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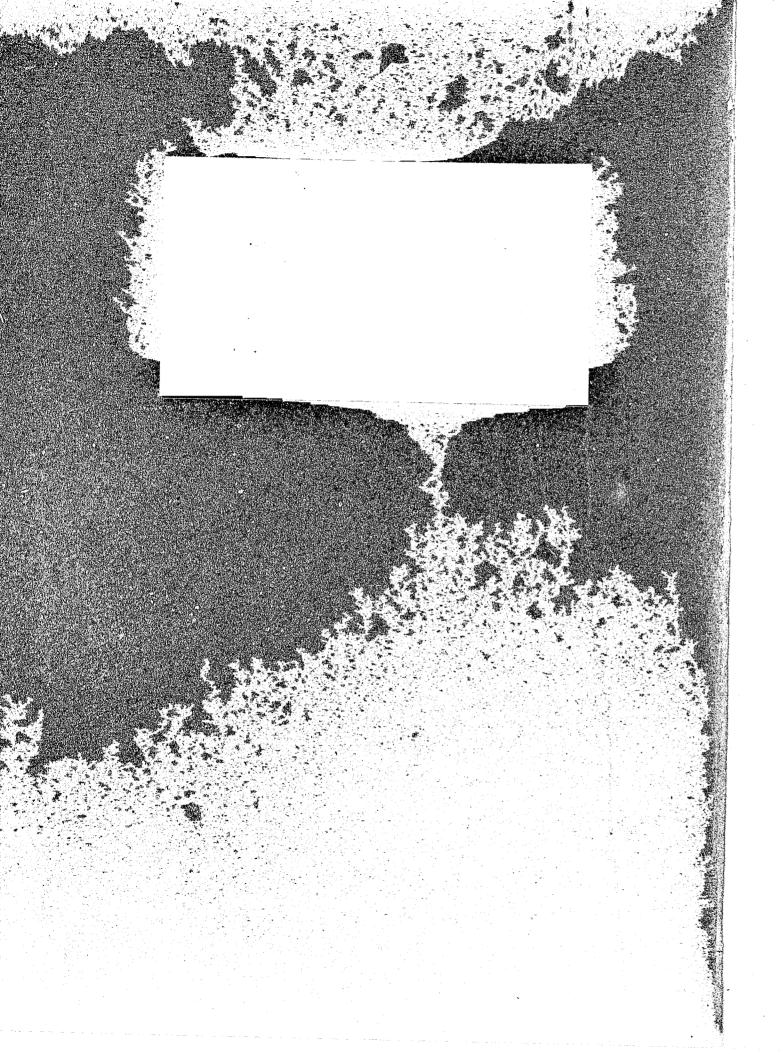
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College of William and Mary

WILLIAMSBURG, VIRGINIA



PLANNING AND ANALYSIS UNIT,
NORFOLK POLICE DEPARTMENT

PHASE I

BY

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February, 1974

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The Metropolitan Criminal Justice Center operates the Pilot City program in Chesapeake, Norfolk, Portsmouth, and Virginia Beach, Virginia. Established in September, 1971, the Center is a research and program planning and development component of the College of William and Mary in Williamsburg, Virginia. The Center's Pilot City program is one of eight roughout the nation funded by the Law Enforcement Assistance lministration of the U. S. Department of Justice. The basic rpose of each of Pilot City project is to assist local jurisctions in the design and establishment of various programs, ten highly innovative and experimental in nature, which will ntribute over a period of years to the development of a model iminal justice system. Each Pilot City team is also responble for assuring comprehensive evaluation of such programs, or assisting the development of improved criminal justice anning ability within the host jurisdictions, and for proding technical assistance to various local agencies when quested.

The Norfolk Police Planning and Analysis Unit commenced operation on July 2, 1973, the two-year \$146,084 grant application (\$108,267 in Pilot "O" funds) having been approved on June 20, 1973. Ronald J. Rogers and Associates, the independent evaluators who prepared this report, were selected in mid-July, 1973.

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I. Introduction

Goals and Objectives

The Planning and Analysis Unit (PAU) of the Norfolk

Police Department was established as an experimental project

with two stated goals. The first was to provide the administration of the Department with the necessary capability to

more clearly identify problems to which it must respond;

develop rational alternatives for their solutions; and, to

devise strategies for their implementation once selected.

This goal is concerned primarily with improving the technical

managerial effectiveness and efficiency of the Department. The

second stated goal is more concerned with the development of
a philosophy throughout the Department which will be conducive

to the acceptance of organizational change as a concomitant
occurrence of improved management practices.

In order to achieve these goals, the PAU should, according to the grant proposal, affect the Department in five specific ways. For the purposes of this evaluation these intended areas of impact are viewed as objectives, the attainment of which contribute to the accomplishment of the stated goals. These objectives are:

1. An improvement in the decision-making process.

- 2. Provisions of multi year program forecasting and review.
- 3. Clear identification of community needs.
- 4. Minimized reliance on intuitive judgments.
- 5. Facilitate optimal utilization of Departmental resources.
- 6. Develop the capability to anticipate potential problems far enough in advance to permit the identification and preparation of responses to them and thereby minimize the self defeating aspects of the "management by crisis" syndrome so common in police organizations today.

It is these objectives which are essential in developing criteria for overall evaluation of the PAU.

Program of Work

The evaluation of the PAU will consist of four major reports, of which this is the first. As understood by the evaluation consultants, these reports will serve not only to evaluate this specific project, but will also provide some basis for the decisions to fund other similar units in police departments throughout the state. This particular report will focus on those activities which took place during the first six and one-half months of activation of the PAU beginning on July 1, 1973. The reasons for including part of the second six month period in this first report are twofold. First, it is the considered opinion of the consultants that about half of the first working month was spent in non-productive activities which are essential to the activation of any new organizational unit. The time consumed in acquiring office space, furniture and equipment, and becoming oriented to the Department, both formally and informally, left little time for the initiation

and completion of even short term projects. Secondly, several of the projects which were begun during the first six months reached some stage of completion only after January 1, 1974. The response to and effect of one of these in particular is of special significance to the overall evaluation.

Methodology

On July 20, 1973, the primary evaluation consultant and two of the evaluation team met with the first three staff members of the PAU and two representatives of the Metropolitan Criminal Justice Center's (MCJC) Pilot City Program. The discussions which took place on that date led to the decision by the evaluation consultant that there would be no activities involved in the evaluation process for the first six months period which could be construed as intervention. Another onsite visit was made on August 13, 1973, at which time the Commanding Officer of the PAU was requested to provide the evaluation consultants with a copy of all correspondence pertinent to the operation of the unit and all documents or reports produced by the unit. A content analysis of these, together with interviews of selected command staff and PAU personnel, provide a significant portion of the data for this first paper.

While the evaluation of subsequent periods of the project will rely on both interviews and questionnaires of varying types, all will be utilized to provide documentation for an evaluation system based on the Program Evaluation Review

Technique (PERT). Variations of this technique have been applied in recent years to such activities as the management of criminal investigation. This graphic technique was used with great success in the Tate-LaBianca case, the investigation into the assassination of Senator Robert F. Kennedy by Sirhan-Sirhan, and is currently being used in the Zodiac investigation. Over 30 law enforcement agencies in the states of California, Washington, Hawaii, New Jersey, Texas and Massachusetts have instituted its use in the areas of automation, planning and budgeting, as well as in criminal investigation.

It was decided early during the first reporting period to apply the PERT technique to the evaluation of the PAU. Several factors prompted this decision. First, it would minimize the possibility of the "Hawthorne effect" so commonplace in evaluation. Secondly, it would provide a vehicle to construct a model based on the goals and objectives of the project as well as on the judgments of the consultants in terms of the use of time, resources, and activities. By constructing an historical network based on the actual activities of the PAU since its inception, using the data from interviews, disciplined observation, and analysis of documents and reports produced, it is possible to evaluate the PAU in terms of comparison with the model. Other advantages of using this technique include the ability to select one specific project or activity if desired, and establish costs based on the information available about the activity, i.e., man days, expenditure of funds for travel, etc.

Lastly, it also aids the PAU in establishing future strategies for its operation consistent with the goals of the overall project.

II. Presentation of Data

In establishing the PAU within the organizational frame-work of the Norfolk Police Department, it was anticipated that there would be some identifiable changes in the Department. The changes desired would hopefully provide answers to several basic questions. They are:

- 1. Can the PAU contribute to an improvement in the decision-making process in the Department?
- 2. Can the PAU enable the Department to clearly define goals and objectives which reflect the needs of a changing community? And assist in the development of programs to respond to those needs?
- 3. Can the PAU minimize the need to rely on intuitive judgment in the development of policy by providing rational alternatives based on facts rather than opinion?
- 4. Can the PAU assist in the improved utilization of departmental resources?
- 5. Can the PAU help the Department to avoid the "management by crisis" syndrome so common in police organizations? Can it aid the Department in identifying potential problems before their imminence limits the number of solutions to the exclusion of rational ones?

After careful consideration of all available information the following observations regarding these questions are presented:

Decision-making

Interviews with the Chief of Police and all of the Deputy Chiefs indicates that there is an improvement in the decision-

making process at that level of the organization. Prior to the establishment of the PAU information which served as the basis for decision-making was characterized as "difficult to obtain," "...in such form as to almost be useless," and "...in some matters almost impossible to obtain."

During the first six month period of the project the individual utilizing the information most for making decisions was the Chief of Police. The next step down, at the Deputy Chief level, had less direct contact with the PAU and did not utilize the PAU as a resource to any appreciable degree. To the extent that the Chief asked their opinions of alternatives based on information supplied him by the PAU, the Deputy Chiefs did participate in decisions made on the basis of facts presented in an orderly manner.

One instance arose during the first six month period in which the Chief and the Deputy Chiefs perceived the data provided by the PAU in slightly different ways. However, through effective communications between the Chief and his deputies, the matter was resolved to the apparent satisfaction of all concerned.

This event came about as the result of a decision made prior to the activation of the PAU to consolidate the four precincts of the Norfolk Police Department into two. The question which faced the Chief and his staff was: "where do we establish the boundaries of the two precincts?" There were some definite differences of opinion as to where they should

be located. The PAU was asked to provide information on police activity in the four possible choices; and based on these data, consensus was reached as to the boundaries.

All of those interviewed indicated that they felt more confortable with decisions in which data provided by the PAU was instrumental. After considerations of the data relative to directives from the Chief of Police, it is the opinion of the evaluation team that the decision-making process at the upper levels of the organization of the Norfolk Police Department now involves the use of data organized in a logical manner. While it is recognized that the Chief of Police may reject a recommendation from the PAU based on their analysis of a problem, at least the unit does provide some input into the decision-making process.

At this point in time the input of the PAU into the decision-making process at levels below the Chief and the Deputy Chiefs is not possible to accurately assess because of minimal contact between the PAU and these other levels during the first six months period. Most of these contacts were in the nature of requests for information needed by the PAU.

Goals and Objectives

During the first six months of the project, there has been no visible attempt by the PAU in helping the Norfolk Police Department to clearly define its goals and objectives; therefore, it was not instrumental in the development of

programs which would enable the Department to respond to community needs. Programs, in this instance, refer to those operational projects which relate directly to the external environment of the Department, i.e., the community, other city departments, etc.

On August 13, 1973, the primary evaluation consultant visited the PAU and inquired as to their activities since the last on-site visit. Three directives from the Chief of Police were cited as the basis for their work schedule. When the unit was asked what they had done in terms of their own goals and objectives, further discussion indicated that at that point they had not attempted to define the Department goals and objectives, much less their own. Subsequently, in the Discretionary Grant Progress Report, the unit's goals as envisioned in the grant proposal are cited only in the broad, general terms so common to such proposals. However, no attempt is made to relate them specifically to the goals of the Norfolk Police Department. This matter is dealt with at some length in the recommendations appearing later in this report, relative to long-range planning.

Intuitive Policy Making

The degree of reliance on intuitive judgment in the development of policy making is closely related to the improvement in the decision-making process. This is more readily understood when the relationship between decision-making and policy development are more clearly defined. Policy is made

on the basis of deciding between alternatives which are available to the administrator. To the extent that the administrator selects rational alternatives as the basis for policy making, he relies less on intuitive judgement, i.e., "by the seat of his pants." This of course assumes that the alternatives from which he has to choose are based on fact, and that the one he selects is the most rational in terms of achieving organizational goals and objectives. A content analysis of the correspondence between the Chief of Police and the PAU leads the evaluation team to conclude that there is a move away from policy making based principally on intuitive feeling. This could become more pronounced as the PAU develops the expertise to offer more alternatives, and as discussed previously, to provide some definition of the Department's goals and objectives.

Allocation of Resources

Analysis of the correspondence between the Chief of Police and the PAU reveals that over half of the directives from the Chief to the PAU are directly related to the allocation of resources, most specifically personnel. Prior to the activation of the PAU it appears that matters such as personnel distribution were managed on a more or less <u>ad hoc</u> basis because there was no detailed analysis conducted. The PAU, in response to directives from the Chief has conducted studies concerned with:

- performance evaluation

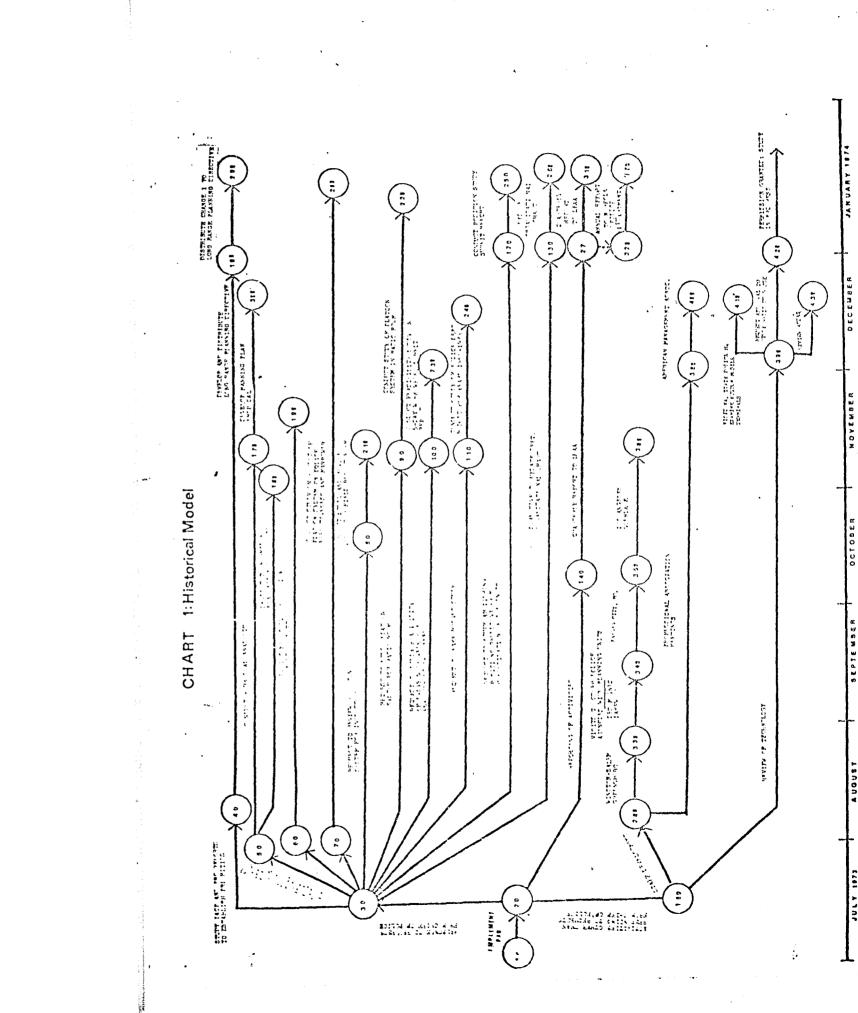
- distribution of manpower
- personnel time lost
- work scheduling

Further examination of written communication between the Chief and the PAU reveals that adjustments in the allocation of manpower and policies relating to staffing of supervisory positions were obviously made with due consideration for the input of the PAU. Review of the substantive content of the analyses and recommendations made by the PAU concerning these matters leads the evaluators to the conclusion that the PAU has had an appreciable positive impact on the utilization of resources based on the data and recommendations they were asked to supply and the use made of them.

Long Range Planning

In attempting to assess the PAU's contribution to the Depart ent's ability to anticipate problems and develop rational solutions before they reach the crisis stage, it is necessary to review what the PAU has done in terms of long range, mid range, as well as short range planning.

Graphically displayed in the his torical network (Chart 1) are all of the activities of the PAU from its implementation up to the middle of the seventh month. Analysis of this network reveals that the greater portion of the PAU's time was spent in responding to directives from the Chief of Police requesting that they conduct some kind of organizational research for him. Based on approximately 125 working



days between July 2, 1973 and January 14, 1974, and the records supplied by the PAU staff, it is estimated that over 53 percent of the unit's time was devoted to completing these kinds of assignments. Of the remaining time, about 12 percent, was spent in activities which could be considered staff development. No records were available which could account for the remaining 35 percent.

While it is noted that certain projects, such as the study of the Norfolk Police Department's budget for the past five years, and development of the Long Range Planning Directive may have long term implications, without clear welldefined Departmental goals and objectives to which to relate them, the timing of these projects appears somewhat premature. The problems on which most of the PAU's activities have been centered, are at best short or mid-range in nature and cannot be considered long range in terms of problem identification. No systematic approach exists to problem identification, solution development or procedural implementation other than to respond to a directive from the Chief of Police. Close scrutiny of the reports submitted to the Chief of Police leave little doubt as to the technical capacity of the PAU staff to do completed staff studies. While these technical skills are essential to the operation of any similar unit, in and of themselves they do not necessarily demonstrate long planning capability for the unit nor its parent organization. This is

the case with Norfolk Planning and Analysis Unit at this stage of the project.

III. Procedural Considerations

Of special concern in the evaluation of the Norfolk PAU are those questions which address themselves to the managerial, organizational, and operational dimensions of the project.

Managerial

The first question posed regarding the managerial aspect has to do with the degree to which management understands the goals of the project, and the degree of control exercised over it. Responses by the chief and deputy chiefs to the question: "In your opinion what is planning?", serve as the basis for the evaluators assessment of the understanding of the goals of the project. Analysis of all the answers to this question reveals one common perception, and that is that planning is viewed as a kind of activity or process which involves some specialized skill in resolving problems which they do not possess, nor have the time to develop. One respondent expressed the opinion that planning was "looking ahead in terms of what you hope to do, and how to do it." Still another viewed planning as "a recurring process of looking ahead so that what is being done now won't become obsolete."

The principal concern of the chief regarding planning per se, as well as the goals of the project was that "it enables the department to make maximum use of its resources" i.e.,

manpower, equipment, facilities, and budget. He conveyed the impression that the ability to provide the Department with this capability over a long period of time was of paramount concern to him.

None of the responses from the chief, and the deputy chiefs, representing all functional components of the Department, i.e., operations, services, criminal investigation, and inspections, specified the goals of the project as stated in the grant proposal. However, the substance of their responses to the question put to them, indicates that it is an awareness of what the PAU should be able to do for the Department that implies an appreciation for it, if not a complete comprehension of the project's goals.

<u>Control</u>

The responsibility for control of the project rests on the chief of police and it was his considered opinion that the responsiveness of the PAU regarding their assignments have required a minimum of supervision. An unsolicited comment extracted from the interviews with the deputy chiefs expressed the hope that the PAU would not become involved in the command structure itself, but continue to serve in a supportive role. Thus far this appears to have been avoided.

Communication

With regard to the communication process, the majority of the command staff interviewed felt that the formal communication

between themselves and the PAU could be improved considerably. Cormunication becomes especially critical as it relates to the degree of creativity and initiative so important to the success of this particular project. For example there appears to be a difference in what the PAU staff perceives as the freedom to initiate studies or projects on its own, and what the chief perceives. The PAU staff are not certain just how far they can go, and yet the chief expressed the very definite wish that they take more initiative. This disparity of perceived freedom to be creative is due in large part to the inadequacy of the communication process.

Commitment to the project

All of the command staff felt that the administration of the Department had committed itself to the project. They also expressed the opinion that the unit had not been in operation long enough to judge its impact on the organization, or the awareness of the entire organization structure as to its role. The evaluation team has been able to identify 36 separate contacts between the PAU and persons in the Department, excluding the chief and his deputies. These ranged from clerical workers to precinct commanders. Up to this point the majority of contacts other than clerical support have involved requests for information, or assistance with a survey being conducted by the PAU. A complete understanding of the commitment of top management to the success of the

PAU by the entire organization, does not exist at this time primarily due to the relatively short period of time, and the inadequacy of communication about the PAU throughout the Department.

Resources

Upon consideration of the resources committed to the project, two things become apparent. First, from the standpoint of staffing, the decision to delay the assignment of a full time secretary until the second year of the project's duration was ill advised. The amount of work to be done on the basis of responding to directions from the chief alone, justifies the assignment of a full time secretary.

Supervision

The commanding officer of the PAU was very involved in the operation of the unit to which he was previously assigned. The primary evaluation consultant has had an opportunity to observe this individual before and after the activities of the PAU. Without exception, on each of these occasions he has been called upon to assist someone in the Department other than PAU staff in making a decision, or finding information. The commander of the PAU appears to be a conscientious individual who is reluctant to turn anyone away when asked to help. However, on the basis of observations and interviews, it appears that this particular practice may be consuming an inordinate amount of his time.

Integration into the organization

The manner in which the PAU has been utilized thus far by the chief, and the degree of acceptance expressed by the deputy chiefs are indicative of the unit's integration into the management structure of the Department. However, if this is to continue, more attention should be devoted to the development of an awareness of planning capability throughout the entire Department. Once again, this requires an improvement in communication, both formally and informally, as pertains to the goals of the project.

Sub-Components

The Systems and Procedures Section of the PAU thus far has demonstrated capability in working with the heads of the major components of the Department and the chief in conducting studies related to manpower distribution and personnel performance. These have served as the basis for decisions made relative to manpower which indirectly can relate to an overall improvement in operations. This section, staffed by one civilian currently, has continued to work in the personnel area with regard to improved personnel practices on its own initiative. Examination of the documents produced by this section finds them to be mechanically sound with great attention to detail. No experimental programs have been developed by this section as yet. With the exception of the role of this section in developing the planning directive, problem

identification has been largely concerned with those matters covered by directives from the chief of police. The most notable exception being the personnel practices study previously mentioned.

The activities of the Mid and Long Range Planning Section have been confined almost solely to responding to directives from the chief of police. With the exception of the planning directives distributed in early January, and the budget study, there has been almost no activity which the evaluation team feels is consistent with the functional goals of the unit. The only activity initiated by this section is the helicopter feasibility study currently in progress.

Staff development for all the staff of the PAU has consisted of visits to other police departments to observe how similar units operate. This approach can be very useful in learning and profiting from the mistakes and successes of others. However, no attempt to develop planning skills other than attendance at an American Management Association seminar, has been attempted.

IV. Conclusions and Recommendations

It is the opinion of the evaluation team that structurally the design of the project is sound and consistent with basic principles of administrative organization. The PAU is placed in the organizational hierarchy in the most advantageous position, reporting directly to the chief of police. Procedurally,

the project leaves much to be desired. A review and analysis of the interviews conducted as well as the historical network (Chart 1) leads the evaluation team to conclude that:

- 1. The PAU has operated without any clear definition of the goals and objectives of the Norfolk Police Department.
- 2. The PAU staff have not received formal training in planning techniques. The skills which they possess now need to be adapted to planning and new ones acquired.
- 3. The PAU has expended most of its effort on short term organizational research projects. This is to be expected in the absence of clear definition of goals and objectives for themselves and the Department.

It should be pointed out that the project has not reached the halfway point and there is still ample time to overcome some of the problems experienced during the first phase. To that end the evaluation team makes the following recommendations:

1. RECOMMENDATION: Immediately the PAU should develop a "plan to plan" which would encompass the remaining duration of the project.

The staff of the PAU should carefully review the terms of the grant proposal under which the unit was established. Based on this review they should develop a management plan to accommodate the requirements of the grant. The identification of priorities, the commitment of resources, including those not yet acquired by the PAU, should be of prime concern.

2. RECOMMENDATION: Adopt and implement a formal long range planning process.

A recent survey comparing law enforcement agencies with private business firms, revealed that the latter were more likely than the former to engage in comprehensive strategy (long-range) planning. The survey also discovered that law enforcement planning units frequently found themselves working at secondary tasks such as fiscal and personnal administration. 3

This survey also pointed out that some mechanisms of long-range planning in private or non-law enforcement organizations and companies are transferable to law enforcement agencies.

Based on these findings and a review of the current literature on police planning, the evaluation team recommends that the Norfolk Police Department adopt and implement a formal long-range planning process using corporate long-range planning as a model and point of departure.

Corporate long-range planning has been defined in at least four ways, each of which is needed in understanding it. 5

-Long range planning deals with the impact of current decisions on the future. This means that long-range planning looks at the chain of cause-and-effect consequences over time of an actual or an intended decision that an administrator is going to make. If he does not like what he sees ahead of him he then will change the decision. Long-range planning also considers the alternative courses of action that are open in the future and when choices are made they become the basis

for making current decisions. The essence of long-range planning is a systematic, identification of opportunities and threats that lay in the future which, in combination with other relevant information, provide a basis for an organization's making current decisions to exploit the opportunities and avoid the threats or at least deal with them effectively.

Long-range planning is a process which begins with the development of objectives, defines strategies and policies to achieve objectives and develops detailed plans to make certain that the strategies are carried out to achieve the objectives.

It is a process of deciding in advance what is to be done, and who is going to do it.

-Long-range planning is a philosophy. The chief administrator must assure the proper climate in the organization to do the most effective long-range planning. This climate is a function of many forces among which is an attitude of wanting to do effective planning.

-Long-range planning may be further defined as a structure of plans. It is a structure which integrates long with medium and short-range operational plans. In this plan, are integrated at all levels, major goals and objectives, strategies, policies and functions of an organization.

More specifically, the long-range planning process might incorporate the following steps: 6

- 1. Evaluate organizational purpose, problems, strengths, and weaknesses.
- 2. Identify long-range objectives and develop supporting policies.
 - 3. Identify medium range or sub-objectives and supporting policies.
 - 4. Develop short-range plans and procedures.

- 5. Implement plans.
- 6. Review and evaluate plans.

The steps listed would be supported by on-going planning studies and feasibility testing.

Further, this process rests on a constant review of long, medium and short range plans using feed-back for evaluation and revision of organization plans. This approach is consistent with the concept of planning suggested by the National Advisory Commission on Criminal Justice Standards and Goals.

(A PERT network which graphically illustrates this process has been included as Chart 2.)

The Commission listed four major steps in the planning process, and they are: 7

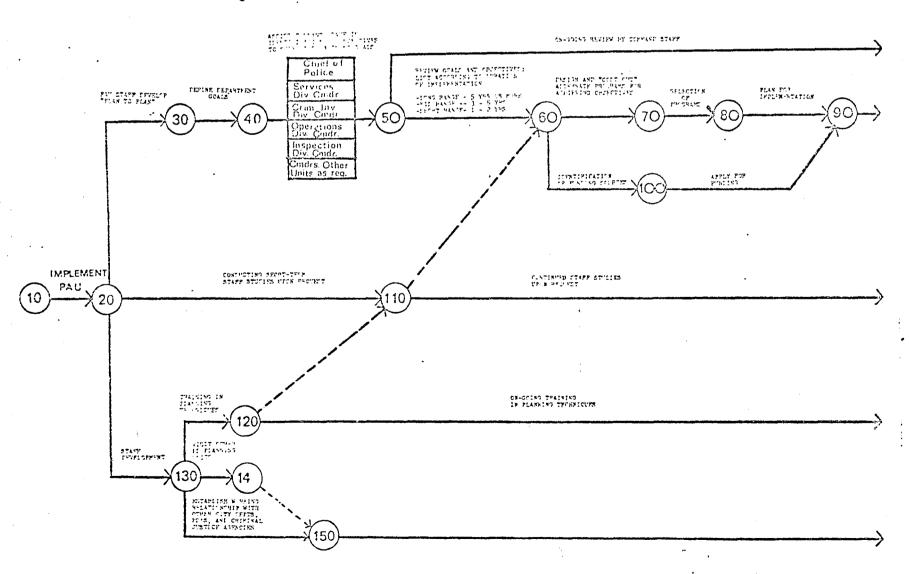
- setting priorities
- developing programs
- defining performance measures
- evaluating results

Having given a generally accepted definition of long-range planning it is perhaps appropriate to review the steps, in more detail, that the PAU might consider in implementing a formal planning process.

EVALUATE ORGANIZATIONAL PURPOSE, PROBLEMS, STRENGTHS AND WEAKNESSES

Before the goals and objectives of an organization are defined, top management should assess the organization's

CHART 2: Planning Model



overall purpose, problems, strengths, and weaknesses. What demands, for example, are placed on the Norfolk Police Department by the community it serves? Will these demands change in future years?

Assuming that questions like these have been considered the next step is for top management to review its own expectations of the organization for the future. As an example, is it the goal of the command staff (Deputy Chiefs and above) to see the Department double its current number of sworn personnel, or is it to provide a higher level of police service to the community in the most efficient manner? These examples are admittedly oversimplified yet they provide some idea of the decision-making that top management must undertake in order to define long-term organizational objectives. Long-Range Objectives

Objectives are desired results to be achieved, usually in a specific time frame. They are very important in the planning process because they are guides to the development of actions to assure their fulfillment. Behavioral scientists also conclude they are important motivators of people in organizations, because generally people in organizations like to try to achieve the objectives set for the organization. The more people in organizations participate in the objectivesetting process the greater is their motivation to achieve them. Objectives can be used effectively, of course, as

standards for measuring performance.

Objectives may be expressed for every element of an organization which is considered to be important enough to be the subject of plans. There is no standard classification objectives nor of the number of objectives which an organization should have.

Medium-Range Planning

Medium-range planning is the process where specific functional plans are related for specific numbers of years to display the details of how strategies are to be carried out to achieve long-range objectives and organizational goals. Many organizations prepare manuals of procedures telling their divisions how to prepare their medium-range programs and plans. Typically, the planning period is for five years but there is a tendency for more technically advanced agencies to plan ahead in some detail for seven or more years. In most organizations the medium-range plans cover only the major functions. 9

It should be noted that the Norfolk Police Department is in the process of establishing a Master Plan involving projections five years into the future. This plan should be consistent with the overall goal of the Norfolk Criminal Justice Coordinating Committee.

Short-Range Planning and Plans

The next step, is to develop short-range plans on the

basis of the medium-range plans. Generally, short-range plans compose the first year of the medium-range plan. They are also closely linked to the annual operating budget. While strategic and medium-range plans may provide the framework within which short-range planning is done, the different types of short-range plans that can be affected covers a wide range. In mind are plans such as work methods, inventory plans and control, employee training, job enrichment, management education and manpower allocation. The studies related to personnel management recently initiated by the Systems and Procedures section are excellent starting points. The Medium and Long Range Planning section should begin activities similar in scope.

Planning Studies and Feasibility Testing

Planning studies can be made throughout the planning process. They can be important in analyzing such matters as current vehicle replacement policy, or suitability of the present organization for planning.

Feasibility testing takes place throughout the planning spectrum. For instance, when lower-level managers are examining different alternative choices at lower levels the testing can become completely quantitative and sometimes very sophisticated. 12

Review and Evaluation

Plans that are developed should be reviewed and evaluated.

There is nothing that produces better plans on the part of subordinates than for the top managers to show a keen interest in the plans and the results that they bring. ¹³ In addition, review and evaluation activity contribute to the strength and accuracy of the planning process.

It should be noted, that there are numerous corporate planning models which differ slightly from the one presented here. However, it is total organizational involvement in the planning process which should be emphasized when adapting any planning model to the needs of an organization.

3. RECOMMENDATION: Provide PAU staff with training in planning techniques which would enhance the skills they already possess.

Based on the evaluation team's analysis of the historical PERT Network and discussions, with PAU staff, it is recommended that a formal on-going training program, in planning techniques, be provided for unit personnel.

Specifically, if PAU staff are expected to support and assist in the implementation of a formal long-range planning process it is imperative that they possess a firm understanding of planning models, techniques and tools.

As an example, the Delphi Technique is a useful method for the systematic solicitation and collation of expert opinions. 14 This technique might be used for identifying the objectives of the Norfolk Police Department. Additionally such methods as

the Crawford Slip Card Technique have proven beneficial in all types of management research. The PERT/CPM technique which is used in this evaluation is also an excellent planning method. Training in planning is available through various colleges and universities as well as professional associations.

4. RECOMMENDATION: Develop more adequate formal channels of communication between the PAU, the deputy chiefs of the operating divisions and their subordinates.

Periodic formal contacts between PAU staff and all command and supervisory personnel should be established. These contacts, whether in group conferences or on a one-to-one basis, should serve to make the entire organization aware of what the PAU can do for them. Through improved communication it is possible to develop an awareness of planning capability throughout the entire Department.

Most of the command staff have indicated that their informal contacts with the unit are sometimes on a daily basis. While informal communications are most useful, there needs to be more exchange of ideas between the PAU and all command personnel in more formal sessions with an agenda composed of specific topics relating to planning.

5. RECOMMENDATION: Adopt a reporting system which will enable the PAU as well as the evaluators to assess the unit's progress.

During the first evaluation period the consultants refrained from any kind of activity which might bias the research. It was anticipated that the PAU would devise their own system for accountability. The documents supplied by the PAU staff enabled the evaluators to reconstruct a great deal of what transpired during the first phase. However, the accountability for time spent on specific activities was most haphazard. Therefore, it is recommended that the reporting form appearing in Appendix A, or a modification of it, be used to more accurately report the kinds of data useful to the PAU and the evaluators. As the development of the Departmental master plan proceeds, and various projects take shape, this device will enable the PAU to evaluate its own activities in the monitoring of these projects.

6. RECOMMENDATION: Full time secretarial support for the PAU should be assigned as soon as possible.

In order to optimize the effectiveness of the unit, it is absolutely essential that such support be made available immediately. The workload generated during this first phase, even though based largely upon requests for staff studies, more than justifies such a move.

Summary

If the PAU is to achieve the goals envisioned for it in the grant proposal it must reorient itself to do something besides completed staff studies. In order to have developed

the kind of planning capability for the Norfolk Police Department at the end of the two year period, it must concentrate on those activities defined herein as long range planning. It must receive additional logistical support, and be permitted to seek assistance in the development of their planning skills. Unless the latter is done during the next phase, there is the strong possibility that the unit will not optimize the potential of its staff.

FOOTNOTES

- 1. Grant Application, p. 1.
- 2. Ibid.
- 3. National Advisory Commission on Criminal Justice Standards and Goals. Criminal Justice System. Washington: U.S. Government Printing Office, 1973 p. 27.
- 4. Public Safety Systems Incorporated. Los Angeles County Sheriff's Department Long-Range Planning Project Task III Report. Santa Barbara: Public Safety Systems, Inc., 1972, p. 2-5.
- 5. George A. Steiner. <u>Comprehensive Managerial Planning</u>, Oxford, Ohio; The Planning Executives Institute, 1972, p. 4.
- 6. <u>Ibid.</u>, p. 1-6.
- 7. Criminal Justice System. p. 27.
- 8. Comprehensive Managerial Planning. p. 14.
- 9. <u>Ibid.</u>, p. 16.
- 10. Ibid., p. 18.
- 11. <u>Ibid</u>., p. 21.
- 12. <u>Ibid</u>., p. 21.
- 13. <u>Ibid</u>., p. 21-23.
- 14. S. C. Abraham, et.al. Development of a Delphi Technique to Generate the Goals of a Model Law Enforcement Agency Santa Barbara: Public Safety Systems, Inc., 1971, p. 1-1.

APPENDIX A

PLANNING UNIT ACTIVITY REPORT

NAME: _____ SECTION:

ACTIVITY: (Briefly developme	describe. If a project, technology review	ect or program, sta w, etc.)
		ı
HOW INITIATED:		
DATE STARTED:	DATE COMPLETED:	
NUMBER OF MAN-DAYS S	PENT ON ACTIVITY:	
NPD PERSONNEL OTHER DURING THIS ACTIVITY	THAN PAU STAFF WITH V	WHOM YOU HAD CONTACT
NAME	RANK	UNIT
NAME	RANK	UNIT
NAME	RANK	TINU
NAME	RANK	UNIT

END

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