training - Helping individuals to develop their potential qualities. Equipping them to better understand and adjust themselves to their work, to see themselves in relation to their surroundings, and to derive the greatest advantage and satisfaction from them, and, consequently, to render the best service to the organization.

Communication - The process of conveying meaning. It is the dynamic process by which leadership takes effect in an organization. In the main, its purpose is to get action, to direct action, and to report action.

CONTROLLING

The managerial function of controlling is characterized by checking and correcting. It is effected by comparing actual performance with planned performance and by taking corrective action when significant deviation occurs between the two. A statement of objectives and the determination of a plan must precede any performance of control.

Controlling involves the use of standards. These may be qualitative (descriptive procedures). They may be quantitative (measured or expressed in numerical terms). The better, more precise and unequivocal the standard, the better the control.

For any standard there should be an "allowable deviation." By taking action only when the allowable deviation is exceeded, managerial personnel practice the principle, "Management by Exception."

The time element is of paramount importance in controlling. Corrective action should be taken as soon as possible before, during, or after deviation from standard as the case may be, so as to prevent further deviation or other occurrences which do not conform to plan. This requires speed and accuracy in measuring and evaluating performance.

Essential steps in the control may be expressed as follows:

1. Review objectives.
2. Determine standards or elements of measurement.
3. Measure performance.
4. Compare actual with standard.
5. Decide as to the necessity of some form of corrective action - what, when, where, who, how much, etc.
6. Apply corrective action.
7. Communicate with those concerned.

Control involves, essentially, human performance evaluation. Managerial and worker personnel at all levels and in all groups must be continually asking the question, "How am I doing?"

Just as the organization structure is a dynamic entity and must change, plans and their controls must be flexible. They require periodic examination and revision to retain their effectiveness.

IMPORTANT THINGS TO THINK ABOUT

Any organization to be considered successful must produce value in measure greater than its cost. The success of the profit-seeking organization can be evaluated by comparing the value of its performance (income) with the cost of its performance (outgo).

When the OUTGO exceeds INCOME, UPKEEP will be our DOWNFALL.

Constant awareness of the symptoms of managerial shortcomings can help to improve managerial effectiveness:

- Losing sight of ultimate objectives.
- Failing to plan well enough and far enough in advance.
- Confusing the management process with "nature of work" activities.
- Withholding authority - failing to delegate enough authority.
- Being jealous of prerogatives.
- Opposing change without a thorough analysis of a situation.
- Failing to properly apportion TIME, of which there is not enough.
- Failing to recognize and make use of the knowledge and IDEAS of subordinates.

Robert M. Rompf, Assistant Professor, Business Administration
Room 241, Eppley Center
COLLEGE OF BUSINESS AND PUBLIC SERVICE

National Center on Police and Community Relations
School of Police Administration and Public Safety
Michigan State University
East Lansing, Michigan

CHIEF POLICE EXECUTIVES' TRAINING PROGRAM

The Political Official and the Police Chief*

The Case

Background

To comprehend the personalities of the principles involved in this case is to gain a more complete understanding of the entire issue. It will also be necessary to allude to religious and fraternal affiliations of personalities; this is done only that the case be presented in its entirety.

Charles Smith. Charles Smith began his public career as an agent with the Federal Bureau of Investigation in 1935. During World War II he was an administrative assistant to Bureau Chief J. Edgar Hoover before moving to the Los Angeles office. In 1951 he left the FBI after 16 years service to join the faculty of Brigham Young University in Provo, Utah; while at this institution he conducted a number of police training classes in the State of Utah and gained a reputation as a capable administrator. In 1956 he was given a leave of absence from B.Y.U. to accept an appointment as Chief of Police of Central City; the appointment was made by Mayor Arthur Stone.

It should be pointed out here that both Smith and Mayor Stone were, and are, active members in the Mormon Church, the dominant religious body in the State. The popular understanding of the people is that the invitation to Smith to become Chief of Police was issued by the Mayor at the behest of the presiding authorities of the Mormon Church, whose headquarters are in Central City.

J. Thomas Lewis. J. Thomas Lewis was Mayor of Price, Utah, from 1940-48. During this time an F.B.I. report indicated that Price was considered "wide open" during a good part of Lewis' administration. Lewis' later evident dislike of the F.B.I. seems to date from this report.

In 1948 Lewis ran for Governor of Utah on the Republican ticket and swamped his Democrat opponent in face of Truman's soundly taking the state from Dewey. Lewis was then mentioned often and favorably as vice-presidential material, not only by his own party, but by organizers of a proposed new ultra-conservative party to be headed by Senator Joe McCarthy.

*The following material was prepared under the direction of Dr. Bruce Storm of the School of Public Administration, University of Southern California.

-2-

During his two terms as governor from 1940-56, Lewis was always opposed by the state's educators, and during his second campaign was actively opposed by the U.E.A. The governor stated that teachers were a group of demagogues and, organized as a pressure group, they were a threat to democracy. Lewis' main claim to fame during his term was that he had saved the state considerable money.

Republican sentiment in the state was such in 1956 that there was a grass roots campaign in local precincts to elect delegates to the state convention who would not vote for Lewis-not necessarily pledged to anyone else. Lewis, along with George D. Cloy, was placed on the primary ballot and was defeated by Cloy. He then declared as an independent and lost a three-way race involving Cloy and the Democratic candidate, L. T. Rooney, in the fall.

In 1957 Lewis became president of "For America" an ultra-conservative organization devoted to "saving the Constitution." He travelled the country in that year and advocated repeal of the 16th Amendment.

Lewis was president of "For America" until 1958 when he declared as an independent for U.S. Senator from Utah, making an all-out campaign against Senator Arthur Wills, who had encouraged George Cloy to give up his job on the Colorado River Board and run against Lewis in the 1956 gubernatorial race. Lewis ran in third place but was successful in drawing enough votes away from Wills to let the Democratic candidate win.

In 1959 Central City municipal elections saw Lewis win the race for Mayor in a non-partisan election against a weak opponent. The voting populace showed such apathy in the contest that Princess Alice, an elephant in the local zoo, received 200 write-in votes.

Storm Clouds Gather

That feelings existed between Smith and Lewis during and after the campaign for Mayor, is a fairly-well established fact, although Lewis maintained a discreet silence during the contest. Partial reason for this silence was undoubtedly due to Lewis' awareness of Smith's tremendous personal popularity. David Robinson, the defeated candidate, had stated that, if elected, he would retain Smith as police chief; Lewis, on the other hand, pointedly made no mention of the law-man.

Shortly after Lewis won the election, he sent a letter to a number of his friends, telling them to wear the enclosed object, a clothespin, on their noses when they passed the police station. This was apparently the opening salvo to Lewis' campaign to rid himself of the unwanted Smith.

Controversy was further heightened over Lewis' objections to three assistant police chiefs; he maintained that they were an unnecessary expense. Smith said that he needed them, to which Lewis replied that there were already too many chiefs and not enough Indians.

It is well to digress for a moment to point out that Smith had a good working relationship with the other members of the five-man commission. With the exception of Lewis, all had served together during the administration of former Mayor Stewart; any controversies that may have existed were not publicized. After Lewis assumed office there was no open conflict between the commission and Smith, with the exception of Lewis. There were, however, frequent conflicts between Lewis and other commission members, mainly over the budget. At this time, under the Central City commission form of government, Lewis was Commissioner of Public Safety in addition to his duties as Mayor.

Smith Sacked

On March 21, in the Monday night meeting of the commission, Lewis informed the other members of the dismissal of Chief Smith; this move was upheld by a three-to-two vote. Voting against the Mayor was L. T. Rooney, who was the defeated Democratic candidate in the 1956 election for governor in which Lewis was the defeated Independent candidate. The two commissioners voting with the Mayor stated that they had no complaint with Smith; they felt that he had run a good department, but also felt that an executive had the right to select his subordinate officers. (One of these two commissioners was under indictment for malfeasance in office and has since been found guilty; his case is presently under appeal). There was no advance notice to Smith of the pending action at the Monday meeting, and he was not notified of the action until after the meeting.

Lewis gave no reason for his action during the meeting other than to state that he found that he could no longer work with Smith. He said, "He (Smith) apparently didn't agree with me and I just found it impossible to work with him. I have no desire to hurt the man in any way and I don't intend to go into any details about it."

However, the Mayor said department budget matters and the question of uniform allowances were only part of the troubles between them.

A rather generalized state of confusion existed in Central City for several days following the unexpected ouster. Everywhere, as people went back forth to work, the release of the chief was the major topic of conversation. The majority of the comment was heavily in favor of Chief Smith and critical of Mayor Lewis. Among many citizens, Lewis had easily become the most unpopular figure in the city with reaction ranging from mild disapproval to shock and bitter outbursts.

On Tuesday, March 22, both men made statements before the public; Smith, in a televised appearance, and Lewis before an Exchange Club meeting in Provo, a city 40 miles south of Central City. It had originally been arranged that the two would meet in the televised discussion, but Lewis chose to make his initial statement outside the capitol city.

It is interesting to note that the statements made by both men at this time, and in later utterances to press and public, contained the same charges made initially; the only new material added was substantiating evidence to earlier charges.

In his televised appearance, Smith stated that many of the problems could have been overcome had the mayor made himself available for discussion of common problems. He went on further to state that their differences were not economic and budgetary in nature; that the real reason they had not been getting along was because, "he asked me to do some things that I could not conscientiously do."

Smith charged that it was the intention of Lewis to have Central City a wide-open city, as was Price, Utah, when Lewis was mayor of that community. He also alleged that there was a concerted effort by liquor interests to force sale of liquor by the drink in Utah, with Central City the focal point of the drive. In this connection he charged that the mayor had asked him to keep "hands-off" the private clubs. He stated that an individual who owned a club in Central City had come to his office and asked his cooperation in making Lewis look good as mayor; that it was the mayor's aim, and the group backing him, to use the post as a beginning in a drive to the U. S. Senate in 1962. Smith went on to tell of a raid upon a club in the city in which gambling was taking place and that Lewis was present; the mayor was not accused of being a participant.

In reporting a conversation between the mayor and police chief, Smith stated that Lewis said, "You know, Chief, I think you're the kind of fellow who doesn't think anybody is any good unless they belong to your church." Smith went on to say that religion had been injected several times into this particular conversation and he felt that it had no place whatsoever in the issue.

The mayor's charges against the chief were centered around the theme of lack of cooperation and insubordination. It was his charge that differences between him and the chief in regard to cutting police department expenses were ruining the morale of the department.

In later televised appearances amplifications were made of earlier charges. Lewis claimed that Smith had used city employees and city materials for private purposes, and that he had given free copies of the 1958 Police Department Report to local Mormon authorities. Mayor Lewis also declared that he did not tell the former chief to "keep hands off" private club operations but said that, because of complaints of the shortage of policemen, they should be used on more important law infractions. In a further reference to Smith's religious affiliation, Lewis was supposed to have stated that Smith was more interested in fighting sin than crime.

Smith countered these charges by stating that the mayor had deliberately failed to mention that copies of the 1953 Report went to leaders of all churches in Central City as well as Mormon leaders. He also denied categorically that he had made improper use of city employees and material.

Lewis Changes Jobs

On the Tuesday morning following the firing, a public meeting was held in the commission chambers at which more than 200 citizens crowded in to protest the firing of Chief Smith. The citizens were extremely verbal in denouncing the mayor - the entire commission was present - and asked that the dismissal be reconsidered. This meeting was adjourned with no action being taken, and as Lewis left the chambers he was practically mobbed by the irate citizenry. One individual present at this meeting who has had a long personal acquaintance with Lewis, stated that the mayor "really took a beating; I've never seen him look so bad."

At the regular Wednesday morning session of the commission, Mayor Lewis proposed a shift in posts held by commission members, and as a result of this reorganization, the mayor moved from his position as Commissioner of Public Safety to that of Finance. Observers of the scene theorized later that this was what Lewis was after all the time; that he wanted the finance department but also wanted to rid himself of Smith before he changed jobs.

Even though he had publically stated that he would not protest his firing and that he would not seek to regain the lost position, it was reliably reported that Smith fully expected to be called back as chief following announcement of the switch in commission assignments. He felt that the change had been made to save face for Lewis and so that he could be re-hired, which couldn't be done as long as Lewis was Commissioner of Public Safety.

However, the new commissioner, J. K. Jones, stated, in answer to a question from a Smith supporter, that there was no chance that Smith would be taken back, that the "breach was too wide." Jones had supported Lewis in the Monday firing.

Aftermath

As before stated, the individuals concerned, although making a number of public statements, did not materially add to the charges made above. The bulk of activity has since been centered around efforts of citizens to make their views felt, and these views have been almost entirely behind Smith and against Lewis. There is no provision in Utah for the re-call or impeachment of elected city officials, so one group has concerned itself with attempting to gain enough signatures to place the re-call issue before the legislature. This is seemingly an answer to Mayor Lewis who, when told that citizens didn't like his actions in

firing Smith, retorted "they know what they can do about it." There were several public protest meetings held to support the ousted chief, but this move died when Smith said he would not protest the dismissal.

It is interesting to note the reaction of the police department to the firing. A polling of officers revealed that with few exceptions, nearly all felt that a blow had been dealt to law enforcement in Central City. Most of the officers questioned said they felt that Chief Smith, during his time as chief, had raised the efficiency, national recognition and standards of the department to an all-time high.

"Although we might not have been exactly happy with the outgoing regime," all officers concluded, "it brought this department up to the highest standards it has ever had during its history."

A post-script to police activities during the week following the Monday firing is that a detachment of officers had to be detailed to protect the mayor's house during the night. The mayor also complained bitterly about citizens calling him at home at all hours and hurling "vile insults" at him.

Religion, Power, Odds 'n Ends

Although the essentials of the case have been reported above, there are other elements that should be recorded in order that certain factors be made more clear. The points to be presented deal with the power structure in Utah, comments concerning Smith and Lewis made by interested observers of the scene, and late developments.

Power Structure

Conversation with residents of Central City seemed to typify the Smith-Lewis fracas as a struggle between the Mormon Church and the forces opposed to it. These same individuals emphasized that Central City was peculiar in that the Mormons stood on one side and those backing Lewis on the other.

Without going into historical reasons for the division, it is a recognizable situation that the power hierarchy in the area consists of four well-defined groups: the Mormon Church, the Masonic Lodge, the Chamber of Commerce, and the Catholic Church, with the last-named playing a less prominent role.

As stated earlier, Smith, a Mormon, was invited to be Chief of Police by a Mormon mayor at the insistence of the presiding officers of the Mormon Church. This would normally cause no great stir unless events spotlighted the issue, and the election of Lewis did just that, causing a division along the lines mentioned above. Smith incurred the wrath of the Chamber of Commerce shortly after assuming his position in 1956 by stating to the newspapers that Central City needed "cleaning up" before

it would become a good family town and attract new business and residents. Lewis was, and is, active in the Masonic Lodge; it was reported after the dismissal that a meeting of the Lodge's ruling body in Central City following Lewis' election, decided that Smith "had to go."

It is reliably reported that the staff of The Desert News, owned by the Mormon Church, spent a two-day period gathering a bill of particulars to be used against Lewis, charging him with malfeasance in office. The editor was not allowed to publish the story, the reason being given that while Smith was chief, he failed to prosecute a traffic violation involving a prominent Mormon leader. It was believed that Lewis would exploit this incident if he were attacked by the Mormon's official paper.

Voice of the People

The consensus of opinion concerning Lewis was that he probably wanted to be U. S. Senator, and was using the mayor's office as a rallying point around which to unite those factions which would back him in opposing a Mormon incumbent in 1962.

Lewis is described as being a very engaging person who was extremely personable, but, "like many politicians who have a strong desire to succeed, he has grasped at one or two points and is playing them to the hilt; these are to save taxes and extreme economy, and the voters love that."

Lewis is further described as being an extremely poor administrator. A man who, first and last, is a politician who could work all angles to his advantage. But in his first attack on Smith, Lewis aroused the Mormon opposition along with other factions opposed to him, and this was a maneuver that boomeranged into a severe set-back for his political ambitions.

Charles Smith was acknowledged to be an outstanding administrator, even by those who did not like him personally. That he had tremendous personal popularity among the voters there is obvious, but this following was not sufficient to save him from dismissal. Even though Smith had good relations with other members of the Central City Commission, his seemingly superior manner undoubtedly cost him support when it came to a show-down vote on the firing. His religious affiliation probably kept him from establishing a close and harmonious working relationship with non-Mormon elements who could have brought pressure to bear on the mayor, and the impression he gave some quarters of fighting sin and not crime lost him further support.

Smith's handling of the situation following the dismissal did help his cause. He underplayed his own role and was very skillful in appearing humble before the people. This humility did much to recoup his strength among those who had previously accused him of having a superior attitude.

Later Events

Shortly after the dismissal Smith said that he would not turn down a draft for governor; this was in answer to his supporters who were urging him to seek the office. At the Republican state convention on May 7, 1960, Smith declared himself to be an active candidate for the Republican nomination for governor.

As further evidence of the growing support for his political ambitions, Smith was also selected as a member of the state G.O.P. delegation to the national convention. Lewis, who had also announced his candidacy for a delegate's slot, ran last in the field of those seeking to make the trip to Chicago.

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
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MICHIGAN STATE UNIVERSITY

PLANNING

ORGANIZATION AND MANAGEMENT

ORGANIZATION - PLANNING

Police objectives are achieved most effectively and economically through the efficient operation of three inter-related processes: viz., planning, doing, and controlling. Of these, planning is basic. Without it, effective direction, coordination, and control are impossible.

Planning Defined

Planning is the process of developing a method of procedure or an arrangement of parts intended to facilitate the achievement of a defined objective.

Plans are found in a variety of forms. The budget is a work plan in terms of expenditure requirements. An organization chart represents a plan.

The Value of a Plan

A plan implements policy and clarifies it by defining more precisely an immediate objective or purpose and outlining what is to be done to achieve it.

A plan serves as a guide or reference in both training and performance. It simplifies the direction of the members of the group, facilitates the coordination of their efforts, and places responsibility.

The planning process gives continued attention to the improvement of practices and procedures.

A plan enables a check on accomplishment.

Wise planning assures the most effective and economical use of resources in the accomplishment of the purpose of the organization.

The Nature of Police Planning

Police plans may be classified in a number of ways. To facilitate orderly discussion, they are here arbitrarily divided into management plans, operating, procedural, tactical, and extra-departmental. This classification with its terminology may be controversial.

Management Plans

Management plans relate to the problems of equipping, staffing, and preparing the department to do the job, rather than to its actual operation

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as an organized force. They include the organization plan (with definitions of the duties of the component organic units), the budget, and procedures relating to accounting, purchasing, and personnel management (recruitment, training, rating, selection for promotion, discipline, and welfare).

Operational Plans

These include the work programs of the line divisions. The work to be done to accomplish the purposes of patrol, crime investigation, traffic etc., must be analyzed from the point of view of the nature, time and place of the component tasks, and measured in terms of manpower and equipment requirements. Men and equipment must be assigned to each branch of service; specific objectives must be defined and methods of action developed for their achievement. Some procedures relating specifically to the accomplishment of these objectives will also be planned.

Procedural Plans

Included here is every procedure that has been outlined and officially adopted as the standard method of action to be followed by all members of the department under specified circumstances. These plans constitute the standard operating procedures of the department.

Procedural plans include reporting regulations, record-division operations, dispatching procedures; procedures to be followed in stopping, questioning, searching, handcuffing, and transporting persons whose actions, in a vehicle or on foot, arouse the suspicions of an officer.

Tactical Plans

Are restricted to methods of action to be taken at a designated location and under specified circumstances. Tactical plans represent the application of procedures to specific situations. Action that is to be taken in the event of a jail emergency or when a report is received that a robbery is in progress or has just been committed at a specified location, such as at the First National Bank, are examples of tactical plans.

Extra-departmental Plans

Extra-departmental plans include those that require action or assistance from persons or agencies outside the police department, or that relate to some form of community organization.

Scope of Planning

Planning needs are not the same in all departments. Units of government sometimes employ an outside staff to plan a complete reorganization of the force with a modernization of all departmental procedures. In such an undertaking, research is necessary to provide an inventory of personnel, equipment, and buildings, and to appraise police-service requirements. On the other hand, a department may undertake a similar basic

overhauling of its own organizational structure and operating procedures over a somewhat longer period of time. Other departments, on the contrary, have carried on a satisfactory planning program over the years. Their plans are usually stabilized and there may be little to be done except to keep them up-to-date.

Organization for Planning

The chief of police has ultimate responsibility for planning, just as he has final responsibility for all processes operating in the organization. Except in the small force, he will not have the time to carry on department-wide planning and to supervise the planning process throughout the department. For this reason provision must be made for a planning unit for plans that are department-wide in scope and for supervising the planning process throughout the department. In a small force, planning responsibilities may be placed on a designated officer.

Duties of a Planning Unit

The planning unit should consider stimulation of the planning process as a first responsibility. The duties of the planning unit may be best described by saying that it performs planning duties that would be performed by the chief if he had sufficient time.

The duties of the planning officer or unit may be listed as follows:

To review and analyze periodically all department plans.

To modernize and improve plans that are department-wide in scope.

To suggest the modernization and improvement of operational plans of operating divisions.

To lend such assistance to the operating divisions in the preparation and improvement of their plans as they may desire.

To analyze the operation of plans to ascertain their suitability; when a new plan is placed in operation; to discuss its weaknesses with operating personnel and to effect needed improvements in it.

The Stimulation of the Planning Process

It should be understood at the outset that planning is a process that permeates the entire organization. Planning must be in operation at every level and in every functional unit of the organization. Since this is so, no one person may be given total responsibility for planning.

The purpose of organization for planning is to stimulate the planning process. Insofar as the creation of a planning unit accomplishes this purpose, it is achieving its end. The planning unit, however, should

not do all department planning. A planning unit or a part-time planning officer is tempted to take over the entire process rather than to stimulate it. This hazard should be recognized and guarded against.

Recognition of the Need for the Plan

If the need for the plan is not recognized, the plan obviously will not be prepared. It is important, therefore, that attention be given to the discovery of the need. Otherwise, essential planning will not be done and the effectiveness of operations will consequently be impaired.

POLICE ORGANIZATION AND MANAGEMENT

Administrative Planning

From an administrative point of view, a plan of operations is a synthesis of various plans: annual, long-term, short-term, and special. The need for a plan of operations is recognized by all, but the practice of providing one is not yet general. Planning is the working out in broad outline of the things that need to be done and the methods for doing them in order to accomplish the purpose set for the enterprise. It involves a forecast of the future problem and a scheme for meeting it. Police problems involving crime, delinquency, vice, and traffic occur and re-occur in time and place with such a high degree of regularity, that administrative predictions are possible. Accurate estimates of the situation can be prepared and from them short-term, long-term, and special plans can be formulated.

Perhaps one reason for the lack of planning in the field of police administration is the great effort required and the lack of managerial ability to sustain such effort; another is the fact that the basic data necessary for estimate and planning are not available in the average police organization. The extent and quality of police intelligence or administrative data depend upon the character and administration of the police record system. Expert surveys of police departments in the United States reveal a wide range in the character of police records administration.

LAW ENFORCEMENT TRAINING PROGRAM
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POLICY

Policies in Police Operations

- I. Policy, and How It Differs from Rule
 - A. Definition of policy
 - B. Definition of rule
 - C. General interpretations
 - D. Characteristics which distinguish
- II. Essentials of Policy Formation
 - A. Definite, positive, and clear
 - B. Translatable into practice
 - C. Flexible yet highly permanent
 - D. Cover all foreseeable situations
 - E. Founded on facts and sound judgment
 - F. Conform to laws and public interest
 - G. General statement rather than detailed procedure
- III. Why Policy Should be Reduced to Writing
 - A. Lessens misinterpretations and error
 - B. Provides a check list
 - C. Constitutes useful instructional device
 - D. Failure to write is admission of weakness
- IV. Why is Responsible for Formulating Policy
 - A. Control must lie at top management level
 - B. Policy maker seeks staff aid and guidance
 - C. Not only a police concern
- V. Steps in the Development of Policy
 - A. Determine objectives
 - B. Outline problems
 - C. Consider practical aspects
 - D. Test and analyze
- VI. Prescribing Procedures and Rules
 - A. Consider objectives, problems, and policies
 - B. Make it a job analysis
 - C. Make it extensive enough to maintain uniformity
 - D. Be brief as possible with clarity
 - E. Follow standard pattern
- VII. An Example of Policy Application in Tolerance in Enforcement
 - A. The policy is identified
 - B. How to justify
- VIII. Operational Areas Needing Policy Formulation (Examples Only)
 - A. In accident investigation
 - B. In traffic law enforcement
 - C. In traffic direction

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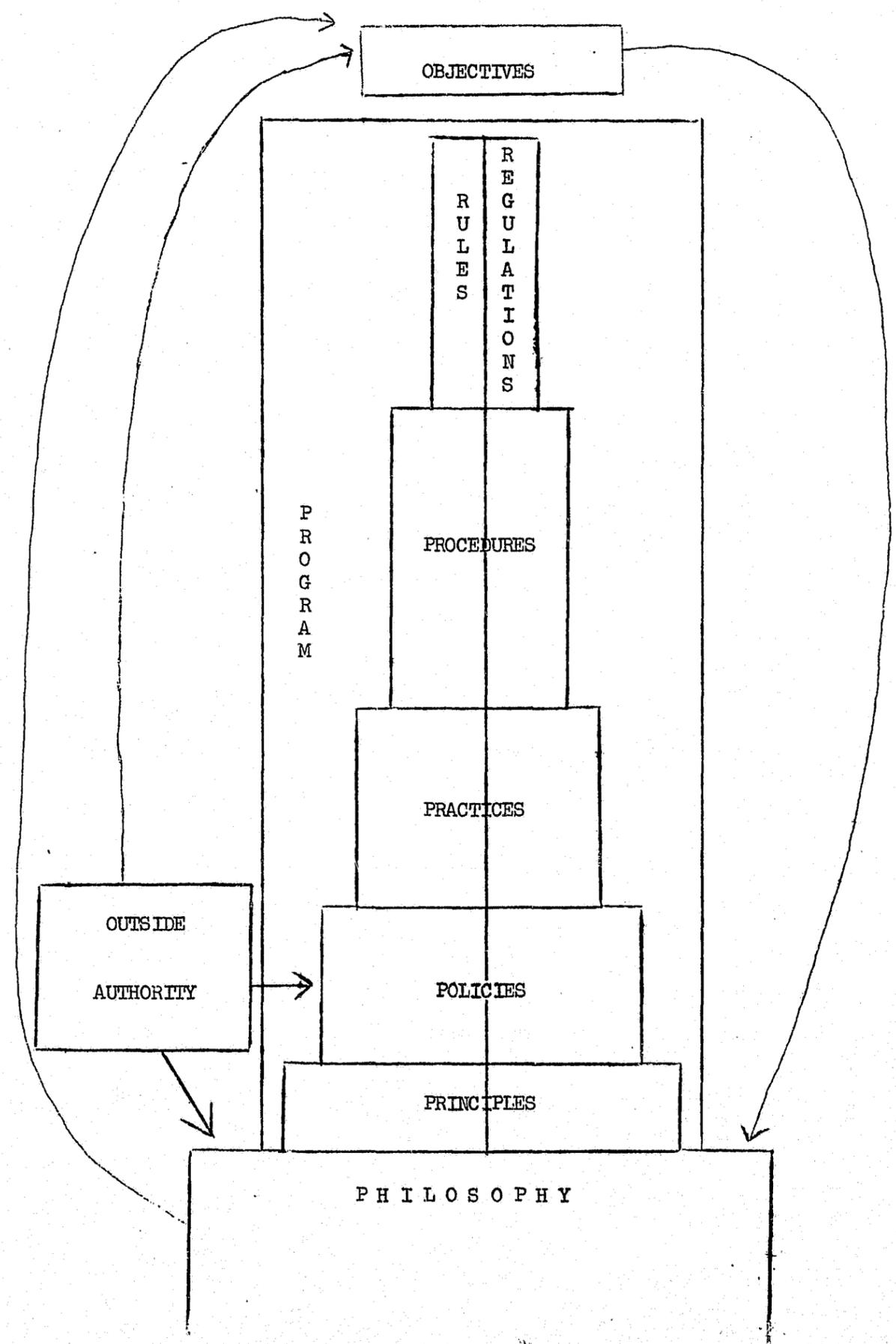
Policy Formulation in Police Management

by Nelson A. Watson
Field Service Division
International Association of Chiefs of Police

- I. WHAT POLICY IS
 - A. Term Used in Different Ways
 - B. Definition
 - C. Anatomy of Administrative Concepts
 1. Philosophy
 2. Objectives
 3. Principles
 4. Policies
 5. Programs
 6. Practices
 7. Procedures
 8. Rules and Regulations
 - D. The Role of Policy
- II. WHY POLICY IS NEEDED
 - A. Guide to Action
 - B. Consistency and Measurement
 - C. Translates Philosophy into Action
 - D. Implements Objectives
 - E. Stability and Continuity
 - F. Administrative Tools
 - G. Policy and Decision-making
- III. SOURCES AND DEVELOPMENT OF POLICY
 - A. Authority and Responsibility
 - B. Limiting Factors
 - C. Sources of Policy

- D. Development of Policy
- E. Methods of Deciding on Policy
- F. Broad Participation
- G. Ultimate Responsibility
- H. Policy Levels
- I. Steps in Policy Development
- IV. POLICY COVERAGE
- V. ESSENTIALS OF GOOD POLICY
 - A. Clarity
 - B. Consistency
 - C. Appropriateness
- VI. IMPLEMENTING POLICY
 - A. Cohesion of Effort
 - B. Policy in Writing
 - C. Dissemination of Policy

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Internal Controls Imposed
on the Administrator

- I. Exercise of control is prime requisite of success of the Administrator. Without well-defined methods and devices of exercising controls over the department function, the administrator will find that other agencies will impose controls on him.
- II. Define the Who, What, When, Where, Why, and How of Administrative Controls.
 - A. Who controls.
 1. Large departments-special inspection divisions.
 2. Small departments-every command officer.
 3. Fallacies of dogma of delegation.
 - B. What are controls.
 1. Reports, audits, physical and process inspections, follow up devices.
 - C. When are controls imposed.
 - D. Where are controls exercised.
 1. In all line, staff, and inspection functions.
 - E. Why are controls imposed.
 1. Trust your personnel?
 2. Present personnel needs and future projections.
 3. Improve patrol function.
 - F. How are controls imposed.
 1. The development of control systems and processes.
- III. Examine mechanics of control in three areas of department functions-Staff, Line, and Inspection.
 - A. Staff.
 1. Assignment of research.
 2. Continuous maintenance of policies and rules and procedures.
 3. Hiring-issuance of property-responsibility of officer for custody.
 4. Training.
 5. Records.
 - a. Court.
 - b. Pictures.

- 2 -

- c. Case reports.
 - d. Indexing of persons and property.
 - e. Control of time spent in records keeping.
 - f. Retention and disposition of records.
 - g. Review of evidence.
 - h. Maintenance of department intelligence.
6. Council requests.
 7. Request from department to upper echelons.
 8. Purchasing procedures and maintenance of up-to-date specifications.
 9. Surveys and studies, and their follow-up.
 10. Library.
- B. Line or Operations.
 1. Communications.
 - a. Methods of recording and auditing of radio, telephone, and incident reports.
 2. Incidents.
 - a. Use of shift commander's reports.
 - b. Audits of car logs.
 - c. Audits of officer's time reports.
 3. Functional time distribution.
 - a. Audits and annual comparisons.
 4. Follow-up systems.
 - a. Tickler files.
 - b. Calendar systems.
 - c. Multiple case copies systems.
 - d. Importance in public relations. Follow up of injuries and obituaries.
 5. Performance and production control.
 - a. Means of evaluating performance and production.
 - b. Determination of officer's competence.
 - (1) Use of personnel jackets and qualifications sheets.
 6. Pre-planning and exercises.
 7. Accident report quality control.

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C. Inspections.

1. Definition-difference between personnel and process inspection.

- a. Hood files-intelligence.
- b. Internal-personnel.
- c. Board of Inquiry.

(1) Crooked cops and prosecution.

D. Personnel Performance.

1. Citizen complaints.
2. AAA follow-up card.
3. Personal interviews.

IV. Every commander must exercise these control devices in all of his functions regardless of how apparently insignificant.

V. Can we administer competently without the exercise of controls?

VI. What happens if we don't exercise controls.

GENERAL ORDER 62-1

Index Number A-1

WRITTEN ORDERS AND MEMORANDUMS

I. PURPOSE

The purpose of this order is to establish a standard definition and format for the written orders and memorandums of this Department. It also provides for proper preparation, indexing and distribution so that all personnel concerned may be kept informed of departmental policies and procedures.

II. DEFINITION OF ORDERS AND MEMORANDUMS

A. General Orders: General Orders will be issued for the purpose of announcing the adoption or revision of policy or procedure applicable generally throughout the Department. General Orders will only be issued under the authorization of the Police Department.

B. PERSONNEL MEMORANDUMS: Personnel Memorandums will be issued for the purpose of announcing the following:

1. The appointment of new personnel.
2. The assignment or transfer of members from one unit to another.
3. The issuance of official recognition for superior service and acts of bravery.
4. The promotion or demotion of members from one rank to another.
5. The suspension, dismissal and/or restoration to duty of a member.
6. The resignation or retirement of a member.

All such memorandums will be issued only with the authorization of the Chief, Police Department. Personnel Memorandums will be directed to those who have a need to know.

C. Special Orders: Special Orders will be issued to announce policy and procedure in regard to a specific circumstance or event, or policy or procedure that are of a temporary and self-cancelling nature, or which have applicability only to a specific segment or activity of the Department. Special Orders will be issued only under the authorization of the Police Department. Special Orders will be directed to all personnel or to the limited group who are specifically affected by the order.

III. DISTRIBUTION OF ORDERS AND MEMORANDUMS

A. In order that members may be held responsible for the subject matter of department orders and memorandums, they will be issued copies of all orders which affect them.

- B. General Orders will be issued to all personnel.
- C. Special Orders and Personnel Memorandums will normally be sent only to individuals affected by their content.
- D. Copies of all General Orders and those Special Orders and Personnel Memorandums which are sent to the various commands will be maintained in a master file at each command headquarters.
- E. The distribution will be noted on each document by code letter as follows:
 - 1. "A" includes all personnel.
 - 2. "B" includes major commands, the Chief's Office, Operations Bureau, Major Investigations Division, Divisions #1, #2 and #3 and the Administrative Division.
 - 3. "C" includes "B" group and other specific units or individuals noted.

IV. REFERENCES

Whenever applicable, all orders and memorandums will carry notations directing attention to other orders, memorandums or documents which are related. Any General Order, Special Order or Personnel Memorandum which rescinds, supercedes or changes in any manner other documents will carry the identifying data necessary to connect them.

V. DATING

All orders and memorandums will indicate their effective date.

VI. INDEXING, GENERAL FORMAT

- A. The Chief's Office will be responsible for indexing and coding General and Special Orders and Personnel Memorandums.
- B. General Orders will be numbered consecutively with a prefix consisting of the last two digits of the year, i.e. 62-1, 62-2, etc. The chief's office will maintain a Master File in this manner. All major commands and all personnel will maintain their copies of General Orders in a Departmental Manual. Each General Order will have an additional code below the date. These letter number combinations are:
 - 1. A-1, A-2, etc. - Administration
 - 2. P-1, P-2, etc. - Personnel Policy and Procedure
 - 3. R-1, R-2, etc. - Rules and Regulations
 - 4. G-1, G-2, etc. - General Policy and Procedure

This additional code will be utilized in maintaining the General Orders in the Departmental Manual.

- C. Special Orders and Personnel Memorandums will be numbered consecutively with a prefix consisting of the last two digits of the year, i.e. 62-1,

62-2, etc. The Chief's Office will maintain a Master File of both of these types of documents by utilizing this coding system. Major commands and all personnel will also maintain copies of Special Orders and Personnel Memorandums in their Departmental Manuals in this manner.

- D. The Departmental Manual will consist of all General Orders, Special Orders and Personnel Memorandums that the major commands or individuals receive. It shall be bound in an appropriate loose-leaf binder and shall be organized according to the following table of contents:

- Volume I - General Orders
 - Administration
 - Personnel Policy and Procedure
 - Rules and Regulations
 - General Policy and Procedure
- Volume II - Personnel Memorandums
- Volume III - Special Orders

- E. Departmental Manuals will be maintained by major commands and individuals. These Manuals will be available for inspection.

VII. CANCELLATION

The existing orders, rules, regulations and documents of previous Chiefs, are currently under review. They will be considered in force unless rescinded.

VIII. EFFECTIVE DATE

This order is effective December 28, 1962.

BY ORDER OF:

CHIEF

DISTRIBUTION: A

SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

COURSE: Police Executives' Training Program

SUBJECT: Police Decision Making

I. Decision Making

A. Definition: Process utilized in rationally choosing between several alternatives.

1. Process

2. Rationality

a. Ends and means to goal

b. Limitations

(1) Individual

(2) Organizational

(3) Unanticipated consequence

c. Administrative rationality

B. Importance of decision making to the police executive

C. The steps in the process

1. Goals

2. Preparation for the decision

a. Sources

b. Is the problem yours?

3. Clarification of the problem

4. Research and fact finding

5. Identification of alternatives

6. Evaluation of considerations

7. Selection between alternatives

8. Implementing the decision

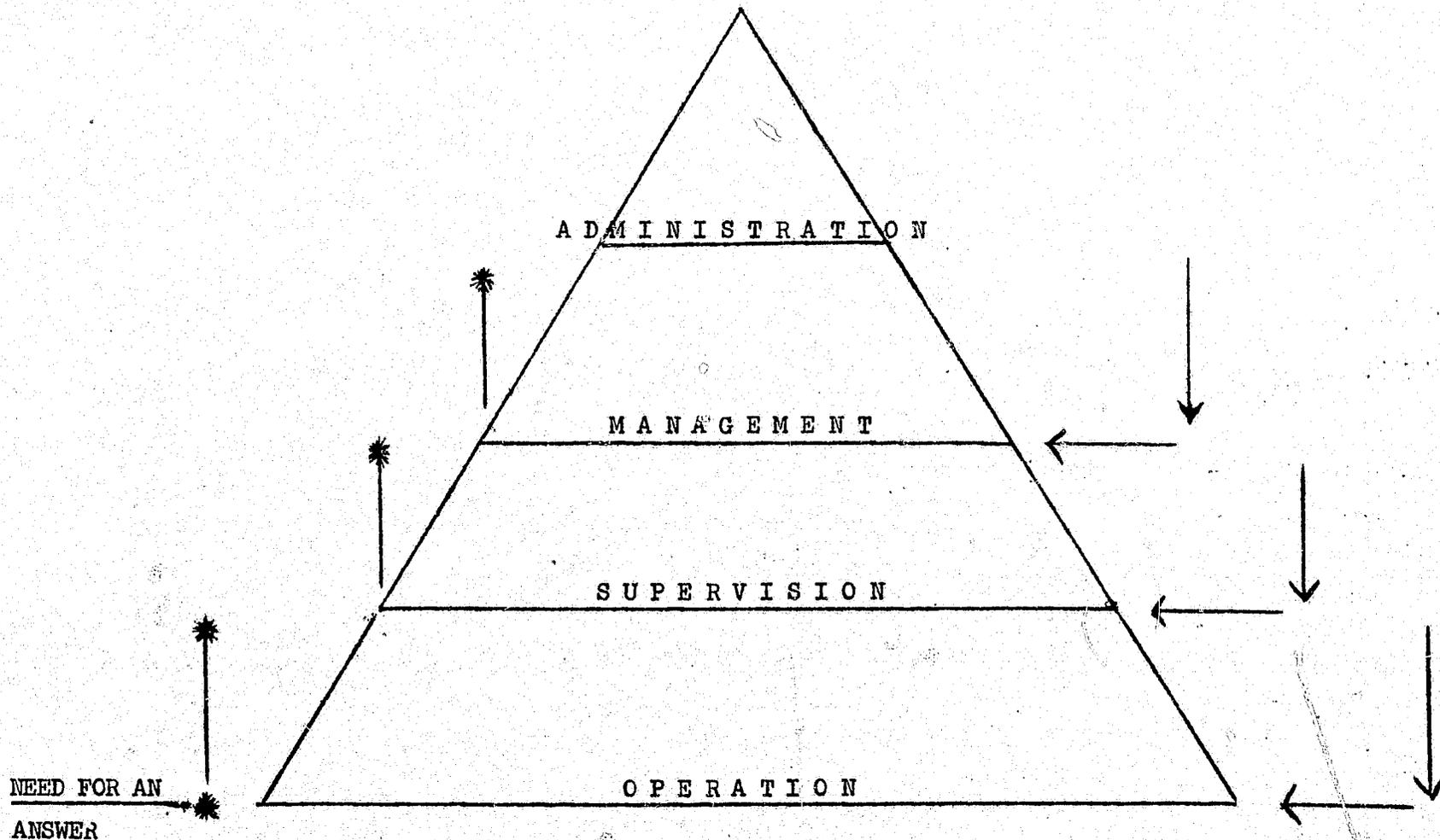
9. Follow-up

APPENDIX I. G.

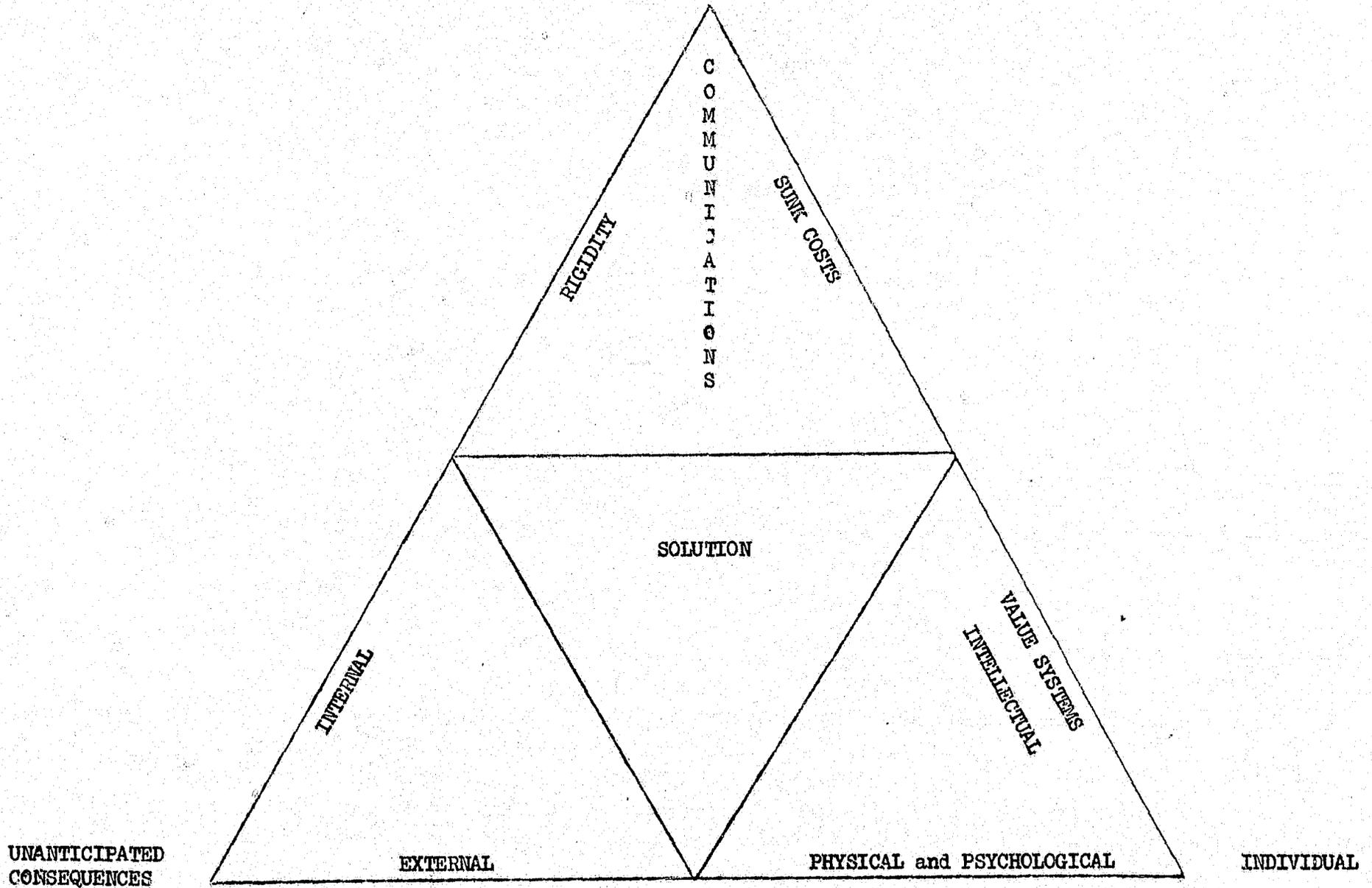
THE PROBLEM PATTERN

INFORMATION & VERIFICATION
OR REJECTION

TRANSMISSION OF FINAL ANSWER
AND APPLICATION AT ALL LEVELS

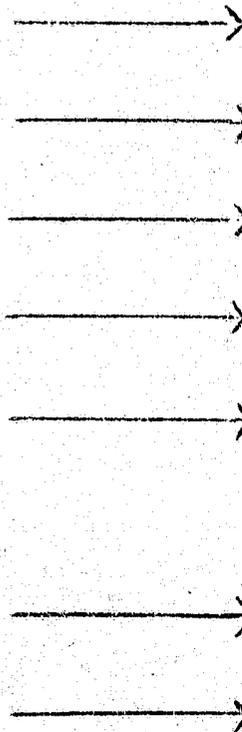


LIMITATIONS on the RATIONALITY of a SOLUTION
ORGANIZATIONAL



STEPS in the PREPARATION OF A STAFF STUDY

1. CLARIFICATION of the PROBLEM
2. RESEARCH and FACT FINDINGS
3. IDENTIFICATION of ALTERNATIVES
4. EVALUATION of CONSIDERATIONS
5. SELECTION between ALTERNATIVES
- FINAL DECISION
6. IMPLEMENTING the DECISION
7. FOLLOW - UP



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DIAGRAMING A PROBLEM TO CLARIFY ALTERNATIVES AND CONSIDERATIONS

The Problem:

The Alternatives:

Considerations	Alternatives
Civil Liability	
Criminal Liability	
Precedent	
Financial	
Internal Relations	
Administrative	
Operations	
Efficiency	
Departmental Resources	
Public Relations	
Others	

WRITTEN METHOD OF EVALUATING ONE ALTERNATIVE BY CANCELLING
POSITIVE AND NEGATIVE FACTORS

The Problem:

The Alternative:

PRO	CON

APPENDIX I. H.

Form II

Topical Outline
To Be Used In A Lecture On
"USES OF STAFF"
To Be Presented To
The Police Executives Training Program
Michigan State University
April 17, 1967
By
James E. Wood
Chairman, Management Option
Traffic Institute, Northwestern University

I. Role of Staff

II. Examples and kinds of Staff Work

III. Types of Staff

A. General

B. Special

C. Personal

IV. When Use is Justified

V. Personal and Organizational Requisites to Successful Staff Work

VI. Special Organizational Arrangements for Staff Work

VII. Completed Staff Action

THE COMPONENT PARTS OF A STAFF STUDY

1. HEADING

The heading contains the Title of the study, and the classification or file number.

2. PROBLEM

The problem should be stated as a mission in military. In police work a concise statement of the problem which the study will undertake to resolve. Particular care must be taken by the staff officer to assure himself that he fully understands problem before proceeding with the study. Basic problem is to find out whether or not there is a problem. Then decide if you need to go on further. Problem should be stated in single issue terms - not multi-faceted.

3. ASSUMPTIONS

Any assumptions which are necessary for a logical discussion of the problems, which cannot be accept and considered. List the assumptions or conditions which in addition to the known facts, are considered essential to establish completeness and give validity to the study. If the stated problem is simple and concerns current operations and all the factors to be evaluated can be established as facts, the paragraph is omitted. In complicated studies or studies of future operations logical projects will have to be made. Assumptions become requirements and should be kept to a minimum and must be realistic. All assumptions should be listed in the study. Experience and knowledge will assist in making assumptions.

4. FACTS BEARING ON THE PROBLEM

Statements of undeniable fact having a direct bearing on the problem or its solution. The facts should be capable of documentation, when possible. This section should help to clarify the problem. The statements should not be opinions, speculations, conjectures, probable eventualities, or conclusions. Previous positions taken on matter in the past may be used. Quoting of regulations, or state policies or any other consideration which is relevant and indisputable.

5. DISCUSSION

A careful analysis of the essential facts, presenting consideration both pro and con, to arrive logically at the conclusions and recommendations. This paragraph consists of an analysis and evaluation of the combination of facts and assumptions interwoven with reasoned and considered opinion which develops the necessary background from which logical conclusions can be drawn. The arrangement should be logical. If study is lengthy the discussion will appear in the 1 annex. The mission of the writer is to present to his superior a clear, concise, and logical personal analysis of all available information relevant to the problem.

6. CONCLUSIONS

The conclusions arrived at after a careful analysis and study of the factors involved. Only those conclusions which are in consonance with the assumptions, facts and discussions should be enumerated. No new material or idea should be introduced at this stage of the study. Justifying clauses are not desirable in phrasing conclusions.

7. ACTION RECOMMENDED

The conclusions reached usually indicate the need for action to be taken. Valid recommendations on the action to be taken are the test of the staff study -- the solution to the original problem. These recommendations should be stated in simple language and must chart a clear course of action for the commander. If implementation is required, the implementing documents must be prepared and submitted with the study as annexes thereto. This is completed staff action.

8. CLOSING

Signature, including position, title and telephone number.

9. ANNEXES

When the material presented in any paragraph of the study is necessarily lengthy or complicated, it should be placed in an accompanying annex. Supporting documents, as required are included as annexes. Annexes in turn, may be supported by appendixes.

10. CONCURRENCES AND NON-CONCURRENCES

Other members of the staff and all interested agencies have the right to concur or non-concur. Non-concurrences should be stated briefly at this point, or if too lengthy in an annex. Concurrences secured after the completion of the study are formal and do not take the place of the informal concurrences obtained during the preparation. The action by the approving authority may or may not appear on the study. If the recommendation is that he sign a letter (which has been prepared and attached as and annex), the fact that he signs it constitutes an approval. If, however, the study proposes a certain procedure or policy, then the signature of the approving authority on the study is sufficient to put that into effect. Recommended that each be in writing - Give reasons for Non-Concurrence. Sample problems which can be resolved by the use of Staff Study:

1. Use of horses in parks and crowd control?
2. Whether to shoot looters?
3. Should we continue use of K-9 units?
4. Are we losing our image of force in one-man cars?
5. Should we buy helicopters for police use?
6. Feasibility of a 40-hour in-service training program?
7. Length of recruit training?
8. In-service training vs. external training for command personnel?

Control of Organizational Behavior

Staff Conferences

Conference Guide

This series of Staff Conferences is intended to demonstrate the effectiveness of group thinking. The subjects were picked from among many that are of interest to the police supervisor.

Single answers to any of these problems will be difficult to arrive at, but many ideas advanced by the group should prove of value. The objective is to bring the collective experience and brain power of the group to bear upon the problem.

Participation of all conference members is required but it will be the responsibility of the conference leader to maintain reasonable order and to guide the group in presenting its ideas.

The class will be divided into groups, each group will develop one discussion piece. The group will select its own conference leader and will be guided by his directions.

Persuasion based upon logic will strengthen the conference. Statements and ideas that have no basis in fact, if carried to an extreme, will make little or no contribution to the group.

Study each discussion piece carefully and be prepared for lively, intelligent, participation, either as a group member or as an interested spectator.

Each discussion piece has several important points. Group leaders will meet with the instructor to discuss the material before completing final arrangements for their respective conference.

Students should read each discussion piece. Each conference will run for forty (40) minutes plus ten (10) additional minutes that will be allotted for a question period. The conference leader will be held accountable to keep the conference on schedule and importantly to keep discussion and questions on the assigned discussion piece. Students observing the conference will not be permitted to interrupt by asking questions or making observations until the question period is opened by the conference leader.

Put yourself into the situation. Visualize this conference as one conducted at the district or section level. Place the conference leader in the position of District or Section Commander. Remember, you are a member of the Commander's staff and for the purposes of this conference, functioning as staff to him. That is, to come up with worthwhile information that will assist him in his command responsibilities.

NOTE: This material to be used in class room instruction as a learning experience in staff conference participation.

Control of member behavior is a problem that occupies much of the law enforcement supervisor's working hours. How to gain conformance for certain organizational beliefs, philosophies, theories, and operations, has resulted in a proliferation of mechanical or "built in" controls.

The organization itself is structured to provide maximum controls. The various levels of the hierarchy are designed to exercise a high degree of control over subordinate levels. This establishment of a chain of command makes it possible for maximum use of delegation of authority, and at the same time, institutes controls through assignment of responsibility and accountability.

To better illustrate this, examine a typical organization chart. The chart, along with description of duties of the major commands, will show how controls are set up organizationally.

The Chief has over-all responsibility for departmental operations, but in order to accomplish his mission, he has delegated authority to others to accomplish functional activities. The Deputy or Assistant Chiefs have authority and responsibility in their particular areas.

Each of the major commands is broken down into smaller commands. These commands in turn are broken down into smaller units, and so on. Through this system each level attempts to control behavior of the next lower level. How this control is exercised may be generalized as follows.

Organizational planning, manuals, rules and regulations, training, reporting procedures, standard operating procedures, and job descriptions, are

attempts to facilitate control of behavior through the formal organization.

Certain types of controls that might be termed "organizational" include:

1. Use of staff units in supervision, for instance, the vice commander exercises technical supervision in the vice area; the inspector makes staff inspections to ensure compliance with departmental policies; the traffic commander exercises technical supervision in his area of responsibility.
2. Standards and measurements are established to furnish an objective behavior control guide.
3. Reports and records of all activity have certain control features built into them.
4. Orders are another strong control, often requiring a report back by a certain time on results obtained.

Human controls through supervision are provided by techniques such as teaching, inspection, investigation, examination, appraisal, and visitation.

The very nature of law enforcement dictates that a rigid set of controls be adopted in order to keep behavioral defects at a minimum. Temptations constantly before the individual enforcement officer range from a free meal to large bribes from organized criminals. Agreement by an officer to overlook gambling or prostitution might result in bribes that amount to several times his annual salary.

Offers of political "clout" to overlook or to crack down on certain offenses are dangled before the enforcement officer. Very closely associated with this one is the very natural desire to be liked by all.

Another "job hazard" that confronts the patrolman is as follows:

An enforcement officer, after being verbally abused in the proper discharge of his duties, might be tempted to take out his vengeance on others when encountering this reaction in future cases.

Excessive use of violence either physical or verbal, is a means that is inviting to use in retaliation. These and other problems have caused the previously mentioned controls, plus many others, to come into being. In spite of all these controls, behavior defects still exist and cause severe problems in law enforcement.

The ever-present threat to the policeman's job security, public condemnation, and even possible imprisonment, hasn't been effective in bringing every individual around to complete acceptance of the organizational behavior patterns. Why is it that one policeman, after catching another policeman in an illegal act, will not report him? Why will one policeman cover up delinquent acts for a colleague? What thought processes are at work that cause a supervisor to accept below standard performance from his subordinates? What causes a police supervisor to chance losing his own position in covering up misbehavior of one of his subordinates? The following answers would come from a typical group of police officers.

Policemen tend to be clannish and withdraw into a tight, fraternal group. There are many people "looking over our shoulders" who are sure to misinterpret or deliberately distort any derogatory information about police.

Another reason for failure to take action in some cases of individual misbehavior is a fear of resulting publicity. Even where a policeman has violated a minor organizational rule, the resulting publicity may ruin his career, embarrass his family, and cause severe damage to community-police relations.

The political arena in which police perform is held by some to be a deterrent to behavior control. The argument is advanced that since political parties are constantly scrutinizing police activities, that it is better to conceal minor infractions lest they become political issues, issues in which the police always lose.

A relatively new trend that might go far in producing positive results in disciplinary actions is the surge toward professionalization. A prime tenet of professionalization is a university accepted code of conduct that is enforced by the members of a profession. Many police administrators feel that strides are being made in this direction.

In any event, the problem must be studied carefully by all police managers whether they be first line, middle management or at administrative rank. It is management's responsibility. How can the police supervisor discharge his management responsibility to improve organizational behavior? How can the supervisor establish working conditions that induce voluntary compliance with department policies? What can the supervisor do to gain high level performance from his subordinates?

NOTE: This discussion piece is an example of training material and is used only as a training device.

A. Six Major Functions

1. Communication: interpreting what the chief meant seeing that all top commanders have a common understanding of what is wanted - also to occasionally remind the chief what he requested key members of his staff to do.
2. Catalyst: facilitates exchange of views between key commanders, allows conflicting views to be resolved without referring to the chief. Difficult to do - must not appear to assume the chief's authority.
3. Intelligence agent: keep the chief informed of what is going on. The chief is often surrounded by an insulative barrier that prevents needed information from getting through.
4. External image: can spot the chief's blind spots in areas of external relations - and can assess the impact of specific decision (press and public, and inter-agency).
5. Sounding Board: allows the chief to try out ideas on the assistant. This requires maturity

OUTLINE	NOTES
<p>and judgment on the part of the assistant to avoid partisan reaction. Must have good organizational background to place chief's ideas into perspective. Must have fortitude to point out his limited ability to advise in a certain area and recommend someone else to bring a more knowledgeable viewpoint. Must avoid being a "yes" man.</p> <p>6. Administrative Arrangements: ensure that travel arrangements, summaries of meetings, and digests of correspondence are prepared. Much of this work will be overseen not actually performed. If this is overdone, then the "assistant to" may become a "clerk."</p> <p>B. Qualifications for Effectiveness</p> <ol style="list-style-type: none"> 1. Technical knowledge helpful. 2. Possess a good understanding of basic management processes, especially in the area of decisions to be made. To be able to discern the types of decisions that the chief should make and those that should be made at a lower level. 3. Know and understand how things get done in other departments of government and agencies - such as central services (personnel, budget division, etc.) legislative body, etc. 	

OUTLINE	NOTES
<ol style="list-style-type: none"> 4. Be adaptable and be able to grow in relation to the changing complexities of the job. 5. Be aware continually of own relationships with the chief and with those on whom the chief relies in each field. 6. Develop a special sensitivity to the chief's weaknesses and blind spots. <p>C. Basic Ground Rules to Observe</p> <ol style="list-style-type: none"> 1. To evidence objectivity to the chief and line commanders alike. Never become identified with particular function, (traffic, CID, etc.), or indicate bias because of previous experience and training. 2. Must develop ability to act wholly within the context of the chief. If major commanders get the feeling that directives, etc., being passed on by the assistant are not completely those of the chief then conflict may arise necessitating need for "clarifying" the order. 3. Never take advantage of the relationship with the chief. For instance, suggesting to others that he has made up his mind when he hasn't. 	

OUTLINE	NOTES
<p>4. Assume a position of helping commanders - not of an obstacle standing between them and the chief.</p> <p>5. Continuously seek information and make it clear to all concerned that you are always searching for it.</p> <p>6. Avoid contests for power.</p>	

"ON COUNSEL"

Francis Bacon

The greatest trust between man and man is the trust of giving counsel; for in other confidences men commit the parts of life, their lands, their goods, their children, their credit, some particular affair; but to such as they make their counsellors they commit the whole; by how much the more they are obliged to all faith and integrity. The wisest princes need not think it any diminution to their greatness, or derogation to their sufficiency to rely upon counsel.

Isaiah 9:6 God himself is not without, but hath made it one of the great names of his blessed Son, "The Counsellor."

Proverbs 20:18 Solomon hath pronounced "in counsel is stability."

A king, when he presides in council, let him beware how he opens his own inclination too much in that which he propoundeth; for else counsellors will but take the wind of him, and, instead of giving free counsel, will sing him a song of "I shall please."

(In jest from Psalm 114:9 the Vulgate).

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

Police Budgeting

I. Police Budgeting

A. Definition: A comprehensive fiscal plan for a jurisdiction over an established period of time.

1. Comprehensive
2. Time factor
3. Not authority to spend

B. Need for a budget

1. Scarcity of funds
2. Legal requirements
3. Planning
4. Control

C. The budget process

1. Budget directive
2. Budget calendar
3. Budget format
 - a. Object
 - b. Program
 - c. Performance

D. Budgetary phases

1. Preparation
2. Submission and adoption
3. Execution
4. Audit

E. Capital outlay

APPENDIX I. I.

SUGGESTED MEMO FROM CHIEF ADMINISTRATOR TO
DEPARTMENT HEADS REQUESTING WORK PROGRAMS
AND EXPENDITURES ESTIMATES

TO: Police Chief or Police Superintendent
FROM: Chief Executive
SUBJECT: 1963 Budget
DATE: July 15, 196-

The budget season is here again. The deadline for submitting in duplicate your estimates and performance justification to this office is September 1, 196-.

General Budget Policy

Indexes of employment and business activity both nationally and for our area have risen to record peace-time levels. Based on per cent of 1947-49, the general business index for our jurisdiction averaged 159 during the first 6 months of 196-. Indications are that present levels will be continued through the fiscal period. Population growth at current rate of 2% per year will probably continue.

Preliminary projections of revenue sources indicate moderate increase in total available. Our end of period surplus will be above the last period by approximately \$60,000, primarily because of current sales tax receipts being above estimates and because of greater savings on departmental appropriations made possible by your careful management. Unfortunately, very little of our increased income can be released for many desirable expansions in services other than providing for population growth. Next year we must finance the 196- elections and provide for increased salaries as adjusted during the current year. A conservative budget policy must therefore be followed. Generally speaking each department must look primarily to savings from continued adoption of more efficient operating methods if expansions or improvements in service are to be affected.

Justifying Your Budget in Terms of Performance

In the final analysis, the budget represents dollar values placed on a work program designed to accomplish specific end-results from the performance of every activity. In recent years, therefore, we have revised the style of the annual budget document. It now includes summaries of department work programs and other information designed to give our legislative body and citizens a better understanding of the services to be financed from taxes. Further budgetary improvements are possible with continued cooperation of all department heads.

Each department head should review critically the existing practices in the various activities under his jurisdiction to determine what improvements can be made to bring about more efficient and economical operation.

- 2 -

I hope you will have many such recommendations to make; if not, please state in your letter of transmittal that you have undertaken such a review and have no recommendations to make. Also, since it is the responsibility of the legislative body to determine the standards of service to be provided, it will be particularly helpful to indicate what economies can be effected by reducing the standards and what additional expenditures would be necessary to raise the standards. Special attention should be given to items you believe can be reduced or eliminated and to services that may no longer be essential or may be replaced by more essential activity.

Other Supporting Information

1. Prepare a brief statement of the overall objective of your department's operation. This should be in a concise form which you would suggest for inclusion in the actual budget document sent to the council. As a guide, review the similar statement as contained in the current budget and see if it answers the question--what are we trying to do in terms of end-result? In the case of some of the larger departments responsible for a number of major service operations, the statement should be broad enough to include the overall objectives of each of the major services.
2. Prepare a short table and/or statement for the budget document that will answer the question--how well is the job being done? Where possible this should be expressed in quantitative terms such as volume of fire loss compared to national averages, etc.
3. Submit an organization chart indicating present lines of authority and assignment of functions and responsibilities to each organization division and section. Proposed changes should be indicated in a different color on the present chart or by attaching a second chart.
4. Departments which have a variety of operating locations and service areas should have available for budget hearings and for city council budget conferences complete maps showing all facility locations and boundaries of various types of service districts.

Personnel

1. All positions are to be budgeted on the basis of the present compensation schedule and classification plan. You are authorized to budget salary increases that will come up in 196- involving application of the rules for normal advancement by steps within the salary ranges established for positions under the present pay plan.
2. Personnel requests should be justified on a man-hour or man-month basis by relating requests to the measurements of work load or by manning standards established for various activities of your department. The major test of your administrative competence is ability to make constant improvements in the efficiency of your department which should make possible each fiscal period some increases in work load and improvements in service without adding new personnel.

3. New position classifications requested should be on the basis of those titles which the department head believes to be most appropriate in view of duties performed. For each new additional position requested, however, a statement of duties to be performed, as well as the relative position of the job in the organization, should be submitted in a separate letter and in duplicate. The latter statement will be forwarded by this office or the personnel director for assignment of tentative classification if the item is approved.

Prices

Base your estimates for nonpersonal service items and commodities on prices in effect as of the present date except for certain specific items which will be indicated in a memorandum that you will receive from the purchasing agent. On equipment outlay items contact the purchasing office for the most recent price information. With respect to any major items of nonpersonal service or commodities please include in your letter of justification an explanation of how your estimate was calculated.

Outlays

Major capital improvement items requested should be in accordance with your department's 196- section of the long-term capital improvement program as most recently revised. Project sheets used in connection with preparation of the long-term program should be submitted on each project. Any variations from the long-term program, such as changes in cost estimates or proposed scheduling, should be fully explained and justified. Comments should be included concerning the effects of the improvements on operating budgets for future years.

In studying equipment needs and estimating outlays remember that we are interested in long-run economy. Do not hesitate to request new equipment that will improve operating efficiency or equipment replacements in interest of long-run economy. Justify such requests by factual statements on each item of equipment. Describe fully in terms of specification, price, purpose, and savings to be effected. If a replacement item, give the condition, age, and salvage value of equipment to be discarded.

Summary

In conclusion you are asked in this letter to:

1. Include in your budget a statement of what you are trying to accomplish, how much of a job it is, and how well it is being done.
2. Review your present activities in detail, recommend discontinuance of those which are obsolete or unnecessary and proposed changes which will reduce expense.
3. Budget salary increases in accordance with the present compensation plan and instructions outline above.

4. Budget nonpersonal expense and commodities at current prices except for specific items as indicated in the memo from the purchasing agent.
5. Consider long-run economy of operations and improvement of efficiency of performance in planning your expenditure requests.
6. Submit copies of your performance, justification data, and expenditure estimates not later than the date specified.

Let's not forget that a budget is not just a statement of dollars and cents. It is a program of work which is important to the health, safety, welfare and convenience of citizens. This is the most important job that you and I have to do jointly each year. Let's do the best job we know how.

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

Budget Preparation Calendar

<u>When</u>	<u>Who</u>	<u>What</u>
Feb. 1 - July 1	Chief Administrator and Department Heads	Preparation of long-term program of services and capital improvements
Prior to July 15	Chief Finance Officer and Budget Officer	Preliminary work including entering of prior and current year financial data on estimate forms and preliminary revenue estimates
July 15	Chief Administrator Officer	Issue budget instructions and estimate forms
July 15 - Sept. 1	Department Heads	Prepare work programs and budget estimate
July 15 - Sept. 1	Chief Finance Officer and Budget Officer	Prepare revenue estimates
Aug. 15 - Sept. 7	Chief Finance Officer	Check mathematical occurring of estimates, compile and summarize
Sept. 1 - Oct. 15	Budget Officer and Chief Administrators	Investigation and review of requests; determination of final recommendations
Oct. 15 - Nov. 1	Chief Administrator Chief Finance Officer and Budget Officer	Preparation of budget document
Nov. 1	Chief Administrator	Submit to legislative branch
Nov. 1 - Nov. 22	Legislative body	Consideration of budget
Nov. 7 - Nov. 15	Legislative body	Public budget hearings
Nov. 22	Legislative body	Budget adoption by enactment of appropriation and revenue legislation
Dec. 15 - Jan. 4	Department Heads and Budget Officer	Preparation, review and establishment of budget allotments
Continuous	All administrative and Staff Officials	Budget administration and management research

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

Budget Classification

Patterns

The following chart reflects the variety of classification methods found in governmental budget documents. Few jurisdictions, if any, employ all of the below listed classifications in combination, but all utilize these classifications in one form or another.

<u>Classification</u>	<u>Police Example</u>	<u>Purposes</u>
Functional	Protection of persons and property	Program formulation
Departmental	Police	1. Program formulation 2. Budget execution and accountability
Program	Traffic regulation	1. Program formulation 2. Budget execution and accountability
Performance 1. Activity 2. Product	Parking and intersection control Accident investigation follow-up	1. Program formulation 2. Budget execution and accountability
Object	Personnel services	Budget execution and accountability

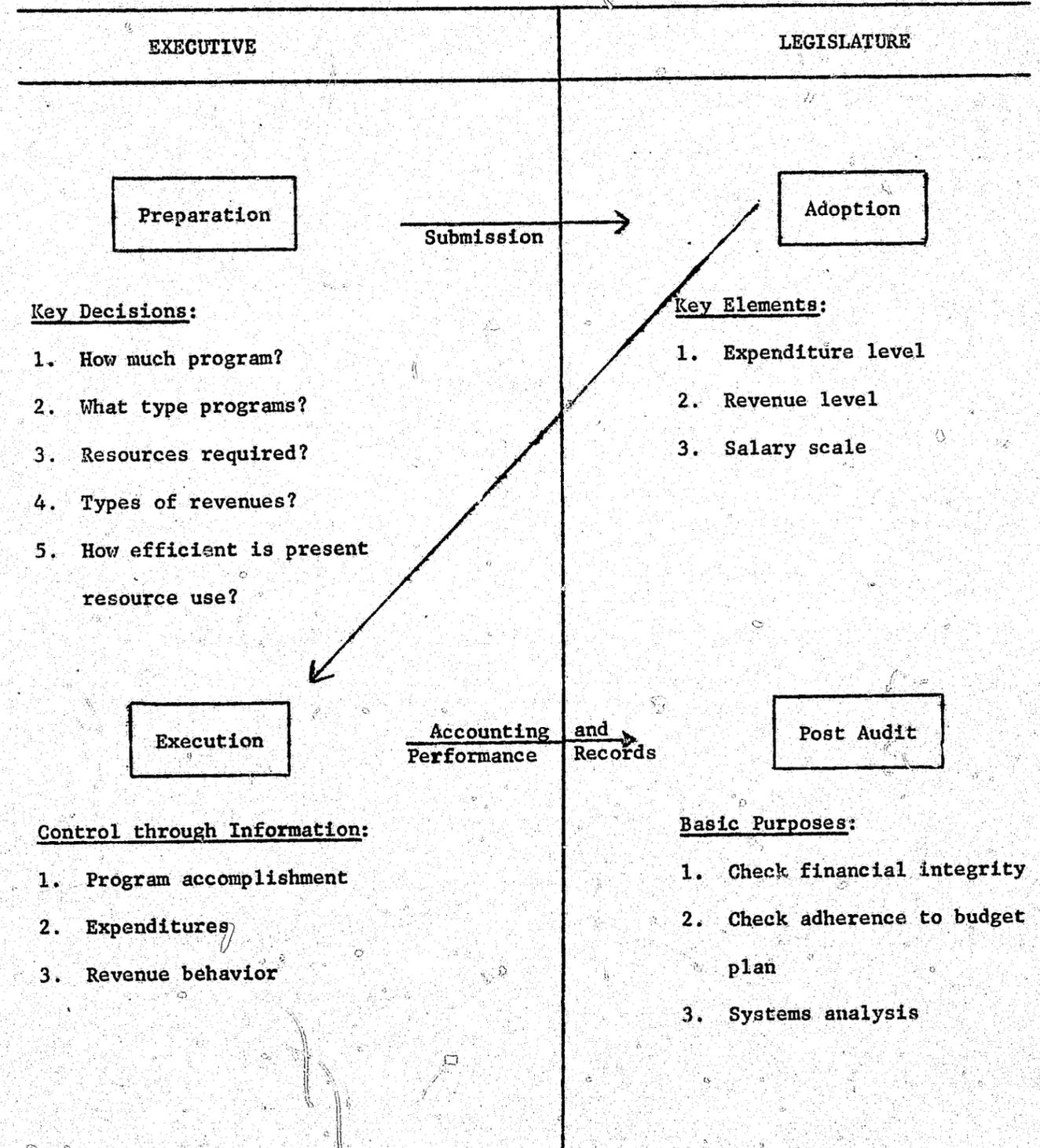
Budget Problems

Function:	Protection of Persons and Property
Department:	Police
Program:	Traffic Regulation
Problem:	To provide the level of police service required to retard an unfavorable trend in traffic accidents attributable to city's growth
Decision:	To increase police protection in the traffic area by adding one prowl car (on a <u>one-man car</u> basis) around the clock for one year.

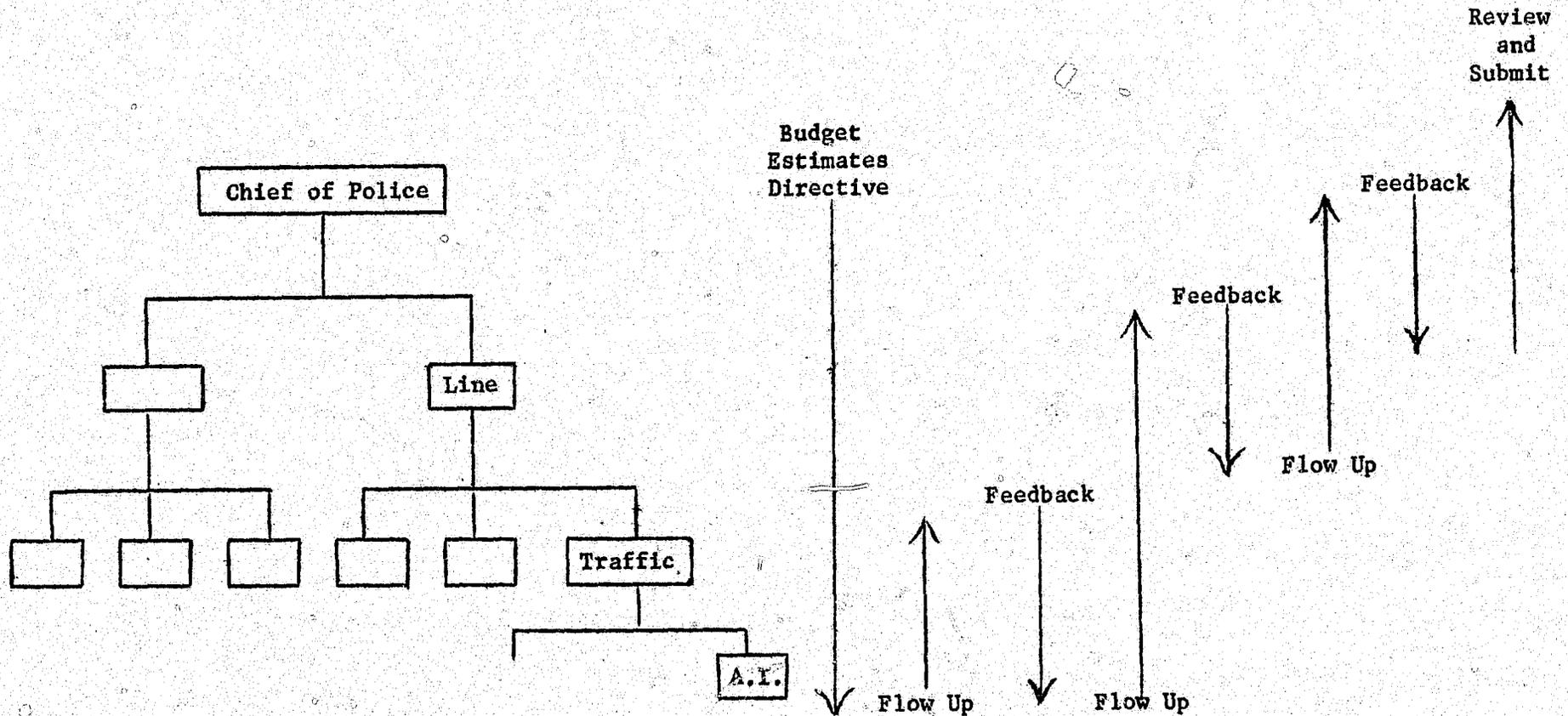
Budgetary requirement:	\$22,030.00
Analysis:	
Salaries for 4.5 patrolmen @ \$343.00 per month	18,522.00
Compensation Insurance Premiums	198.00
Automotive equipment cost (depreciation, repair, and operations)	2,306.00
Retirement-city matching contribution	941.00
Miscellaneous supplies (citation book, ammunition, etc.)	<u>63.00</u>
	<u>\$22,030.00</u>

**LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY**

Phases in the Budget Cycle
(Under the Executive Budget System)



BUDGET PREPARATION PROCESS



Steps in Preparation

1. Define Goals
2. Analyze the Needs
3. Develop the Plans
4. Estimate the Costs
5. Compile the Document

**LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY**

Expenditure Process

Agency, Department

Division, Unit or Individual

Steps

Documents

Lieutenant (Traffic)

Request of Item

Departmental Form

Chief, Traffic

Review and Approval

Departmental Form

Departmental, Chief or budget unit

Review and Request

Requisition

Budget Office

Preaudit

Budget Police Department

Accounting Office

Encumber

Budgetary control accounts

Purchasing Office

Issue

Purchase Order

Vendor

Deliver

Invoice

Police Department

Certify

Voucher

Treasurer

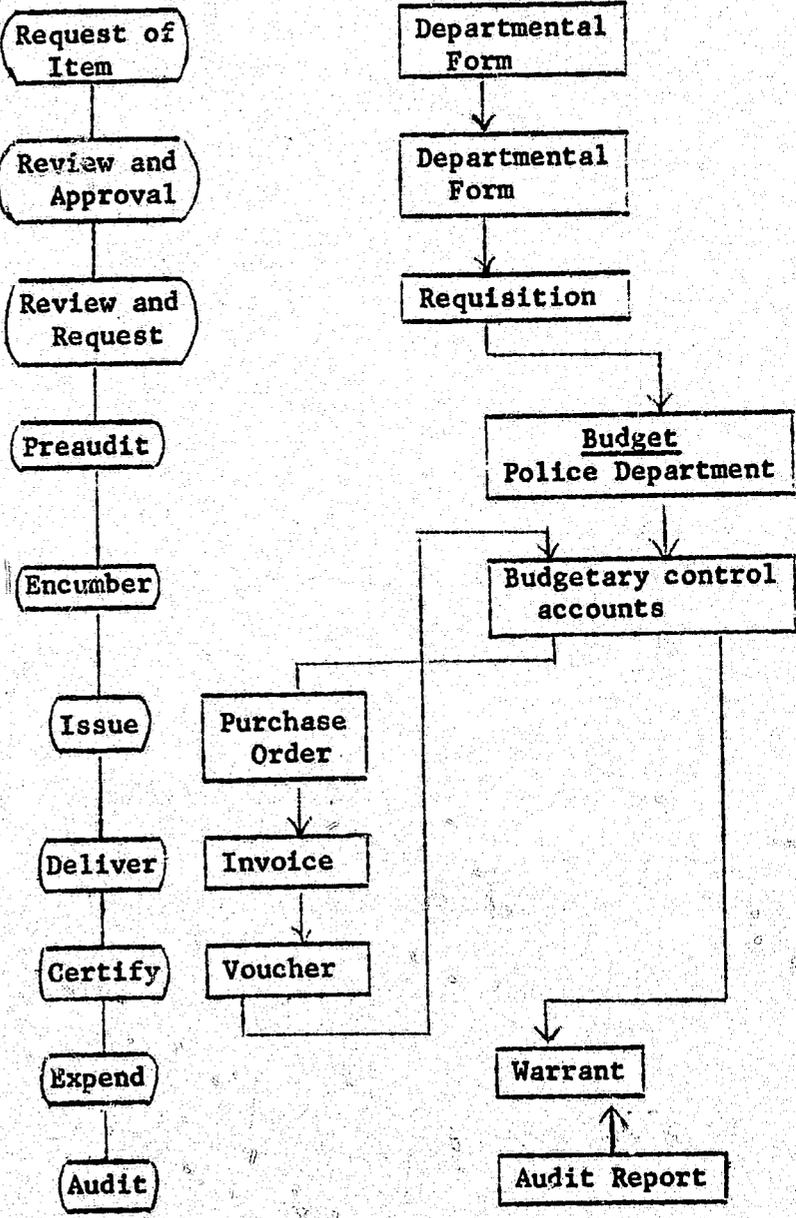
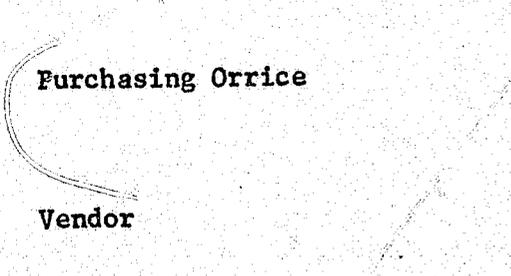
Expend

Warrant

Auditor

Audit

Audit Report



APPENDIX I. J.

LAW ENFORCEMENT TRAINING PROGRAM
SCHOOL OF POLICE ADMINISTRATION AND PUBLIC SAFETY
MICHIGAN STATE UNIVERSITY

Curricula Development

Handout

To be included, if possible, in materials
to be sent to participants of: Chief
Police Executives Training Program,
April 3-21, 1967.

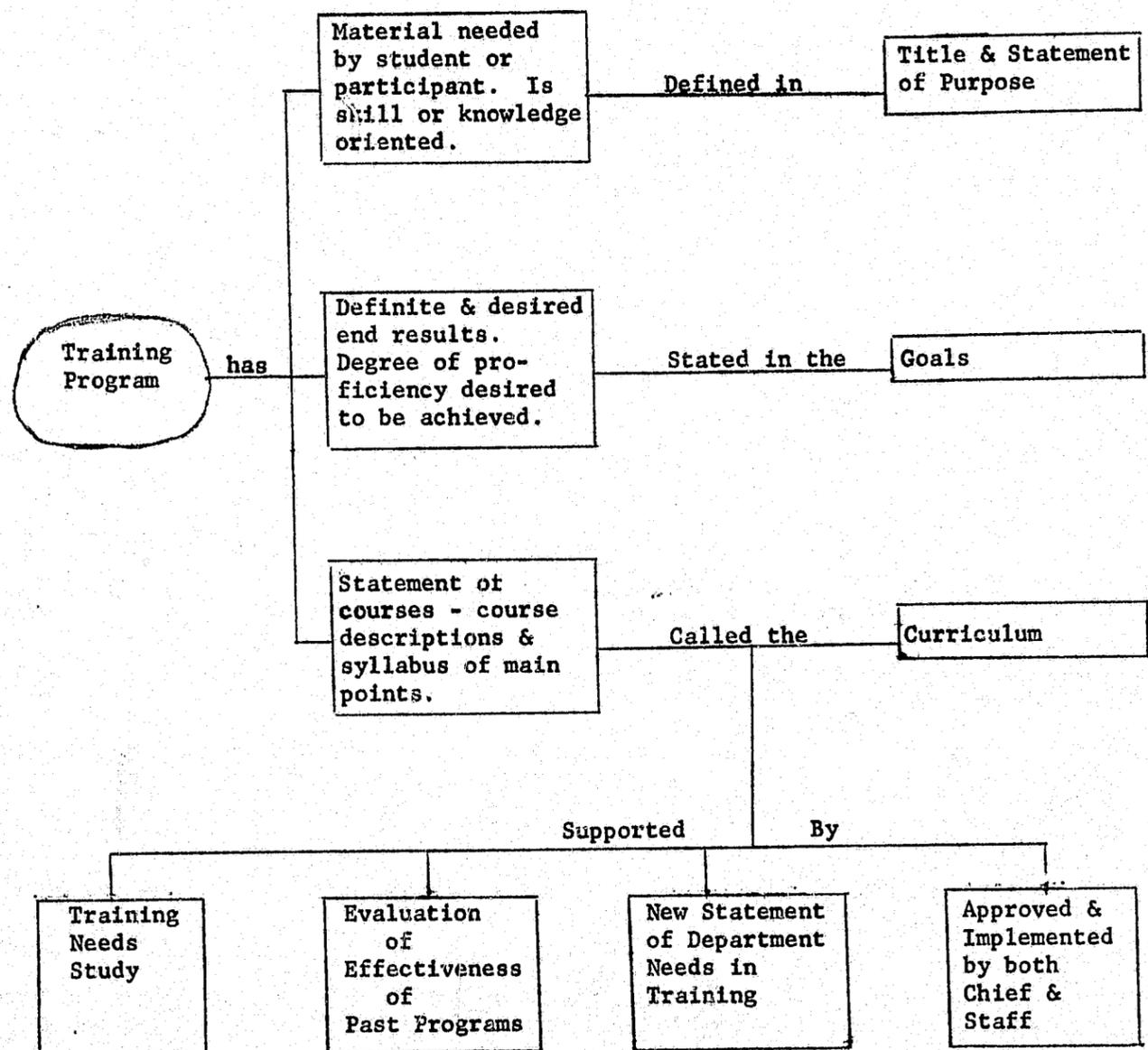
Chief Police Executives' Training Program

April 3-21, 1967

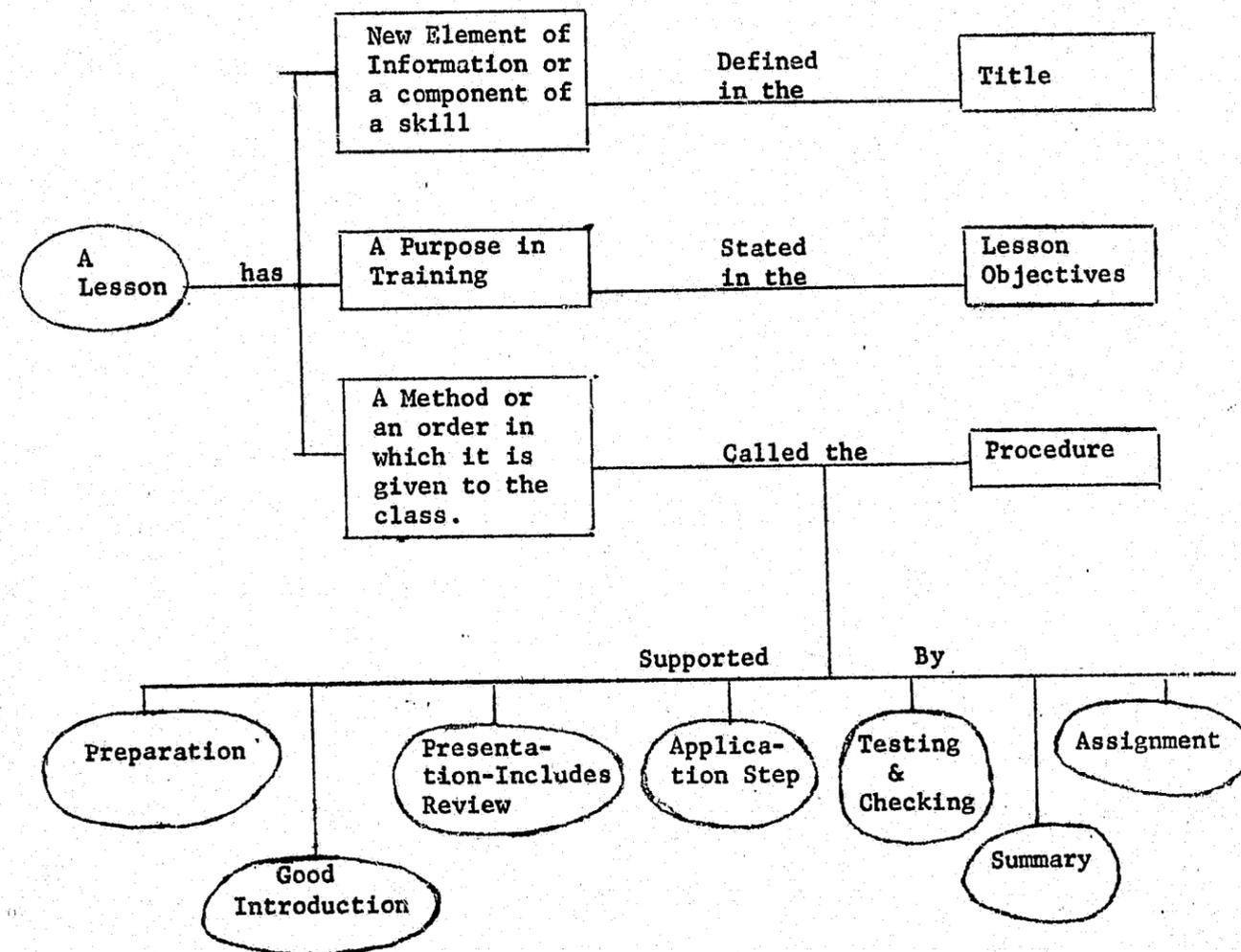
Presentation on "Training"

- I. Training is Communication! Effective communication does not just happen, it is planned.
- II. Effective human communication is dependent upon knowing that:
 - A. The normal and expectable result of human communication is either partially not understanding or partially misunderstanding portions or all of an intended message.
 - B. By age 7-10 we have learned to communicate only that which we evaluate as safe and profitable to communicate.
 - C. Each of us makes evaluations as to the purpose of the message communicated and as to the motives of the one who is communicating.
 - D. Each of us makes predictions as to the message and many times begin to formulate an answer before hearing the actual message.
 - E. All of us fluctuate as to our effectiveness as communicators.

III. Structuring of a Training Program



IV. Structure of a Lesson



V. Five Danger Signals to Lagging Motivation

A. Abandoned Purpose

1. No concrete plan
2. Present achievement considered ultimate
3. No future plans for improvement

B. Doubt

1. About self and ability
2. Self confidence gone
3. Confusion creeps into work

C. Smug Self Satisfaction

1. Takes it easy
2. Settles for good enough - good - better
3. Fails to encourage good work in others
4. Seeks security, not challenge

D. Delay

1. "Mañana" Philosophy
2. Steers clear of considered risks
3. Plays ostrich

E. Symbol Worship

1. Status seeker
2. Relishes title--abdicates responsibility
3. Goes for sure recognition, not achievements

VI. Steps to Increasing Self-Motivation

A. Plan-Goal, Crystalize Thinking

1. Time limit control
2. Define route

B. Alternate Plans

1. Attempt to predict obstacles
2. Map out routes to goal
3. Use actual check-off lists

C. Promote desire for improvements

1. Personal strengths
2. Personal weaknesses - corrections
3. Reward improvements

D. Promote Faith in Program

1. Mottoes
2. Halo effect
3. Design internal successes

E. Seek & strengthen determination

1. Channel to already established goals
2. Employ persuasion

F. Develop subordinates

VII. Management Development

A. The Learning Phase

1. Good material
2. Adequate instruction
3. Able motivation

B. Attitude Change

1. Adopt positive department goals as own
2. Flexibility
3. Compatibility with supervisors

C. Ability Change

1. Practice - chance to employ new skills
2. Evaluation & re-direction
3. Continued modification

D. On The Job Performance

1. Leadership climate
2. Organizational climate

E. Achievement

1. Support of group
2. Support of supervisors

CONTINUED

2 OF 3

VIII. Techniques of Course Preparation

A. Course Development

1. Determine objectives
2. Selection of instructional material
3. Organization of instructional material
4. Selection of student activities
5. Summary activities

B. Scheduling Instruction

1. Factors involved
 - a. Time necessary for subject
 - b. Available time
 - c. Size of group
 - d. Dispersion of group
 - e. Training on whose time
 - f. Type of subject
 - g. Type of program
 - h. Facilities and staff available
2. Methods of scheduling
 - a. Vertical
 - b. Horizontal

C. Revision after presentation for future use

A P P E N D I X I. K.

List of Additional Items Received

by Each Participant

Argyris, Chris. "Interpersonal Barriers to Decision Making." Harvard Business Review. Cambridge, Massachusetts: Harvard University Press, March-April 1966.

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Likert, Rensis. "Measuring Organizational Performance." Harvard Business Review. Cambridge, Massachusetts: Harvard University Press, March-April 1958.

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READINGS FOR CHIEF POLICE EXECUTIVES' TRAINING PROGRAM

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Herman Goldstein
Frank J. Remington 1966

II. THE POLICE AND THEIR PROBLEMS: A THEORY

James Q. Wilson Public Policy, 1963

III. SOCIAL INTEGRATION AND POLICE

Michael Banton The Police Chief, April 1963

IV. NONVIOLENT CIVIL DISOBEDIENCE AND POLICE ENFORCEMENT POLICY

J. L. LeGrande

V. POLICE LEADERSHIP AND HUMAN RELATIONS

Marshall E. Jones Police, May-June 1966

VI. DECLARATION BY THE EXECUTIVE COMMITTEE

Michigan Association of Chiefs of Police May 1966

VII. GENERAL ORDER CONCERNING CIVIL RIGHTS

Chicago Police Department April 1966

VIII. 7TH ANNUAL POLICE-COMMUNITY RELATIONS INSTITUTE

Irving Reichert January 1966

IX. GETTING VIEWPOINTS OF SUBORDINATES KEEPING PROMISES AND HANDLING SUGGESTIONS

Malcolm Whale
Law Enforcement Training Program



APPENDIX II.

WORKSHOP
on
the Police Chief's Executive
and
Legislative Relationships

School of Police Administration
and Public Safety
Michigan State University
February 26, 27, 28, 1968

February 26, 1968

9:00 - 10:00

Registration

10:00

"Opening Remarks"
Professor Raymond Galvin
Project Director

"Welcome"
Professor Ralph Turner
Acting Director
School of Police Administration
and Public Safety

"Keynote"
Professor Herman Goldstein
School of Law
University of Wisconsin

12:00

Lunch

1:30 - 2:30

"Problem Identification"
Specialized Groups

2:30 - 3:00

Coffee Break

3:00 - 4:00

"Problem Identification"
(continued)

February 27, 1968

9:00 - 10:30

Discussion
Integrated Group

10:30 - 11:00

Coffee Break

11:00 - 12:00

Discussion
(continued)

12:00 - 1:30

Lunch

1:30 - 2:30

Discussion
Integrated Group

2:30 - 3:00

Coffee Break

3:00 - 4:00

Discussion
(continued)

8:00

Optional Clinics

"Police and Community Relations"
Professor Louis Radelet
Chairman
School of Police Administration
and Public Safety

"Current Developments
in Police Administration"
Professor Gordon Misner
Chairman
University of California

February 28, 1968

9:00 - 10:30

Discussion - Summary
Specialized Groups

10:30 - 11:00

Coffee Break

12:00

Lunch
"Closing Remarks"
Graham Watt
City Manager
Dayton, Ohio

ROSTER

Workshop on the Police Chief's Executive
and Legislative Relationships

February 26-28, 1968

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Aurora, Illinois

Albert D. McCoy
Mayor
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Aurora, Illinois

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Skokie, Illinois 60076

William J. Elliott
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Waterloo, Iowa

Lloyd L. Turner
Mayor
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Waterloo, Iowa

Trueman Miller
Councilman
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Mayor
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Howard Bjorklund
Chief of Police
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Beloit, Wisconsin

Robert W. Quinlan
City Manager
Town Hall & Colleg Road
Beloit, Wisconsin

Gerald R. Goodwin
City Councilman
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Chief of Police
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Racine, Wisconsin

William Beyer
Mayor
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Racine, Wisconsin

Remarks by --

Graham W. Watt, City Manager
City of Dayton, Ohio

Prepared for --

Seminar at Michigan State University
School of Police Administration and Public Safety
February 28, 1968

* * * * *

There are a lot of people who think the police aren't doing a very good job these days. Crime rates are skyrocketing. Riots tear at the hearts of our cities.

Negroes scream "honkie" at white "racist" cops and allege police brutality. The President's Commission on Civil Disorders charges that police have used excessive force in dealing with racial violence.

When the sergeant in "The Pirates of Penzance" first sang his lament:

"When constabulary duty's to be done,
The policeman's lot is not a happy one." --

little could he conceive how much worse the situation would have become 70 years later. And if you didn't think so, you wouldn't be here. Your presence is ample evidence of your concern.

The typical police chief today is suffering a serious trauma. He feels rejected by the society he is sworn to serve. When he seeks approbation, he gets criticism. The courts, citizens, civic officials, and even Presidential Commissions say that your greatest efforts are not enough; you must do still more, much more.

Law enforcement has become entangled with social programs: anti-poverty, civil rights, youth opportunity, and similar activities which place ever more demands upon your limited manpower and strained budgets. "If only people would leave us alone," you say, "we could get back to law enforcement and be good policemen."

This is a period of great uncertainty as to the best relationship between the police and the community; between the police and the city government; between the police and a host of new agencies working to improve the condition of our citizens, prevent crime, and raise moral standards.

It is our nature to seek absolutes, but there are no absolutes to aid us in this dilemma. There is no obvious right. There are no definite guidelines to follow. There is only complexity, confusion, and continued challenge.

I suggest that never again will a police chief enjoy the luxury of being "left alone" to do his job as he thinks it should be done. (The police chief is not unique in this respect, however; the same condition confronts virtually every public service enterprise, as well as doctors, automobile manufacturers, funeral directors, drug chemists, airline presidents and just about every other field of endeavor.)

Several times recently I've had the opportunity to meet with police chiefs and top law enforcement experts. A common thread which runs through all these discussions is the question of a proper relationship between the police chief and the city government of which his department is a vital part.

Let's begin by looking at some basics, then we'll particularize to the police service and to the unique circumstances of today which so greatly influence our activities.

A police chief serves four masters: the legislature, the judiciary, the instruments of popular pressure -- political, social, editorial, and his administrative superior.

As administrative officials, we share the traditional responsibility of realizing legislative intent. Painful as it sometimes is, it is the duty of an administrator to subordinate his plans to the wishes of the legislative branch of government. As wooden and ill-willed as some representatives are, they belong to that branch of government which is supreme --- and must be supreme --- in a democracy.

O. W. Wilson speaks with usual clarity when he tells us that the elected representatives of the community establish policy by the enactment of ordinances designed to regulate the general public. The police are charged with the enforcement of these laws.

Wilson also speaks strongly about limitations imposed upon the police chief's authority to use his resources in the way he believes most effective. These limitations, when imposed by legislatures, should be carefully distinguished from ordinances designed to regulate the general public. Wilson says that many communities "unwisely" restrict the authority of the chief to manage his force in the manner he considers most effective. I agree. Police must be given flexibility to adapt law enforcement practices to changing conditions.

The Task Force on the Police, of the President's Commission on Law Enforcement, observes that "there has been a continuing effort to compromise the need for popular control (of the police) with the need for a degree of operating independence in order to avoid the undesirable practices that have generally resulted from direct political control (law enforcement, politically dictated appointments and assignment of personnel, immunity exchanged for political favors, use of police to assist in winning elections)."

The Task Force report recommends that local legislatures participate in the creation of an institutional framework to encourage the development and implementation of law enforcement policies which are effective yet consistent with democratic values. One way to accomplish this is through legislative action which delegates an explicit policy-making responsibility to police in areas not preempted by legislative or judicial action. The legislature should prescribe standards or criteria to guide police policy-making and judicial review should be provided by appropriate means.

Other local officials should be involved by participating in the police policy-making process, the Task Force Report suggests. The significant word here is "participate" for "mayors and city councils are nominally possessed of the ultimate responsibility for police work, but it is difficult for them to exercise their

powers to influence police policy when that policy is informal and inexplicit."

The Commission suggests that there is no better way to end the police isolation from the community, which inhibits both law enforcement and service to the community, than by the police taking the responsibility for formulating policy and discussing it openly, visibly with legislative and executive officials and with the community itself.

In the final analysis, of course, governmental control over police departments must be exercised by top-level executives --- mayors or city managers --- through top-level police officials. Departmental integrity is lost when this control is exercised by neighborhood politicians through precinct officials.

Let's look then at the relationship between the chief and the administrative head of the city government, whether he is mayor or city manager.

In Aristotle's Nicomachean Ethics, we are cautioned to avoid extremes. A boat can be too long, and a boat can be too short. A man can be too timid, and a man can be reckless and foolhardy. In controlling his subordinates, an executive can easily become too strict and overbearing, or he can just as easily become wishy-washy and allow his organization to become spongy or to split apart.

Generally speaking, the higher the executive position, the more subtle and indirect the control over immediate subordinates. George Washington had the authority to shoot a wavering soldier at Valley Forge, but he also saw the advantage of sharing his blanket with a half-frozen sentry. An administrative organization may be designed to allow the top executive to impose his will upon anyone, but the good executive knows that the best way to coordinate the performance of his subordinates with his objectives is to cause them to want to do what he wants them to do.

Every police chief should have a clear understanding with his administrative superior as to (1) matters which require pre-action consultation and approval; (2) action that the chief can take without prior clearance but on which a report is desired; and (3) other matters on which no report is desired.

The chief should know or find out how fully his superior wants to be informed. Usually, a mayor or manager wants to be informed when a decision is to be reached which affects his own activities and principal responsibilities. He wants to be informed on all matters on which he may be questioned by his superiors or constituents. Generally, mayors and managers do not want to be consulted about solutions to internal problems within the chief's department. Some superiors like memoranda, others prefer oral reports. But whatever the means, the police chief should keep his mayor or manager informed.

If there are chiefs here who are unsure of the limits of their authority or who do not have a clear understanding of the reporting and clearance requirements of your mayor or manager, then this should be your first order of business when you return home. In my opinion, there can be no more important basic understanding between a department head and the city's administrative head. And, the process of reaching these understandings and agreements will be profitable, rewarding, and helpful in bridging the gaps which may exist in your present relationships.

At the same time, the city executive must also realize that the police chief is a "resident expert" in the law enforcement field and that the police department represents an "interest group" which ought to be consulted when making decisions involving law enforcement and criminal justice. As the Task Force on Police observed: "Decisions relating to the enforcement function have traditionally been made for the police by others. The police have typically not been consulted when changes were contemplated in the substantive or procedural criminal law, despite the fact that they clearly have more experience in dealing with some of the basic issues than anyone else."

But achievement of an important role in policy-making by police will require substantial alteration in the traditional attitude of police leadership toward its own function. Police chiefs will have to accept the importance of this role and indicate a willingness to have police policies the subject of community interest, discussion and debate.

There is still more to the relationship between the police chief and his mayor or manager. Understanding the parameters of his authority is essential. Participation in policy-making is desirable. Support for the police is a third aspect.

My discussions with police officials give evidence of strong feelings by chiefs that they frequently lack the visible support of the mayor, council or city manager.

This is particularly evident in planning response to civil disorder. Here there should be support for the police department and its chief; that support should be prior to the emergency, it should be visible and known to the public, not merely understood between the chief and his administrative superior.

In matters which are of increasing concern to police officials, chiefs want clear, definite statements of policy by the mayor or city council, or by the city manager, if that is the appropriate procedure in some cities. There should be clear understanding of the extent of the police department's responsibilities and assurances that there is ample authority to carry out those responsibilities. This means that the mayor and council and the city manager must be sensitive to needs which are unique to police responsibilities: equipment, training resources, intelligence, and the like.

The police chief has a counter responsibility: the responsibility to exercise the authority which he seeks. Wilson says that the most common weakness in police service stems from failure on the part of the chief of police to exercise the authority which he has. This failure sometimes results from lack of courage or lack of appreciation of the need for action. Sometimes it comes from the ignorance of the methods to use. Whether the subject is personnel management, use of expenditure authority, or some other aspect of administration, the chief who fails to exercise his authority in time of need should expect to lose either his authority or his position.

Nearly a year ago, I was faced with the task of selecting a new chief of police for the city to which I had only recently come myself. Before considering individual candidates, I began to put together a community profile of the new chief -- an inventory of the expectations about the chief and his role. To do this, I talked with a cross section of the city's citizens. I interviewed industrial and retail business leaders, bank presidents, newspaper editors, Chamber of Commerce officials, ministers, Negroes -- both militant and non-militant -- professional people, men and women.

I also talked with local police officials and national leaders in the field of law enforcement. When I was finished, I categorized the comments and descriptions which they had used in telling me what characteristics they thought were vital for the new chief.

By far, the most important feature was administrative ability. Administrative aspects of the chief's job were mentioned more frequently and with greater emphasis than any others. Some of the comments, almost verbatim, are interesting:

-- The chief in a large city is a business manager, he can surround himself with competence in police work.

-- The chief's job is 80% administration and 20% law enforcement.

-- He should be a strong administrator, but he needs a good law enforcement background to be accepted by members of the department.

Age was mentioned with surprising frequency -- most respondents referred to an age-maturity balance. The general standard was a man between 40 and 50 years of age.

Many of those whom I interviewed felt that the chief should have a bachelor's degree or its equivalent -- with a major in police administration or a closely related field of specialization.

The representative function of the chief was recognized by most who stressed the need for a person articulate in written and spoken communication.

-- One said, social and community relations work is becoming more important.

Law enforcement must be integrated into the community --- not apart from it.

-- Another said, the chief has more dealings with others in local government and with community leaders. Articulate. Needs to communicate with university people, scientists, computer people; with judges, prosecutors, and the power structure. He must be able to meet with corporate executives and explain why he cannot or can handle a labor or racial problem.

The need for innovation in police work was reflected in such comments as:

-- Chief should have a broad view of the changes taking place in the world today. He should be willing to change to meet changed circumstances.

-- He should have the ability to "swing" with new federal programs. The imaginative departments will get the money.

-- He must anticipate and guide change, be venturesome. He should have the ability to grow with a job which is growing in complexity.

Others mentioned departmental training, the development of greater professional competence within the department, leadership -- especially in helping his men to understand and respond to Negro problems.

The completed profile characterized the community's expectations both for the new chief and for the program he was to head. Only when this profile was completed did we prepare a position description and begin to recruit applicants. The man who was ultimately selected from within the department measures up very well to the profile.

The first paragraph of our position description, even couched in the lingo of the personnel administrator, is meaningful to our discussion here, for it states the range of responsibility and authority generally in the manner of the previous comments. It reads:

"Under the direction of the city manager, the director of police is the chief executive officer in charge of the Dayton Police Department. He is responsible for the continued development and the administration of a comprehensive law enforcement and crime prevention program for the city of Dayton and for the management of all departmental facilities and equipment. He administers policies established by the City Commission and City Manager; he recommends to the City Manager changes in policies (laws and regulations), new policies and elimination of policies no longer appropriate. The Director of Police is responsible for the maintenance of a high level of law enforcement effectiveness throughout the community."

This is about as clear a statement of police involvement in policy determination and administrative freedom as I have seen anywhere.

When he was appointed, Dayton's new chief requested assistance in helping him and his department to meet the new challenges and demands of today and tomorrow. One of his proposals is for the employment of a variety of expert advisors on a short term basis to work in close cooperation with top departmental operations and staff officers --- to identify together areas susceptible to improvement, to develop together the needed improvements, and to see the changes made by Dayton police

officers who have been provided the assistance, the assurance, and the competence of a recognized expert in the particular field of specialization. We don't want "just another survey" of police operating methods and procedures, and a report of what ought to be done. When this project is completed in about a year, any report issued will state "this is what we accomplished."

No police organization can remain static, and we want to increase the capability within our department to evaluate and assess community law enforcement needs and to develop and implement new and improved methods of policing to cope with these needs.

In the police service, where chiefs traditionally rise through the ranks, it is difficult to introduce new and novel ideas and techniques into the organization; outside influences find it difficult to penetrate to counter the status quo. The "system" thwarts introduction of modern techniques and experimentation with innovating approaches. By placing carefully selected experts as "counterparts" to top department officers for brief periods of time, we believe we can counter these traditional trends and make significant, meaningful improvements, sparked by our own police officials who will call upon their staff experts for advice, suggestions, reliability, and support.

Another response to the new challenges which we face is the preparation by the City of Dayton and Michigan State University's School of Police Administration, jointly, of a new, untried, comprehensive police-community relations program. This term "police-community relations" has been brought forth to cover a number of specialized new activities reflecting the concern of law enforcement officials about their image and the growing public concern regarding the effectiveness of police services. These new programs generally propose to (1) improve the police image, and (2) involve the community in crime prevention activities.

For our program, we went to the President's Commission on Law Enforcement's Task Force Report on "The Police" and to the MSU "National Survey on Police and Community Relations." These reports proposed a number of suggestions for improving the police-community relationship; many of these proposals are still untested. Some elements are in use by some police agencies, but the total package has never been tried in a single city.

Our proposal is to implement the total program and, using careful research methods, to evaluate the effects of each element. The essential elements of the program will include:

1. Formation of an Advisory Council on Police-Community Relations to advise the chief and his top commanders of areas of community tension and to provide assistance in the formulation of special community-relations programs.
2. Appointment of a Coordinator of Police-Community Relations who will head the Community Relations Unit in the office of the Chief of Police.
3. Introduction of new police-community relations programs involving every police officer and large groups of citizens.
4. Review and assessment of current training programs and the development of new training programs aimed at providing the police officer with needed skills to deal with sensitive social problems.
5. Appointment of a Citizens' Appeals Officer in the office of the City Manager to review citizen appeals from decisions of any agency of government and to advise the City Manager as to recommended action.
6. Experimentation with new police field procedures aimed at reducing the tension existing between some city residents and the police department.
7. Review and assessment of every process involved in the implementation of these programs and the utilization of this data in restructuring some parts of the programs as necessary.

The project involves placing administrative analysis -- young men specially qualified in selected fields --- into the government as "assistants to" administrators who have management responsibility for these areas. The administrative analysts will provide professional staff assistance and serve as impartial agents of evaluation and change. They will be advisors only, the final responsibility for decision-making will be left to the administrator.

Those to whom assistants will be assigned include the Chief of Police, the Superintendent of Police Operations, the Commander of Police Training and Personnel, the Coordinator of Police-Community Relations, and the Citizens' Appeals Officer.

When the project is completed in about three years, we expect in Dayton to have developed a model police-community relations program; a program aimed at the identification of tension areas in the community and the design of programs to reduce this tension; to have developed a new emphasis on the concept of social responsibility as a legitimate activity of the police service; and to have established a model complaint procedure not only within the police department but throughout the entire city government so that the powerless members of the community will feel that they have some easily accessible place to seek satisfaction if they feel a

wrong has been done. Those programs and activities which are found successful will be reported in detail as guidelines for action in other cities.

In the final analysis, it is the police chief who is responsible for the prevention of crime and the repression of criminal activity, for the protection of life and property, for the preservation of peace, and for public compliance with countless laws. The community provides him with men and equipment to assist in the attainment of these objectives. All our efforts must contribute to reaching these or comparable goals designed to make our cities fit places for men to live. Our methods change and must change, our objectives remain essentially the same. To begin, we must recognize our cities and those who live in them as they really are, not as we would like them to be. To be honest with others, we must first be honest with ourselves. To be faithful to others, we must first be faithful to ourselves. To move others, we must first move ourselves. To challenge others, we must first be challenged.

* * *

END