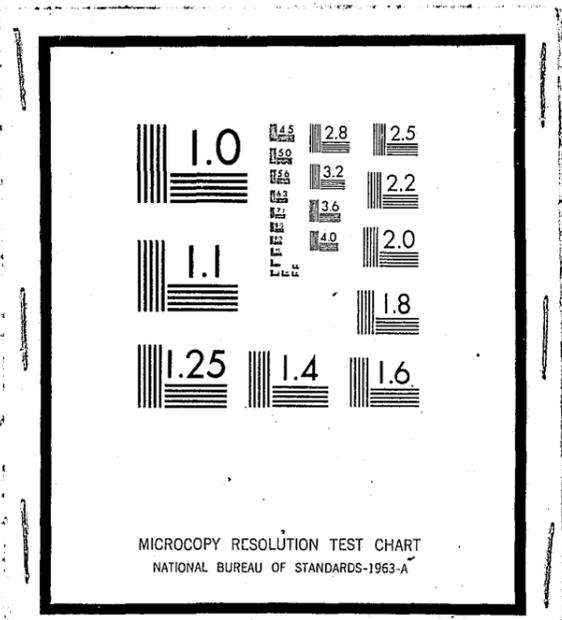


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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2/11/77

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R-76-186

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Delaware; Needs Assessment for an Executive Development Training Program and Manual for Selected Police Departments

REPORT NUMBER: 76-119

FOR: Delaware Agency to Reduce Crime

NCJRS

NOV 3 1978

ACQUISITIONS

CONTRACTOR: Westinghouse Justice Institute

T: Richard H. Ward

NUMBER: J-LEAA-003-76
October 1976

37328

DEPARTMENT OF JUSTICE

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FOREWORD

This request for Technical Assistance was made by the Delaware Agency to Reduce Crime. The requested assistance was concerned with conducting a needs assessment for the development of an executive development training program for selected police chiefs, and developing guidelines for an operational manual. The Training Program and the preparation of the manual are to be undertaken by the Police Executive Institute of the Pennsylvania State University.

Requesting Agency: Delaware Agency to Reduce Crime,
Mr. Sam McKeeman.

Approving Agency: LEAA Region III (Philadelphia),
Mr. Edwin S. Schriver, Police
Specialist

1. INTRODUCTION

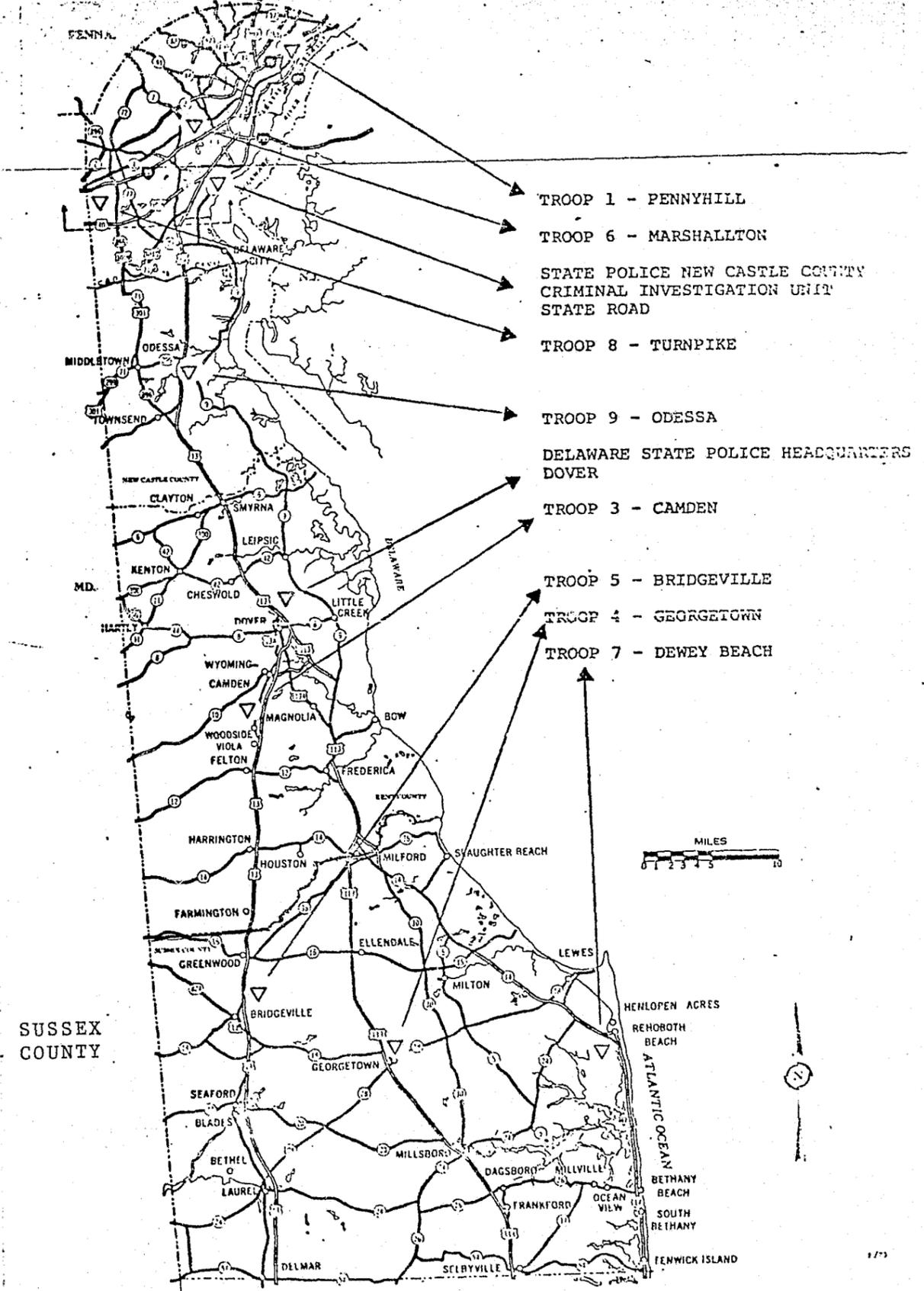
This report was based on a request from the Delaware Agency to Reduce Crime to conduct an on-scene analysis and needs assessment for the development of a 3-day police executive training program and a procedural manual for police administrators in police departments in the State of Delaware. The primary focus of this program is to assist police administrators in Sussex County (see Figure 1-1), although the scope of the manual is expected to be applicable for small- and medium-sized police departments throughout the country. The training program and actual preparation of the manual are to be undertaken by the Police Executive Institute of the Pennsylvania State University. The purpose of this study was to establish guidelines and suggestions for curricula and contents of the manual.

The report was based upon interviews with chiefs of police, planning agency personnel, and others concerned with executive development in Delaware. Relevant reports, statistics, available information, and forms were also reviewed in connection with this assignment.

The following individuals were interviewed or participated in discussions concerning this study:

- Chief of Police Calvin Adams, Millsboro Police Department.
- Chief of Police William Brierly, Newark Police Department.
- Chief of Police Richard Carmean, Milford Police Department.
- Chief of Police Robert Clark, Lewes Police Department.
- Mr. H. A. Colvin, Police Planner, Delaware Regional Chiefs' Association.
- Chief of Police Norman Griffith, Seaforth Police Department.
- Mr. James Horner, Penn State University.
- Chief of Police Harry J. Maichle, Jr., Rehoboth Police Department.
- Lt. Charles Miller, Seaford Police Department.

- Mr. Sam McKeeman, Delaware Agency to Reduce Crime.
- Chief of Police John McLaughlin, Laurel Police Department.
- Mr. Edward S. Schriver, Police Specialist, LEAA, Region III.
- Mr. Robert F. Stuart, Planner, Delaware Agency to Reduce Crime.
- Chief of Police Harold Todd, Georgetown Police Department.
- Capt. Harlan E. Tull, Director of Training, Delaware State Police.
- Mr. Donald Yoder, Police Commissioner, Millsboro.



SUSSEX COUNTY

Figure 1-1. Sussex County, Delaware, State Police Troops

2. UNDERSTANDING OF THE PROBLEM

The State of Delaware consists of three counties; the two southern-most counties, Kent and Sussex, are policed for the most part by small departments with an average strength of approximately four sworn personnel. With the exception of the Dover Police Department, the range of sworn personnel is 1 to 13.*

The preparation of chiefs of police for administrative positions varies, and it was generally agreed by those interviewed that there is a need for an executive development training program that focuses on three general areas:

- Budgeting.
- Records and reporting systems.
- Manpower allocation and personnel procedures.

In addition, it was felt that an administrative manual would benefit administrators, particularly if it were presented in a procedural format.

The following police departments have expressed an interest in participating in this program:

<u>Unit</u>	<u>Strength</u>	
	<u>Full-Time</u>	<u>Part-Time</u>
Bethany Beach	4	1
Blades	1	0
Bridgeville	3	3
Dagsboro	1	0
Delmar	5	1
Fenwick	3	1
Frankford	1	0
Georgetown	6	0
Greenwood	2	0
Laurel	8	3
Lewes	6	0
Milford	19	2
Milton	3	2
Millsboro	6	1
Ocean View	2	0
Rehoboth Beach	18	20
Seaford	14	12
Selbyville	2	0
South Bethany	1	2

*1976 Comprehensive Plan for the Improvement of the Criminal Justice System in Delaware, Delaware Agency to Reduce Crime, 1975, p. 1.

Profiles of the communities expressing an interest in participating in this program are attached as Appendix A.

The starting salary range for police officers in Delaware is from \$6,000 to \$10,486, although it should be noted that salaries in the smaller departments are significantly lower than in the larger departments. Table 2-1 illustrates the results of a survey conducted by the Delaware Agency to Reduce Crime, and provides a comparative view of organizational, personnel, and other characteristics of approximately one-half of the participating departments.

With the exception of crime and traffic accident reports, there is no uniform records and reporting system within the State; and the records maintained by each department vary considerably. There currently is no crime analysis capability at the local level, and cooperation between departments also varies.

Selection and promotional criteria also vary considerably, and most departments do not maintain an adequate personnel records system.

Departmental budgets and fiscal policies are generally set by town councils; and it would appear that little consideration is given to such factors as calls for service, manpower needs, reported crime, and other variables that should influence the budgetary process.

Because most departments involved in this study consist of fewer than five sworn personnel, little consideration is given to resource allocation. In several departments, seasonal tourist increases result in the hiring of parttime or summer personnel, many of whom are not adequately trained.

Newly employed sworn officers are required to attend the Basic Recruit Training Course at the Delaware State Police Academy. This 10-week course consists of 350 hours of training. The Annual Report of the Council on Training appears as Appendix B of this report.

Executive training for police officials is generally limited, although the State Police Academy has offered several in-service training courses that were available to administrators (see Appendix B, pp. 21 and 22).

A summary of reported crime in possible participating agencies appears in Table 2-2.

TABLE 2-1
Selected Data
1975 DARC Police Survey

POLICE AGENCY	RECRUIT REQUIREMENTS					PROMOTIONAL CRITERIA					SUPPORTIVE SERVICES UNITS (NO. OF SWORN PERSONNEL)										
	H.S. Degree	Psych. Exam	Oral Interv.	Secur. Check	Writ. Test	Educ.	Exper.	Oral Test	Written Perform. Test Ratings	Based On Chiefs' Recomm.	Det.	Narc.	Juv.	K-9	Crime Spec.	Tact.	Polygraph	Major Crime	Training	Planning	Commun. Relations
Delaware State	X	X	X	X			X		being developed	X	47	12	10	10	4 auto theft	10 ASAP	3	6 Intel.	3	4	10 CR/Yout Aid
* Bethany Beach	X		X	X			X	X	X	X											
Bridgetown			X	X			X			X											
Camden-Wyoming	X		X	X		X	X			X											
Clayton	X		X	X						X											
* Dagsboro	X		X	X					N/A												
Delaware City	X		X	X		X	X			X											
* Delmar	X		X	X			X			X											
Dover	X		X	X		X	X		being developed	X	5	1	1	2				1 (P.T.)			
Eismere	X	X	X	X	X		X	X	X	X		1	1								
Harrington	X		X	X			X			X											
* Laurel	X		X	X		X	X			X											
* Lewis	X		X	X			X			X											
* Milford	X	X	X	X		X	X		X	X											
* Millsboro	X				X																
* Milton	X		X	X			X			X	1										
Newark	X	X	X	X	X		X	X	X	X	7		2	1							1
New Castle City	X		X	X			X			X	1		1								
New Castle County	X	X	X	X	X	X	X	X	X	X	16	4	4					4	3		
Newport	X		X	X	X		X	X	X	X	1			1						1	
* Ocean View	X		X	X					N/A												
* Rehoboth	X		X	X			X	X	X	X	2		1	2				4 Summer Only			1
Seaford	X		X	X			X		X	X	1	1									
* Smyrna	X		X	X			X		X	X	1										
Wilmington	X	X	X	X	X		X		X	X	32	10	14	3				4	6	9	

* Indicates participating Department

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TABLE 2-1 (CONTINUED)

Selected Data
1975 DARC Police Survey

POLICE AGENCY	NUMBER OF AGENCY PERSONNEL (F.T.)												CELL CAPACITY	TYPES OF PATROL			CLEARANCE RATES (%) PART I CRIMES		CURRENT TOTAL BUDGET (1000's of \$)	STARTING SALARY (No Exper.) (\$)	MAX SALARY (Exper. Ptlmn.)	MEN LOST THROUGH TURNOVER (PAST YEAR)		
	OFFICERS				OTHFR (SWORN)				CIVILIANS					One Man Auto	Two Man Auto	One Man Foot	1973	1974						
	White		Minority		White		Minority		White		Minority													
	M	F	M	F	M	F	M	F	M	F	M	F												
Delaware State	66				352		10		60	52	7	2	Temporary Detent. Only	X			31	43	9193	9500	12,665	N/A		
Bethany Beach	1				3									X			37	16	63	7200	8,400			
Bridgeville	2				2								2	X	X	X	N/A	N/A	43	6500		Deter. by Council	1	
Camden-Wyoming	2													X		X	N/A	N/A	30	6760				
Clayton	1				1				1				2	X		X	N/A	N/A	N/A	7000	8,200			
Dagsboro	1													X			N/A	N/A	10	6800	6,800		1	
Delaware City	2		1		1									X	X	X	4	N/A	65	7500		Deter. by Council		
Delmar	1				4				1					X			N/A	N/A	22	6000				
Dover	11				30	1	1		1	6			6	X	X	X	29	26	800	9624	11,871		Deter. by Council	
Eismere	3				6	1								X	X	X	11	N/A	109	7900		Deter. by Council		
Harrington	1				3									X		X	37		39	6890				
Laurel	1		1		4		2			1			4	X			N/A	N/A	65	6500		To be devel.	3	
Lewes	3				3					1				X		X	34	N/A	86	6500	8,100			3
Milford	5		1		11		2		2	3	1		4	X	X	X	47	N/A	260	7080	9,360			
Millsboro	2				4					1				X			N/A	N/A	70	6700	10,300		1	
Milton	1				3								1	X	X	X	43	N/A	48	6000		Deter. by Council	2	
Newark	11				32				2	2		1	12	X		X	16	18	974	10486	12,387			5
New Castle City	3		1		3		1							X			13	N/A	110	8300	9,200			1
New Castle County	41				139	3	3	2	12	16		2	11	X			40	24	4889	9705	13,657			
Newport	2				4									X	X		N/A	N/A	71	9000	9,600			7
Ocean View	1						1							X			N/A	N/A	N/A	6800	6,800			2
Rehoboth	7		1		13				2	1			8	X	X	X	34	N/A	263	7500	8,657			1
Seaford	8				5		2		3	1			3	X	X		N/A	N/A	213	7862	8,132			
Smyrna	2				5		3		1	1			2	X	X	X	N/A	N/A	122	6489	9,195			
Wilmington	70		5	1	146	1	30	1	20	41	4	46	21	X	X	X	18	23	4932	8900	12,630			8

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TABLE 2-2

Summary Part I Offenses for 1971-1974
for Potential Participating Departments

POLICE DEPARTMENT	TOTAL CRIME INDEX				CRIME RATE/100,000				CLEARANCE RATE			
	'71	'72	'73	'74	'71	'72	'73	'74	'71	'72	'73	'74
Frederica	7	-	0	-	797	-	0	-	29%	-	0%	-
Camden-Wyoming	137	145	158	0	5,944	6,296	6,860	0	12%	11%	84%	0
Smyrna	219	195	139		5,161	4,595	3,276		22%	25%	20%	
Little Creek	23	24	2	-	10,698	11,163	930	-	30%	40%	50%	-
Felton	1	0	-	-	202	0	-	-	100%	0%	-	-
Harrington	-	46	52	149	-	1,911	2,160	6,190	-	-	50%	41%
Clayton	-	-	6	0	-	-	591	0	-	-	0%	0
Magnolia	-	-	0	-	-	-	0	-	-	-	0%	-
Milford	246	258	302	0	4,629	4,855	5,683		61%	56%	48%	-
Laurel	151	85	172	189	6,271	3,529	7,142	7,849	63%	66%	34%	35%
Seaford	244	223	246	343	4,407	4,027	4,443	6,195	50%	35%	41%	38%
Bridgeville	6	11	0	34	456	835	0	2,582	100%	82%	0%	35%
Rehoboth	140	241	130	0	9,365*	16,120	8,725		51%	22%	40%	-
Delmar	86	49	63	62	9,120	5,196	6,680		30%	20%	22%	5%
Milton	48	65	68	0	3,221	4,362	4,564		77%	75%	49%	0
Lewes	142	50	44	55	5,540	1,951	1,717	2,146	23%	20%	30%	0
Blades	1	13	3	-	158	2,056	475	-	100%	23%	33%	-
Dagsboro	3	-	1	0	800	-	267	0	33%	-	0%	0
Fenwick Island	11	8	0	-	19,642*	14,285*	0	-	27%	0%	0%	-
Georgetwon	18	35	0	-	976	1,898	0	-	100%	74%	0%	-
Greenwood	28	-	0	-	4,282	-	0	-	25%	-	0%	-
Millsboro	40	-	0	0	3,728	-	0		28%	-	0%	0
Bethany Beach	-	6	8	47	-	3,174	4,233	24,867	-	0%	25%	17%
Selbyville	-	-	0	-	-	-	0	-	-	-	0%	-
Ocean View	-	-	9	25	-	-	2,190	6,083	-	-	11%	68%
South Bethany	-	-	2	-	-	-			-	-	50%	-

Note: dashes indicate no report filed

*Resort areas with a high seasonal crime problem
unreflected by the crime rate based on yearly
population.Source: 1976 Comprehensive Plan for the Improvement
of the Criminal Justice System in Delaware,
Delaware Agency to Reduce Crime, 1975,
pp. A-21,22.

3. ANALYSIS OF THE PROBLEM

Interviews conducted with the chiefs of police in approximately one-third of the participating departments indicated general agreement concerning training needs. The following topics were listed as important by those interviewed:

- Budgeting -- Relates to all aspects of the budget process, including presentation.
- Manpower Allocation -- Including how to develop work charts, how to develop some forms of specialization within a small department, and assignment according to needs.
- Selection -- Particularly in the areas of testing, interviewing, and Federal laws related to equal opportunities.
- Promotion -- Same as for Selection.
- Records and Reports -- Guidelines for developing standardized reporting systems, particularly in areas not related to statewide reports.
- Public Relations -- As this relates to the administrators responsibility for motivating and training personnel to deal with the community.
- Personnel Management -- The administrator's role, particularly as it relates to discipline.
- Evaluation and Use of Statistics -- Both in budgeting and activity analyses.
- Purchasing -- Including how to prepare specifications and methods of developing joint purchasing programs.
- Coordination with Other Agencies -- Particularly as this relates to crime analysis and investigative activities.

In addition to interviews, a review of information provided by those interviewed was conducted and a selected review of the literature was undertaken. It is obvious that there is a great deal of material from which to draw upon concerning executive development. While much of it is applicable to both the training program and the proposed manual, there was strong feeling that both should be geared directly to the particular

needs of the area served. The major problem in this context will be in extracting and sorting out information that is unique to Delaware. Little emphasis is placed here on the legal implications of training and program development, but those involved in the project should familiarize themselves with State and Federal laws related to components of this project. These include:

- Relevant portions of the Right to Privacy and Freedom of Information Acts.
- Powers of police officers.
- Equal Opportunity and Affirmative Action laws and guidelines.
- Constitutional limitations.
- Local laws and ordinances.
- Standard operating procedures of other agencies that may impact on the project, i.e., State Police and Courts.

Those involved in program development should also give serious consideration to the unique characteristics of several of the participating departments. For example, the seasonal variation in population has a significant impact on some departments. The nature of the budget process in some departments indicates strong political involvement that may hamper the administrator's flexibility. Some departments are experiencing a high turnover of personnel. These and other factors that may be identified should be taken into consideration in developing the program.

A major strength is the willingness of the chiefs to participate in this program and the strong support of other agencies. The success of both the training program and the manual will depend in large measure on the ability to develop a continuing review of training needs and the inception of in-service training on an organized basis.

4. FINDINGS AND CONCLUSIONS

The subjects listed in Section 3 represent a framework upon which the training program should be developed. However, because only 3 days of training will be conducted, it will be necessary to expand and specify certain areas in the administrative manual.

4.1 Instructors

Where possible, an attempt should be made to use some instructors who are available in the immediate community. In addition to personnel available in the larger police departments and the State Police, several of the chiefs in the participating departments have developed particular areas of expertise; examples of this include the Organization Guide and Manual of Rules for the Milford Police Department (see Appendices C & D), and the Personnel Manual prepared for the Town of Millsboro (Appendix E). The use of involved chiefs as instructors or on panels will aid in acceptance of the program.

The State Police have offered to assist, where possible, and should be able to provide particular expertise in the areas of records management and crime analysis.

One suggestion was to involve a member of the business community who has developed an efficient and effective records system.

Instructors should display a practical, how-to approach and, if at all possible, be familiar with the problems of the smaller department. For the most part, a theoretical, "academic" approach should be avoided.

A list of possible instructors can be obtained from the Delaware Agency to Reduce Crime, the State Police Academy, and the State Chief's Association.

4.2 Methods of Instruction

The use of instructional aids, simulation exercises, and group problem-solving approaches should be emphasized. Most of the chiefs interviewed indicated that they had completed at least one management training course at some time in their career. Thus, there will be some diversity in terms of preparation. However; most of those interviewed stated that "hands-on" exercises would be particularly helpful if related to their problems.

Emphasis should be placed on developing a coordinated effort. This would appear to be particularly helpful in the area of planning. Instructional aids should include the development of a logical approach to problem-solving.

Because there is no uniform records system, an attempt should be made to develop forms that might be modified and adopted by the departments. Attention should also be given to the means of presenting data, both in annual reports and for formal presentations.

Since many of the departments do not appear to have such things as personnel manuals, rules and procedures, and organizational guidelines, it may be necessary to develop consensus concerning appropriate and acceptable policies in a number of areas. The instructor cannot assume that basic management principles are in operation, for it would appear that they are not in a number of cases.

Because it is anticipated that several instructors will be used in the training course, care must be taken to coordinate their efforts to avoid duplication and to ensure that important criteria are covered. A detailed lesson plan should be developed by each instructor and reviewed by the project staff.

All of those interviewed felt that Georgetown would provide the best location for the course.

Several of those interviewed suggested that administrators from other departments be invited to attend the program as a means of developing better understanding and coordination among departments.

4.3 The Training Curricula

The following subjects are suggested for inclusion in the training curriculum:

- Management by Objectives -- This hour should be devoted to a description of M.B.O. and how to implement it. A practical exercise should include the formulation of a set of objectives related to a particular problem, such as recruiting.
- Personnel Management -- This hour should be devoted to the development of personnel policies and procedures. Legal constraints, sanctions, the development of policies, and relationships with subordinates should be stressed.
- Recruiting and Promotion -- This lecture should be devoted to understanding Federal and State laws related to equal opportunities in selection and promotion. The constraints on the administrator should be spelled out in detail.

- Budgeting -- Several lectures should be devoted to various aspects of budgeting. These include:
 - Use of statistical data, records, and various types of information in budget preparation.
 - Budget planning, including means of anticipating needs, controlling expenditures, and cost estimating.
 - Budget presentation, including the development of charts, estimates, and approaches that will enhance the delivery.
- Purchasing -- Practical aspects of this lecture should include the preparation of specifications, bidding, areas where funding assistance might be applicable, and the development of cooperative purchasing.
- Records and Reports -- Several hours should be devoted to this area, ranging from forms preparation to administrative uses of records. The development of a filing system, cross indexing, and coding should also be included.
- Basic Statistics and Their Use -- This lecture should provide the administrator with the expertise necessary to understand and use statistical analyses. Graphs, charts, figures, tables, and their interpretation should be included.
- Manpower Allocation -- This lecture should discuss the ways personnel can be deployed in a small department. The preparation of duty charts, approaches to various forms of specialization, and the relationship of activities to deployment should be covered. The means for determining personnel needs should also be discussed. The work developed by the Technical Services Division of the Peace Office Standards and Training Commission in California should be considered.
- Crime Analysis -- Virtually no work has been done in this area within the participating departments and several hours should be devoted to crime analysis techniques. The importance of a cooperative effort should be stressed, and a simulation exercise might be conducted.

- Activities Analysis -- This lecture should attempt to assist the administrator in developing means of analyzing the activities of his department. While some departments do have activity reports (see Appendix F), there is a need for more sophisticated use of the data in the management function. This should be related to analysis of individual activities, departmental activities, and variable analysis.
- Class Exercise -- If possible, a continuing exercise should be developed that will involve the class in working out planned problems. The use of groups should facilitate the development of cooperative efforts, and advance preparation of material should facilitate a meaningful exercise in the relatively short period of time allocated for the program.

4.4 Preparation of the Manual

The operational manual for police administrators should be an extension of the course, but provide a much wider range of material. As noted earlier, there was general agreement that this manual should serve a "cookbook" function, whereby the reader can check off a set of procedures necessary in handling a particular problem. Appendix G, Investigation Reporting System, is illustrative of this approach. While the format of the manual may take various forms, it would probably be wise to incorporate a management by objectives approach.

The following section contains a table of contents that is suggested as a guide for the authors of the manual. It is likely that several areas will be identified through the training program, and no doubt additional ideas will be suggested by the staff of POLEX. The manual will ideally serve as a ready reference for the new chief, or the experienced chief who wishes to address a particular problem.

4.4.1 Suggested Table of Contents

- Chapter 1 - ORGANIZATION AND MANAGEMENT.
 - Organization - Developing an Organizational Manual.
 - Organizational Policies.
 - Management - Management by Objectives.
 - Developing policies and procedures.
 - Decisionmaking.

- Chapter 2 - PERSONNEL MANAGEMENT.

- Recruiting
 - Announcements.
 - Legal Restrictions (i.e., equal opportunities guidelines, affirmative action)
 - Testing.
 - Interviewing.
 - Selection Criteria.
- Promotion
 - Legal restrictions.
 - Testing.
 - Appointment.
- Supervision
 - Discipline.
 - Grievance Procedures.
 - Incentive Programs.

- Chapter 3 - BUDGETING AND FINANCE.

- Bookkeeping and Accounting
- Financial Records.
- Writing Specifications and Purchasing.
- Cost-Benefit Analysis.
- Budget Preparation.
- Budget Presentation.
- Preparing Charts and Displays.

- Chapter 4 - RECORDS AND REPORTS.

- Developing Forms.
- Developing Filing Systems.
- Types of Records.
- How to Use Records.

- Records Control.
- External Sources for Records (i.e., Federal and State agencies, business records).
- Criminal Records and Crime Reports.
- Activity Reports.

- Chapter 5 - CRIME ANALYSIS.

- How to develop a crime analysis capability: Records, mapping, trend analysis, crime specific analysis.
- Reporting.
- Modus Operandi and specifics files.
- Coordination with other agencies.

- Chapter 6 - MANPOWER AND RESOURCE ALLOCATION.

- How to utilize crime and activity analysis to allocate resources.
- Developing a work chart.
- Ascertaining personnel needs.
- Use of specialization in a small department.
- Mutual aid agreements.

5. RECOMMENDATIONS

Recommendations for the development of an executive development training program and an administrative procedures manual were detailed in Section 4. A selected bibliography follows, which may be of interest to the project developers.

5.1 Selected Bibliography

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APPENDICES DELETED

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