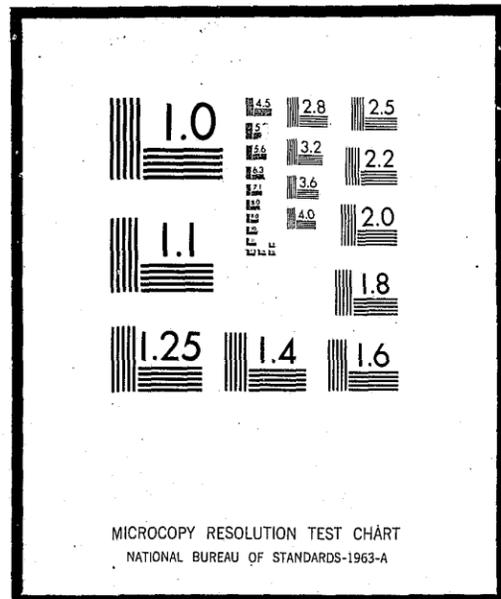


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ANNOTATION: IMPROVEMENT OF ADMINISTRATIVE EFFECTIVENESS AND PROVISION OF EDUCATIONAL OPPORTUNITIES WAS ONE OF THE GOALS.

ABSTRACT: THE OTHER GOALS OF THE INSTITUTE WERE - TO ENCOURAGE THE IMPLEMENTATION OF PROVEN ADMINISTRATIVE PROCEDURES UPON THEIR RETURN TO THEIR DEPARTMENT, TO BROADEN THE INTELLECTUAL SKILLS AND ABILITIES OF THE POLICE EXECUTIVES IN ATTENDANCE, TO PROVIDE AN OPPORTUNITY FOR THE PARTICIPANTS TO CRITICALLY ANALYZE THEIR PRESENT ORGANIZATIONAL STRUCTURE AND OPERATIONAL PROCEDURES, TO STIMULATE ADDITIONAL INTEREST IN POLICE TRAINING AND EDUCATION, AND TO PROVIDE AN EDUCATIONAL OPPORTUNITY THAT HAS NEVER BEFORE BEEN AVAILABLE IN THIS AREA. (AUTHOR ABSTRACT)

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**FINAL EVALUATION REPORT
POLICE MANAGEMENT INSTITUTE**

sponsored by

The Harrisburg Area Community College

and

The U.S. Department of Justice

**Harrisburg, Pennsylvania
Oct. 1967—Jan. 1968**

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TABLE OF CONTENTS

	Page
I. INTRODUCTION	1
II. ORGANIZATION, ADMINISTRATION AND INSTRUCTION	4
III. FOLLOW-UP STUDY	11
IV. FINDINGS AND RECOMMENDATIONS	17
APPENDIX A. INTERIM REPORT ONE	23
APPENDIX B. INTERIM REPORT TWO	39
APPENDIX C. INTERIM REPORT THREE	46
APPENDIX D. INTERIM REPORT FOUR	52

Preface

This evaluation report covers the Police Management Institute conducted at the Harrisburg Area Community College in Harrisburg, Pennsylvania. It is based upon the four interim reports which preceded it and upon a follow-up of selected individuals who participated in one or more of the four one-week segments into which the institute was organized.

The evaluation phase of the project was viewed as having two broad purposes. First, it was intended that evaluation by an outside source would provide a more objective appraisal of the experiences provided by the institute and offer suggestions for improvement in subsequent segments of the institute. The second purpose was to analyze the overall impact of the project for the purpose of developing recommendations that would be beneficial in the planning of future institutes of this type.

This final report is organized into four sections. The first section considers the objectives that were formulated for the institute and their involvement as a basis for evaluation. The second section of the report considers the organization, administration and the instruction of the institute program. Section three reports the results of the follow-up of selected members of the institute, including some who did not complete the program. The final section of the report summarizes the overall findings and presents recommendations for consideration for future ventures of this type.

The evaluators are indebted to the institute director, Mr. Vern Folley, and his staff for the outstanding cooperation which he extended. Special cognizance should also be taken of the conscientious and helpful attitude exhibited by the participants during all of their contacts with the evaluation team. It would be difficult to assemble a more agreeable and potentially productive group.

Charles W. Guditus

Police Management Institute

Introduction

I. INTRODUCTION

The ultimate purpose of the institute must inevitably be the improvement of both the effectiveness and the efficiency of the law enforcement process at the local level. It cannot be assumed that increased efficiency, in terms of management, will automatically result in a correspondingly higher level of effectiveness. This institute undertook the achievement of both effectiveness and efficiency by broadening the management capabilities and by developing the intellectual capabilities of the participants. The focus was upon first eschelon police officers from communities with populations ranging from 25,000 to 50,000. It should be noted, however, that there were several deviations from this population range found among the participants of the institute.

Evaluation of any undertaking must be related to the objectives established for it. In this instance the stated goals of the institute were as follows:

1. To increase the administrative effectiveness of the participating police executives.
2. To encourage the implementation of proven administrative procedures upon their return to their department.
3. To broaden the intellectual skills and abilities of the police executives in attendance.
4. To provide an opportunity for the participants to critically analyze their present organizational structure and operational procedures.
5. To stimulate additional interest in police training and education.

6. To provide an educational opportunity that has never before been available in this area.

A cursory examination of the goals identified in the project proposal is sufficient to reveal that they are both significant and highly desirable. As formulated they are sufficiently broad to facilitate a highly desirable level of flexibility. The advantage of this condition was evident in adjustments that were made in order to cope with situations that could not be anticipated. It does however, tend to negate the likelihood of developing an evaluation based upon precise measurement. This is not to suggest that the objectives of the institute were not achieved, but rather that the extent to which the effort was successful could not be established empirically.

This condition could be alleviated by formulating the objectives in more specific terms or by using the broad objectives as the parameters within which more specific aims could be developed for each segment of the institute. For example, it would be quite possible to establish exactly what understandings and skills the participants could be expected to have acquired upon the completion of each institute segment or even upon the conclusion of the total program experience.

In the absence of more definitive guidelines the achievements of the institute must be defined in terms of interpretations of feedback from participants, subjective judgements based upon direct observations, and the personal and professional growth implicit in the changes revealed through the extensive contact maintained with the participants during and after the institute. The results of this follow-up are pursued in some detail in Part IV of this report.

A survey of the participants early in the first week of the institute indicated that they perceived the stated goals of the institute to be appropriate and reasonably attainable. The manner in which they responded and the nature of their observations, however, seemed to suggest that they had neither given much thought to the objectives of the institute nor were they generally inclined to attach any great significance to such statements. There were indications that in the organization and implementation of the police functions in which they were involved, some of

the participants generally do not make extensive efforts to relate the success of these operations to any carefully formulated statements of objectives.

Despite this obvious disdain for verbalized statements of objectives, it was immediately apparent that this was an outstanding group of police administrators. Their dedication to their work and their sincere desire to improve their capabilities was quite evident. This alone would have been enough to assure the success of the enterprise. Moreover, this potential was effectively capitalized upon through the effectively administered program that was developed.

II. ORGANIZATION, ADMINISTRATION, AND INSTRUCTION

Organization, Administration, and Instruction

The institute was organized into four segments, each of one week's duration. Each segment was separated by a period of approximately one month. During the interim between the segments the participants were provided with some reading and written assignments related to the materials to be covered in the subsequent sessions of the institute.

The sessions followed a rather basic pattern of formal presentations by a consultant or a member of the college's police science division. These lectures were generally followed by a question and answer period although, in some instances, the speaker indicated a preference to answer questions as they occurred during his talk. Provisions were made to supplement this traditional approach by organizing workshop type activities which focused upon a specific aspect of the police management function currently being studied by the group. These workshop activities were so enthusiastically received that the time allocation and scheduling of them was expanded considerably as the institute moved into its last two segments.

Organization and Administration

The organization and administration of the institute was thorough and extensive. The program ran smoothly and followed closely the sequence of events as projected in the original proposal. The participants, in responding to inquiries of the evaluators characterized this aspect of the institute as excellent. This appraisal was fully shared by the project evaluators. There remained no doubt that every effort had been made to take into account the interests and needs of the participants and to structure the activities in a manner that was conducive to effective learning.

Implementation of the institute program did reveal some factors that could not have been anticipated. As is always the case with hindsight, both the staff and the

evaluators emerged with ideas about how some things that might have been done differently. In this instance, quite happily, any improvement would be in the way of making a truly successful endeavor even more so.

Several significant facts emerge from the feedback provided by the participants and from direct observation of the sessions.

1. The workshop approach was extremely appropriate for the kind of individuals likely to participate in this institutes of this type.

This type of activity by providing for more intense participation enabled each member of the group to assimilate more readily the concepts and ideas being studied. This evident need for more direct and immediate involvement appears to reflect the difficulty of gearing the material to rather diverse backgrounds of the participants and to the limitations of coping with problems in a highly verbal and abstract form.

2. Full effectiveness of the workshop activities was achieved only when the problem assignment was specific and when that which was expected of the participant was clearly defined.

The workshop approach has an inherent strength in providing an opportunity to delineate the problem from the participant's own perspective and to pool the talents of the members of the various sub-groups. These advantages do not, however, accrue automatically. It requires experience, planning, and, most importantly, recognition of the problem by the learner himself.

3. The workshop approach with experi-

enced and responsible police administration requires a particularly unique need for closer assistance and counsels from the consultants and the institute staff.

The logic of a major presentation focusing upon a broad problem area followed by small workshop type groups seeking modes of solution geared to their particular situation is sound. In theory the consultant specialist stimulates thinking about the problem and groups, formed on the bases of similar interests, follow through to emerge with meaningful solutions. This is more likely to occur when this follow-through is supported by making the resources of specialists readily available to each group during the workshop activity. This is not possible when only a single consultant is available or if only one or two of the groups have the benefit of his services.

4. The single session or one day appearance for which most consultants are scheduled constitutes a built-in rigidity that works against the fullest utilization of the workshop approach.

Most problems subjected to the workshop method of solution cannot be successfully concluded in a few hours of working time. Moreover, the short period of involvement generally associated with the consultant assignment does not tend to develop a psychological orientation toward deep involvement in the specific problems and activities of those who are intended to benefit from this exposure.

5. The problems of police departments of different sizes are sufficiently different to require careful planning in terms balance between the members of the group.

The population range represented in the workshop was sufficiently diverse to make grouping for discussion and workshop purposes somewhat difficult. Unless the spread is reduced it becomes necessary to plan for a specific number of sub-groups and to be certain to bring into the institute a sufficient number of participants to form each of the sub-groups that are identified.

This listing of observations contains, in a sense, suggestions for improvement. They are not intended as criticisms of this aspect of the institute, but rather, as indication of the modifications that emerged as the program proceeded. The fact that the suggestions implicit in these statements are largely limited to the scheduling of consultants and to the workshop activities is indicative of the overall effectiveness with which the institute was implemented.

Instruction

The subject-matter content of the institute was timely and comprehensive. It focused upon the major management functions related to law enforcement and provided insights into the procedures being developed to cope with the changing demands that are being placed upon local law enforcement agencies. There are indications, however, that the content coverage attempted may have been too ambitious. The result in some instances may have been a superficial exposure to some important management concepts.

The approach involving the use of a basic text supplemented by related readings and book reports is in keeping with traditional classroom approach. For those who conscientiously pursued the completion of these assignments the tendency not to follow-through on these assignments in class appears to have had some deleterious effects. First, both of these aspects of independent study were not capitalized upon. Secondly, many of the participants volunteered the information that without the prodding provided by specific assignments that were sure to be analyzed they neglected to give the materials the attention that would be required if they were to be mastered.

There is another side to the written assignment which emerged in the follow-up of the institute. These discussions with the participants included two of the four who had dropped out after only one week of the institute. Implicit in their remarks was a significant apprehension about handling formalized reading and written assignments. It became clear, in these cases at least, that long absence from a formalized classroom setting and deficiencies, real or imagined, in dealing with highly verbalized concepts constituted a sufficient threat to become at least part of the decision to withdraw from the institute. The implication would seem to be that such assignments be limited, that much of it be confined to institute working hours, and that the transition to completely independent study and written assignments be much more gradual.

The instructors in practically every instance were well qualified for their assignments. Anyone who endeavors to teach must accept the inevitability of an occasional ineffectual performance. The institute was, therefore, likely to have an occasional performance of this type. There were, in fact, surprisingly few such instances when the confrontation between teacher and learner was less than productive. When it did occur it was due to inadequate preparation on the part of the presentor. The hit and run type appearance of a consultant for one morning or even one day is conducive to teaching that tends to depend less on planning and more on inspiration. The most serious criticism that emerged during the four segments of the institute was the inadequate preparation which characterized a few of the presentations.

The instructors, in general, were highly experienced law enforcement officers. This is as it should be. As such they sometimes failed to utilize adequately instructional aids that could save time and facilitate learning. While the attitudes of both teachers and learners were truly conscientious, it appeared that learning tended to be measured more in terms of the quantity of feverishly recorded notes than in the depth of understanding that was achieved.

Police management encompasses functions that are

largely administrative or supervisory in nature. The emphasis upon the operational aspects of the management process was consequently dominant. Thus the mechanics or the techniques orientation tended to emerge as the pervading focus. It was interesting to observe, however, that the sessions that probed into the sociological or psychological implications of police management activities generated the most enthusiastic approval. Clearly, the participants were most noticeably stimulated by attempts to gain insight into the "why" of good management practice as well as in the "how." Emphasis upon an approach which seeks a balance between these two concerns would seem to be most appropriate for groups of this type.

Learner Involvement

The participants, as has been indicated, were exposed to a wide variety of learning experiences. These included lectures, small and large group instruction, problem-centered workshops, and independent study. How did they respond? The least line of resistance would be to endure the sessions, obtain a certificate of attendance, and then frame it as evidence of professional competence and growth. This, however, was definitely not the attitude of the participants toward either the instructors or the instruction. These were capable administrators, eager for learning, and anxious to use their valuable time to fullest advantage. They were receptive to new ideas, impatient with anything that did not present a challenge, and prepared to undertake their work with considerable diligence.

One of the most valuable gains identified by the participants was the exchange of ideas and the establishment of a continuing dialogue between those of similar interests and problems. The informal discussion of small group meetings when supported by skillful guidance of knowledgeable instructors contributed greatly to the success of the institute. There was some feeling expressed that certain topics and consultants were allocated an inordinate amount of time. Complete avoidance of this occurrence is not, of course, possible. It could probably be minimized by more direct involvement of the participants in the planning of institute sessions. The problem obviously is to select the topics and the consultants that

the participants perceive as potentially most beneficial to them. Their suggestions, if followed exclusively, could serve to reduce the exposure to new ideas. This danger is not necessarily inherent in such an approach if direct participation involves actual planning of the program rather than simply submitting suggestions without the necessity of justify then.

Another characteristic of the participants involvement in instructional program was their approach to the classroom setting. They tended to reflect traditional conditioning which viewed learning more as something to be provided by the instructor rather than acquired by the student. They did from time to time question, challenge, or offer constructive criticism. Their conceptualization of the role of the learner was to a large degree, however, unduly restrictive. They accepted what the instructor offered, generally, without directing the focus upon the aspects of the problem that constituted their greatest concern and without the penetrating analysis that could turn a useful learning experience into an enduring revision of their outlook in attitude toward a significant issue. Clearly the instruction would be improved, the task of the staff measurably facilitated, and the results even more gratifying if a more liberal interpretation of the role of the learner is developed at the very beginning of the institute program.

III. FOLLOW-UP STUDY

Follow-Up Study

The follow-up study of the participants in the Institute took the form of personal interviews in the communities in which they were employed. Several hours were spent in each community either before or after the interview in order to gain a clearer insight into setting in which the police administrator was functioning and to understand more fully his actions and responses.

A total of twenty-four individuals had at one time been enrolled in the Institute. Of this group twenty participated in all four of the one-week segments of the project. The four who did not complete the program of instruction took part in only one of the segments. The follow-up study included visits to eleven of the twenty (55%) who completed the entire course of study and two (50%) of those who dropped out.

The interviews occurred several months after the conclusion of the institute thereby providing an opportunity for the participants to give considered judgement to the outcomes of the project. It also provided a means of comparing their evaluation of experience after returning to the regular duties with their evaluation on the final day of the institute.

The interviews were relatively unstructured but were, by design, focused primarily upon four basic questions.

1. How did the participant feel about the experiences provided by the institute?
2. What changes were made in their department as a result of their participation in the institute?
3. What modifications would best serve to improve future institutes?
4. What problem area or topic would most readily attract you to another institute of this type?

Results

The impressions gained by the follow-up indicated that the participants were fully satisfied that it had been a meaningful experience and that it was worth the investment of time and effort that it required. This confirmed the overwhelming endorsement which the participants gave to the

project at the closing session of the last week of the institute. As has been indicated in the interim reports there were some criticisms offered during the institute sessions. The follow-up revealed few surprising changes in sentiment between the end of the institute and the follow-up visits. It was found that even the few who tended to be somewhat critical were beginning to recognize benefits derived from the experience that were not apparent to them while at the institute. One critical member of the group related with considerable satisfaction how he had drawn up the training provided by the institute to meet these challenges. He volunteered the observation that he wished that there would be an opportunity to send everyone of his staff members to an institute of this type.

One fact emerged rather clearly. Whether or not the participant was somewhat critical or fully satisfied during the institute, the passage of time was demonstrating that they all had learned much more than they had realized at the time. They had established or renewed contacts with many of their colleagues and were using this continuing dialogue as a basis for exchange of ideas and, in some instances, a pooling of resources. In addition, they revealed a much greater awareness of sources of assistance that were available and were already drawing upon these resources to solve pressing problems or to strengthen existing programs in their local police departments.

Some were drawing upon consultant services of specialists whose talents were more fully appreciated as a result of the institute experiences. Others were acquiring equipment and materials that they either hadn't known was available or hadn't really understood until they were exposed to it at the institute.

Changes

The follow-up inquiry was especially focused upon changes initiated in the police departments of the participants that were directly attributable to the institute experience. The completely innovative, experiential programs that were unaccountably anticipated did not materialize. This reflected several of the realities of the situation in which most of the police chiefs find themselves. First, most of the departments are so overloaded and underfinanced that there is intense pressure to maintain the status quo. Secondly, the chiefs themselves are either older and hence more reluctant to change or, the civil administrators to whom they are responsible tend to feel threatened by any truly novel approach, especially when it involves additional funding.

Finally, many of the departments represented have developed management practices that are in some respects quite advanced and need only limited modification to cope with the changes emerging in their communities.

Most of the participants could, however, point to meaningful changes they had initiated as a result of the institute experience. Since only about half of the participants were included in the follow-up study an actual numerical breakdown of the each type of change is not available. The sample, however, is sufficient to provide a reliable indication of what has occurred. The types of changes that were reported and observed include the following:

1. Reorganization of the line and staff arrangement of the department.
2. Revision of the duties assigned to the various positions.
3. Development of personnel manuals presenting departmental policies and practices in written form.
4. Establishment of local training programs and the creation of learning materials centers that would be available to all members of the police department.
5. Revision of budgeting procedures and the allocation of funds.
6. Establishment of machinery for wider involvement of staff in the planning and policymaking process.
7. More efficient utilization of personnel through changes in the platoon system used by the department and by shifting from two to one man patrol cars.
8. Improved communications in the form of daily bulletins, establishment of regularly scheduled staff conferences, and formation of internal advisory groups.
9. Changes in staff selection and promotion procedures. Several departments reported dropping seniority as a basis for promotion.

10. Development and initiation of long range rotation programs for supervisors in order to give them experience in all departments and to develop them for more responsible administrative roles.
11. Development of community relations programs.
12. Changes in information storage and retrieval systems, including improved reporting forms and central records systems.

Not all of these changes were to be found in every police department represented in the institute. However, at least three or four of the changes listed were found to have been made in every department visited. Moreover, it became apparent from the written responses provided by the participants at the end of the institute that this was typical of what was happening in all of the police departments that were represented. These results of the institute represent no small accomplishment. It brought about many needed changes and, more importantly, it is causing responsible police administrators to look more critically at their operations. The effect, if not startling, must certainly be far-reaching.

Institute Improvements

The follow-up study revealed that improvements suggested by the participants during and at the end of the institute remained relatively stable. These were covered in some detail in the interim reports and in part II of this final report. A few modifications or additions did emerge.

1. Pre-institute information and materials

Most of the participants expressed a feeling that they were not sufficiently aware of the exact nature of the institute and the kinds of activities in which they would be involved. There was a general feeling that outlines of the tentative program and appropriate study materials should be made available well in advance so that participants could be better prepared for the opportunity provided by the institute.

2. The composition of the institute membership be structured for better grouping.

There was some feeling that the differences between the size of the police departments represented was too diverse thereby making it difficult to spend sufficient time on some problems of immediate concern to specific types of police departments. An example of this was provided by several representatives of smaller departments who expressed

a need to concentrate on more immediate problems rather than automated procedures which, they felt, were ten or twenty years away for their community.

3. Establish a common terminology.

Representatives of both large and small police organization expressed a need to establish a common terminology and to do so at the very beginning of the institute. There was some feeling that more efficient utilization of time could be achieved by minimizing confusion over terms and, thereby avoiding duplication of effort. They seemed to recognize that this a rather difficult thing to achieve but felt that this should be attempted by the group early in their work together.

4. Organize the institute on a solid block of time.

A survey of the participants at the mid-point of the institute revealed that the majority favored the plan of having the institute organized into four segments with approximately a one month interval between segments. The follow-up study revealed that this sentiment had, several months after the close of the institute, been almost reversed. The group was evenly split on the segmented plan versus the solid block of time. Some of those favoring the latter approach said they recognized the problem of being away from their duties for a prolonged period and suggested that a compromise of two segments each of two weeks duration would be improvement. The solid block of time advocates felt that the break in the institute sessions disrupted the continuity of the learning experience and made it difficult to concentrate on the activities of the institute instead of the problems they had just left back in their own departments. However, it would seem that participation in the institute is facilitated by splitting into four week-long segments. Those who could attend a solid block of four weeks would also seem likely to be able to absent themselves from their duties for one week periods. Those who have difficulty arranging for one week, however, are not likely to be able to arrange for four consecutive weeks.

5. Participant involvement in the planning of institute activities.

A number of participants were of the opinion that logic of the program organization was unassailable. However, the tendency to give equal treatment to each major aspect of a given management function results in giving more time

than necessary to some topics and having to limit the attention that can be given to other facets with which they are much less familiar. The feeling was that the institute staff must establish the overall pattern and coverage of the program but that the planning of specific activities include some involvement of the participants.

6. Use of simulated materials would facilitate learning

There appeared to be a desire to gain actual practice in dealing with certain kinds of problems. Simulated materials were suggested as a desirable way to facilitate learning by actually doing the tasks. There was, for example, an almost widespread interest in learning how to build a budget and present it in a meaningful way. While this task was covered during the workshop some of the participants felt that they still were not as knowledgeable nor as confident about budgetary procedures as they would like to be. The simulated materials approach seemed to have wide application to the kinds of skills they wished to develop.

7. Greater availability and utilization of consultants was urged.

The participants recognized the institute staff and consultants as a most valuable source of assistance, particularly during workshop periods. They indicated that it would be desirable to have these resource persons more readily available for consultation and that their commitment to the institute be for longer periods than just one day or a half-day session. It was felt that this would make the consultant's contribution greater and enhance the value of the workshop sessions.

IV. FINDINGS AND RECOMMENDATIONS

Findings and Recommendations

The findings which follow represent an analysis of the feedback obtained during and after the police management institute and an interpretation of their significance for future undertakings of this type. Some of the data obtained could be put into numerical form, however, its meaning and relevance would remain unchanged.

Findings

The presentation of the findings of the evaluation are presented in three categories. First, those pertaining to Organization and Administration. Second, findings relating to the Instruction proved by the institute, and finally, the Effects of the learning experiences to which the participants were exposed.

Organization and Administration

1. The planning, organization, and administration of the institute was thorough and extremely effective. This was evident in the comprehensiveness of the syllabus developed for the program of studies and in smoothness with which the institute operated.
2. The essential balance and the variety of activities provided were structured to maintain interest and a desirable learning atmosphere. Moreover, the institute staff exhibited a flexibility that facilitated adjustments in the time allocations and organizational pattern so that each succeeding weekly segment proved to be more effective than those that preceded it.
3. The segmented institute pattern providing a week-long series of meetings separated by a one month interval was effective despite the divided feeling about this type of organization. While there was considerable sentiment in favor of concentrating the institute into a solid block of four weeks, it is not possible to establish what further gains, if any, might have accrued from such arrangement. What is clear is that because of or in spite of the segmented pattern of organi-

zation the participants benefitted greatly from the experience.

4. The size of the police departments represented was sufficiently diverse to present some conflict of interest and needs among the participants of the institute. The differences between the sizes of the organizations commanded by the participants made some areas of study less relevant to some than others. While theoretically desirable to anticipate future developments, many of the members of the apparently experienced difficulty in directing of their attention away from the more immediate problems confronting them at the present time.
5. The workshop approach was most enthusiastically received by the participants. The initial plan for the institute did not appear to fully anticipate this development and was heavily oriented toward the lecture followed by question and answer approach. The adjustment made in response to this obvious interest, on the part of the participants, was immediate and effective. Time, however, was not sufficiently available to maintain the high level of planning that characterized most other aspects of the program nor to adjust the involvement of consultants in accordance with the expanded utilization of the workshop approach.
6. Participant involvement in planning and operation of some aspects of the program seemed to be implied in the comments and suggestions offered by members of the group. This applied particularly to such things as the specific topic or problem to serve as the basis for a given workshop activity, the emphasis and attention given to the several aspects of a specific management function covered during the institute, and the recommendation of consultants deemed most likely to meet the needs of the workshop groups.

Instruction

1. The quality of instruction was above average and in some instances truly outstanding. All of the consultants were highly qualified and appropriately assigned for the area of instruction for which they were responsible. When, in several instances, they did not measure up to expectation it was because they were not fully prepared. The partici-

pants readily detected this condition and they resented it. The institute director and his staff were quick to take steps to avoid this problem and the condition was effectively minimized. One is left with the impression that consultants who appeared inadequately prepared seriously underestimated the caliber of officers that would be attracted to this type of institute.

2. The participants, generally, preferred a greater involvement in problem-solving and practical experience learning activities. This is revealed in their strong interest in the use of simulated materials, in their eagerness to plan and prepare a budget for a hypothetical police department, and their enthusiastic endorsement of the workshop approach.
3. Expanded and more effective use of instructional media would have increased the effectiveness of the presentations and facilitated understanding of the concepts being studied. Few of the presentors succeeded in effectively supplementing their presentations with the use of audio-visual equipment or other instructional aids. Moreover, some who did attempt to do so used materials of such an elementary nature or that were not specially designed for the kind of group gathered for the institute that the use of them detracted rather than enhanced their presentations.
4. Written assignments are taken very seriously by the participants and require that be planned carefully and followed through consistently. It became clear that the participants' image of the traditional formal classroom setting led them to attach great importance to these assignments. Moreover, learning in an abstract form and operating in a student role can be rather harrowing for the older participant. As such it can serve as both a challenge and a threat. Putting their independent learning efforts into written form, consequently, represents a major endeavor. As such, is not appreciated if there is no follow-through or if this work is casually dispensed with or glossed over.

5. The availability of several consultants and resource persons during workshop sessions is necessary if the time spent in this type of activity is to be justified. The workshop is problem centered. As such the need to draw upon the services of specialists is imperative. When the number of resource persons available to the workshop groups is inadequate the results are generally disappointing. This is especially true of groups who are inexperienced in this type of learning endeavor and who are working under a rather rigid time limitation.
6. The participants are interested in learning the "why" as well as the "how" of major management functions. This, at first, seemed like a contradiction. The group was, on one hand, urging more practice in performing certain kinds of tasks and yet were eager to come to an understanding of why things happen the way that they do. What they meant apparently was that they did not need to be convinced of the need to put policies and regulations into written form. They do want to have guided experiences in doing these things and to acquire insight into the theory or rationale upon which specific management practices are based.
7. The impact of the institute experience exceeded that which could reasonably be expected and this could conceivably be enhanced by developing earlier and clearer the role of the student in such a setting. There seemed to be a tendency of some members of the group to succumb to the temptation to measure the extent of learning in terms of the profusion of notes that were generated. Thus, it appeared, that there were times when the talents of the consultants were not fully drawn upon because of an over-concentration upon detailed note-taking. Early orientation to their role as learners would have benefitted both student and teacher.

Recommendations

The Police Management Institute which was conducted at

the Harrisburg Area Community College could well serve as a highly effective model for future efforts to strengthen local law enforcement agencies. The recommendations which follow are intended as guidelines for making a truly outstanding training experience even better. It is within this context that the suggestions are offered. It is, therefore, recommended that:

1. The program organization and instructional format utilized by this institute should, with the modifications indicated, be considered as an effective model for planning similar projects in the future.
2. Statements of project objectives should be expressed in terms that can be more readily measured and, wherever possible, subject to statistical treatment.
3. That the diversity which characterized the backgrounds and size of departments represented by the participants be reduced. In situations where this is not feasible the membership of the institute be structured to provide balanced sub-groups in terms of size of departments represented, congruence of needs and interests, similarity of community settings.
4. Provision be made for participant involvement in program planning and implementation.
5. Program development be designed to facilitate wider application of the workshop approach and the essential techniques which make this type of learning situation so effective.
6. Attention be given to the development and use of simulated materials specifically designed for institutes of this type.
7. Provisions be made for longer and more intense involvement of consultants in the activities of the institute.
8. Priority be given to qualified specialists most readily accessible in terms proximity to the geographical location of the institute in order that these resource persons be more readily available to the participants as they pursue their studies and special projects.
9. Involvement of the participants in independent study be gradual and structured into institute time, at least in the beginning of the experience.

10. Written assignments be limited, carefully planned, and thoroughly covered upon completion.
11. Further study be given to the kinds of situations in which the different organizational patterns for institutes (i.e. solid block vs. segmented type) can be applied with best results.
12. Ways be sought to reach those police officials who find it impossible to attend or complete training institutes of this type.

This last recommendation should, perhaps, be clarified. Some police administrators cannot participate in learning activities of the type provided by the institute. On the other hand it may be that they are unable to do so because they need, more than those who participate, to develop the competencies upon which the institute session are focused. Perhaps the availability of consultant services without cost to the local departments would help to move the problem off dead-center.

It is the opinion of the evaluators that the institute discussed in this report was successful in its mission and its impact upon the law enforcement agencies that were represented will exceed by far the hopes of those who planned, organized and directed. If in the process some suggestions for future institutes were offered they should not be allowed to obscure the obvious fact that the institute was a resounding success. The sentiment behind the suggestions and recommendations which emerged from the responses of the participants is, perhaps, best illustrated by one wily old chief who observed that he "didn't want to upset the cart but simply to shift the load a little bit."

Appendix A

POLICE MANAGEMENT INSTITUTE

The Harrisburg Area Community College

September 18 - 22, 1967

The Police Management Institute was conducted by the College under the sponsorship of a grant provided by the U.S. Department of Justice. The Institute was developed around four separate segments, each of one week's duration. This evaluation report covers the first of these one-week programs.

Introduction

The evaluation of this first week of Institute sessions focused upon two fundamental questions. First, were the stated objectives of the Institute valid from the standpoint of the participants and, secondly, how effective were the sessions in achieving these objectives? This approach, hopefully, would provide a reliable indication of how meaningful the experience was to the participants and how future sessions could be improved.

The relevance of the objectives was appraised in two ways. The first approach utilized an informal critique during which the participants were asked to express their feelings regarding various aspects of the Institute such as content, organization, and the caliber of instruction. The conditions under which the critique was conducted included, (1) dividing the participants into two equal groups, each working with one of the project evaluators, (2) members of the Institute staff were excluded from the critique sessions, (3) remarks of the participants were noted without identifying the speaker, and (4) the pattern of responses obtained in the two groups were compared to obtain a clearer perspective on how the participants felt about this training experience.

The second approach to the evaluation of the objectives was made through the development of a survey instrument which required both the participants and the Institute staff members to rank possible outcomes of the Institute in their order of importance and also to rank a list of problem areas in the order of the seriousness of the challenge which they present to those responsible for police management.

APPENDIX

In order to have a reliable basis for appraisal and to keep the feed-back in perspective the evaluators observed the sessions for two full days of the week-long Institute. The specific factors which were the focus of the appraisal were: (1) the organization and administration of the Institute, (2) the quality of instruction, (3) the appropriateness of the material, and (4) the value of this personal contact between ranking members of law enforcement agencies in a collegiate setting.

Report on Participant Critique

Valifity of Objectives

Participants were generally agreed that the objectives of the Institute were in accordance with their needs. It was obvious that the members of the staff who organized the program were informed about the current issues in police management and succeeded in transforming these issues into appropriate objectives. The participants knew why they enrolled and concurred that the content of the program was consistent with their expectations.

Organization and Administration

Registration procedures were efficiently organized and managed. There was little or no confusion on the matters such as schedules and personal accommodations.

Three suggestions were offered on programming which were supported by a consensus of the participants.

1. The number of speakers was larger than desirable. The speakers had much to offer beyond their initial presentation. Participants regretted not having opportunity to explore the issues in greater depth with each speaker.
2. Participants expressed a desire for more discussion both with speakers and within sub-groups of their own. Specifically, they recommended discussion sub-groups be composed of members who administered departments similar in size and operational scope.
3. Speakers, especially those in the early part of the week, tended to overlap. Participants recommended that guidelines for the speakers be more strongly drawn in order that delineations between their respective topics be more clear.

The length of sessions was judged to be optimal and the staff was considered the Institute to be in competent hands and were complimentary of the staff.

Quality of Instruction

The instructors and speakers were all considered competent in the field. All of them were deep in either knowledge or experience and some were deep in both. The general text was agreed to be comprehensive and appropriate even for those who had not taken part in an academic experience for many years.

The specific learning experience were based on variations of the lecture method. Not all of the instructors made optimal use of audio-visual aids. Participants felt that speakers could have been more resourceful as expositors. They responded warmly to the suggestion that simulation or "gaming" could be used to present some of the principles which are currently identified with good police management.

Note taking, in two cases, was believed excessive. Participants expressed a desire that the purposes of each learning experience should be more fully explained. Particular reference in this regard was made to the test on the first day which, apparently, resulted in some anxiety.

Participants suggested that a definition of terms which are commonly used in the science of policy management be issued the first day. A few participants complained that they did not understand certain of these terms until mid-week, and, consequently, they lost some values from the earlier presentations. In sum, however, the participants were willing to define the qualitative range as beginning with good and extending to outstanding. Indeed, two of the speakers were called inspiring. In the words of one, "They made me proud to be a policeman."

Collateral Values

In addition to the direct values inherent in the achievement of curricular goals, the participants described the following collateral values to be significant and worthy of mention here:

Participants described as one of the major collateral values the opportunities they had to meet and know their peers. More specifically, they spoke of an increased sense of profession which came from (1) knowing men from other communities who had similar problems and commitments and (2) knowing that the field of police management is developing as a modern science from which present and future practitioners

must acquire extensive preparation.

A second value came from the perspectives gained on specific local problems which came as a consequence of contemplating police management in the abstract and away from the tensions which would be present were they not physically removed from the local community. They anticipated a refreshed approach to these local problems upon their return.

A third value cited was the increased respect shown by local representatives for the office of Chief of Police which came as a consequence of the visibility of an academic institute devoted to the problems of that office.

Finally, they discussed an amplified sense of mission in regard to law and order. They sensed more than before that their work was an aspect of a larger effort in which institutions of medicine, government, charity, education, and religion are joined.

Report on the Survey

The survey instrument required both the participants and the Institute staff members to rank (1) a list of possible objectives for the Institute and (2) a list of problem areas related to the police management function. The responses to this survey indicated the members of both the staff and the participant group varied considerably in the importance which they would place upon both the objective importance did, however, emerge in both areas covered by the survey instrument.

Objectives

The following list includes only those questions on which some measure of agreement was demonstrated. Nineteen of the twenty-two participants completed and returned the survey form.

Question #1 -- "To identify and appraise new models of organizing and directing police personnel and resources."

Over half of the participants (10) indicated that this objective was a primary outcome which they sought from participation in the Institute. Fourteen of the group ranked this objective between first and third in the order of importance to them

Question #8 -- "To develop the manual and technical skills needed to handle special equipment of special conditions such as riot control."

There was widespread agreement on this question but that agreement was in the form of an opinion that this objective was of only minor interest to the participants. All nineteen of the participants who completed the survey

form ranked this outcome as seventh (7) or lower in the order of importance. Sixty-three per cent (12) ranked it as eighth in importance on the ranking scale which ranged from one (highest possible ranking) to ten (lowest possible ranking).

Other outcomes showed a concentration of concern on the part of the participants but not to the same degree as those discussed earlier.

Question #2 -- "To acquire a clearer understanding of the forces of social change that operate today." Some importance was placed upon this outcome by a number of the participants. It was ranked as either fourth or fifth in importance by eleven of the nineteen respondents. Fourteen of the participants ranked it between third and fifth in importance as an objective. There was, therefore, considerable agreement that this was a fairly important outcome desired by the participants.

Question #3 -- "To acquire knowledge of the most advanced procedures and techniques of gathering and analyzing information relevant to the police function." This objective was considered to be highly important by seventy-nine per cent (15) of the respondents. Fifteen of the group considered this outcome to be third or higher in the order of importance to them.

Question #7 -- "To obtain the time and to gain access to resources not otherwise available in order to study in depth one or more problems of specific concern."

The participants did not consider the Institute as an opportunity to engage in a depth study of a specific problem of concern to them and the specific community in which each served. All nineteen ranked this outcome as eighth or lower in the order of importance. This response when added to those obtained during the critique indicates the desire to utilize the opportunity provided by the Institute to consider issues of general concern to the total group.

Ranking of Problems

In the second part of the survey instrument the participants were asked to rank in the order of their importance of listing of six specific problem areas which confront those responsible for police management. A seventh possible listing provided an opportunity to add any problem area that they felt ought to be included in the ranking.

The ranking of the problem areas showed that Question #III (Operational procedures) received the highest number of rankings (9) as the primary concern of the participants. Question #II (personnel problems) was close with a total of seven (7) first place rankings. Question #IV (public understanding and support) was considered moderately important with fifteen (15) of the respondents ranking it fourth or fifth in importance. Considerable agreement was evidenced on Question #VI (coordination with other public agencies). Of the nineteen participants completing the survey form a total of fourteen (14) ranked this question as either fifth or sixth in the order of importance among those listed. Question #V (staff education and training) also demonstrated broad agreement among the participants. On this question thirteen (13) ranked it first or second in the order of importance.

Problem Question #II -- "Personnel Problems"

Thirteen members of the group ranked the area of personnel problems as third or higher in order of importance. Seven considered it to be of primary importance, two gave it a second place ranking and six others considered it to be third in the order of concern. Few of the respondents ventured to identify the more specific concerns they had with this problem area. Of those that were mentioned, recruitment of personnel, staff turnover, and promotion policies were the dominant issues identified.

Problem Question #III -- Operational Procedures

This problem area received the highest number of first place rankings (9) with a total of fourteen participants listing it as third or higher in order of importance. The most commonly noted specific concern mentioned was the absence of carefully developed and written policy manuals. Other concerns reported included the organization of the police force into rotating shifts and the filing and retrieval of data.

Problem Question #V -- Staff Education and Training

The participants also showed substantial agreement that this area was of major concern to them. Thirteen members of the group ranked it as second or higher in importance -- eleven listed it as second in importance while two considered it to be the area of primary concern. Two specific problems were identified with this area. The most frequently mentioned was the lack of planned and continuous in-service programs. The other problem that was noted was the difficulty in arranging to release personnel for in-service programs without seriously dropping below the level of police coverage required by the community.

Problem Questions #IV and #VI also revealed a considerable degree of agreement among the participants. Both problem areas were considered to be only slightly important when contrasted with most of the others listed.

Problem Question #IV -- Public Understanding and Support

Despite the general feeling portrayed in the newspapers most of the participants did not consider a lack of public support and understanding to be a major concern. Seventeen of the nineteen considered it fourth or lower in the ranking of most pressing problems. Seven ranked it fourth in importance and eight ranked it fifth on a scale on which seventh was the lowest possible ranking.

Problem Question #VI -- Coordination with other Public Agencies

Here too the participants revealed a considerable degree of agreement that this problem area does not constitute a serious challenge to the police department. Fifteen of the nineteen respondents ranked this fifth or lower in order of concern. Six listed it as fifth and eight respondents ranked it sixth out of the possible ranking of seven.

Staff Responses

The staff of the Institute was also requested to complete the survey instrument. There were a total of seven members in this group and each completed and returned the questionnaire. The responses showed that on the issue of relative importance of any one of the specific objectives or problems identified in the survey instrument, the staff members were also quite varied in their opinions. Some broad agreement, however, was discernable.

Objectives

The staff demonstrated some consensus on Objective #I which related to "organizational models for police management." This was considered highly, if not of primary importance, and considerable agreement with the position taken by the participants. The staff, however, tended to consider Objective #II which referred to the "understanding forces of social change" as being more importance as an objective than did the participating law enforcement officers. (See Appendix D.)

Among the staff members broad areas of agreement were found in the sentiment that Objective #IV and IV were of relatively minor concern. On all other objectives the staff showed considerable diversity in the order in which individual

members would rank them.

Problems

In ranking the problem areas that were identified the staff showed considerable agreement on problems #I, V, and VI. Problem area #I (facilities and equipment) was considered to be a minimal concern of the Institute by all of the staff members. On Problem area #V there was general agreement that "staff education and training" was an area of major concern that should be covered. Problem area #VI dealt with "coordination with other public agencies." Here the staff showed agreement with the feeling evidenced by the participants that this was not an area of current or anticipated difficulty from the standpoint of police management. (See Appendix E)

Recommendations

The overall impression of the first week of the Institute was that it was meaningful and effective. The validity of the objectives of the Institute was sustained and the program organized and directed in a most skillfull manner. The participants and the evaluators were impressed by the caliber of the staff and the enthusiasm which they brought to work.

Several modifications in the format of the Institute seemed to be indicated: Some of the presentations did tend to overlap while at other times topics of intense interest could not be given full treatment because of time limitations.

Recommendations #1 -- Delineate more specifically the area of responsibility for each presenter and the specific topic, principles, and concepts which he is expected to develop.

The duties which the participants carry out in their home communities involve many cirtical decisions. They inevitably feel quite strongly about many of these issues and regard serious discussion of them to be a highly desirable outcome of the Institute.

Recommendation #2 -- Engage fewer experts to make presentations and provide increased opportunity for active involvement of the participants through open discussion.

The size of the communities represented provides a

workable base for the Institute. This is particularly important since most of them are growing in size and will experience many of the challenges that have already been confronted by others. Moreover, practices and approaches used in one setting can frequently be applied in another and generally with only minor modification. There are, however, instances when small discussion groups organized on a variety of bases would be quite effective.

Recommendation #3 -- Provide time for small discussion "buzz" groups to work on specific problems or issues and vary the make-up of these groups according to the individual interests and needs of the participants.

The problems of the listener and those of the speaker differ in some significant ways. The speaker must be constantly thinking ahead of what he is saying at the moment. The listener, however, is inevitably being required to look back in order to integrate the material being covered. Under these conditions the participants frequently resort to excessive note-taking which inhibits a critical analysis of the material being presented.

Recommendation # 4 -- The use of printed materials which can be distributed in advance of the presentation and the wide use of other audio-visual materials by the presentors should be encouraged and facilitated more extensively.

Harrisburg Area Community College

Police Management Institute

September 18 - 22, 1967

The purpose of this Institute may be summarized as being a means to increasing the effectiveness of police organizations in their efforts to support public safety and community order. It is desirable that some early determination be made of what each participant feels to be his particular needs in this regard. Such data would provide guidelines for developing the depth and scope of content and for determining the most meaningful experiences that could be provided for those who attend.

Objectives

Both participants and consultants are requested to rank, in the order of importance to them, the following ten possible results of this Institute. That is, the most important benefit which you expect would be gained from participation in the Institute would be given a ranking of (1); the second most important would be ranked (2); when all are ranked, the least important outcome would receive a ranking of (10).

- | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| I. ___ to identify and appraise new models for organizing and directing police personnel and resources | VI. ___ to discuss common problems and to profit from each other's experiences |
| II. ___ to acquire a clearer understanding of the forces of social change that operate today | VII. ___ to obtain the time and to gain access to resources not otherwise available in order to study in depth one or more problems of specific concern |
| III. ___ to acquire knowledge of the most advanced procedures and techniques of gathering and analyzing information relevant to the police function | VIII. ___ to develop the manual and technical skills needed to handle special equipment or special conditions such as riot control |

IV. ___ to acquire an overview of the working conditions under which law enforcement officers from communities of similar size operate

V. ___ to develop greater effectiveness in dealing with colleagues and the public (human relations)

IX. ___ to acquire a suitable background for developing your own staff-training programs

X. ___ Other: list any other important benefit which hopefully might be derived from participation in this Institute

Problems

Some sessions of this Institute deal with specific problems of police management. Each participant and each member of the Institute staff is requested to rank the order of importance the problems he perceives as being most serious to those charged with the responsibility of organizing and directing local law enforcement agencies. The most pressing problem which you see would be ranked (1); the second most serious would be ranked (2), etc. with the least pressing of those identified being ranked (7). Under each category designate the specific problem(s) that are the basis of your concern.

- | | |
|------------------------------------------------------------|-------------------------------------------------------------------|
| I. ___ facilities and equipment
a.
b.
c. | V. ___ staff education and training
a.
b.
c. |
| II. ___ personnel problems
a.
b.
c. | VI. ___ coordination with other public agencies
a.
b.
c. |
| III. ___ operational procedures
a.
b.
c. | VII. ___ other(s)
a.
b.
c. |
| IV. ___ public understanding and support
a.
b.
c. | |

Identify whether you are a participant or a member of the Institute staff.



PARTICIPANT



STAFF

Ranking of Objectives
by
Participants

Appendix B

Objective No.	1	2	3	4	5	6	7	8	9	10
I	(10)	(2)	(3)	(2)	(1)		(1)			
II	(1)		(3)	(5)	(6)	(2)	(2)			
III	(5)	(5)	(5)	(1)		(2)	(1)			
IV		(1)	(5)	(2)	(3)	(2)	(2)		(4)	
V	(1)	(2)	(2)	(2)	(3)	(6)		(8)	(2)	
VI		(3)		(2)	(3)	(5)	(1)	(3)	(2)	
VII		(3)		(3)		(1)	(4)	(2)	(6)	
VIII							(4)	(12)	(2)	(1)
IX	(2)	(3)	(1)	(2)	(2)	(1)	(4)	(1)	(3)	
X					(1)					(2)

Ranking of Problems
by
Participants

Appendix C

Problem No.	1	2	3	4	5	6	7
I		(4)	(4)	(4)	(2)	(4)	(1)
II	(7)	(2)	(6)	(1)	(1)	(2)	
III	(9)	(2)	(3)	(3)	(1)	(1)	
IV	(1)		(1)	(7)	(8)	(2)	
V	(2)	(11)	(2)	(2)	(1)	(1)	
VI			(2)	(2)	(6)	(8)	(1)
VII			(1)		(1)	(1)	(16)

Ranking of Objectives
by
Institute Staff

Appendix D

Objective No.	I	II	III	IV	V	VI	VII	VIII	IX	X
I	(2)	(1)	(1)	(1)	(1)	(1)				
II	(2)	(2)		(1)	(2)	(1)				
III	(1)	(2)		(1)				(2)	(1)	
IV	(1)			(2)		(1)	(2)	(1)		
V		(1)	(2)		(1)	(1)	(1)	(1)		
VI		(2)			(1)	(1)	(1)	(1)		(1)
VII	(1)		(1)		(1)	(1)	(1)	(1)	(1)	
VIII				(2)					(2)	(2)
IX			(1)		(1)		(1)	(1)	(2)	
X	(1)	(1)		(1)						(3)

Randing of Problems
by
Institute Staff

Appendix E

Problem No.	I	II	III	IV	V	VI	VII
I					(4)	(1)	(2)
II	(1)	(2)	(1)	(1)		(1)	
III	(2)		(1)	(3)	(1)		
IV	(1)	(1)	(3)	(2)			
V	(2)	(3)	(1)	(1)			
VI		(1)	(1)		(1)	(4)	
VII	(1)						(3)

Appendix B

POLICE MANAGEMENT INSTITUTE

The Harrisburgh Area Community College

October 23-27, 1967

This interim report covers the second week of the Institute and constitutes only one of the four reports that will form the basis for the final evaluation report on the project.

Introduction

This report is based upon feedback from three sources, (1) direct observation of a number of the working sessions (2) a critique involving the participants and the evaluators during the last day of the second week of the program, and (3) a questionnaire dealing with events or changes occurring during interim between end of the first one-week program and the beginning of the second week of the Institute.

The observations provided a first-hand knowledge of the kind of experience being provided for the participants and a better perspective with which to come to an understanding and appraisal of the participants' responses to the program.

During the critique the participants were encouraged to indicate, (1) how they felt about the program, (2) what were the most useful experiences that were provided, and (3) how future sessions might be rendered even more valuable. The responses reported do not reflect a unanimity of opinion but they do represent a broad consensus on the questions involved.

The questionnaire focused upon a number of issues regarding the participants' feelings, attitudes, and their activity changes that might be attributable to the experiences encountered during the first week of the Institute.

Critique - Week #2

The focus of the critique session held at the end of the second week of the Institute was essentially that of the first session. Specifically, the evaluators were interested in how the participants felt about their experiences

and what suggestions they wished to offer for future programs. The only basic difference from the procedure followed at the end of the first one-week program was that the participants were not separated into two small discussion groups.

Organization and Administration

The participants were highly complimentary about the manner in which the Institute had been organized and directed. They revealed a unanimity of opinion that the second week of the project had been significantly strengthened by the provision of a more flexible and less rigid program schedule. They enthusiastically endorsed the practice of providing more time for group discussions and workshop-type activities. It was felt that much had been gained by organizing into small groups based upon specific areas to topics of interest.

Suggestions offered by the participants included:

1. Define each presenter's assignment more precisely and require that he concentrate on the specific topic(s) assigned.
2. Expand and develop further opportunities for workshop-type activities during the Institute.
3. Focus workshop activities on a specific problem requiring completion of a given task and have consultants available as advisers during the problem-centered experiences.
Example: Have individual or small groups take the fundamental concepts on budgeting that were presented and develop a workable budget for a police department.
4. Have the results of these efforts presented and analyzed by the participants and consultant(s) involved.

The group indicated that the basic format of the program was effective and that the atmosphere maintained throughout the program was appropriate for the learning experiences that were being undertaken. The evaluators fully share the opinion of the participants that the Institute was exceedingly well planned and managed.

Quality of Instruction

The participants expressed general satisfaction with the presentations of the Institute consultants. They considered most of the sessions to have been handled in a very capable and meaningful manner. In citing the rare occasion when the session was not as meaningful as it might have been, the members of the group questioned not the competence of the particular consultant involved but only the degree of effectiveness that was achieved during a given presentation. The few instances of criticism were based upon the fact that the presenter did not sufficiently confine himself to the assigned topic or that he failed

to gauge properly the participants' knowledge of and level of readiness to discuss the particular issues involved.

Two suggestions offered most frequently by the members of the group were:

1. Presentations were clearer and more readily understood when supported by the use of visual aids. They suggested that future consultants be encouraged to use such learning aids more extensively.
2. It was suggested that consultants focus more consistently upon their topics, cover the issues involved at a more advanced level, and provide increased opportunity for participants to challenge and discuss pertinent points.

Example: Participants liked the idea of handouts which minimized the need for note-taking. They cited the handout which covered the general outline of the presentation but left key terms or ideas to be inserted into black spaces. They approved this approach but bemoaned the fact that the end of the session sometimes left them with a lot of black spaces, but more importantly, without a clear understanding of the concepts and principles involved. They expressed the belief that the answers eluded them because the material was not fully covered or because communication was less than complete and not discussed by the group.

It should be noted that the participants went to great lengths to stress the fact that they had the utmost respect and confidence in the ability and knowledge of each of their consultants and instructors. Their suggestions, they said, reflected a need for a more conscientious reflection upon their own role as learners as much as it reflected a criticism of the rare occasion when a given session didn't generate the desired level of rapport and communication between teacher and learner. The pervading sentiment among the participants was that the second week of the Institute was a meaningful experience and that it would be difficult to improve significantly upon the content of the material covered or the caliber of instruction that was provided.

The Questionnaire

The questionnaire was directed toward specific areas of change that might be attributable to the experiences of the participants during the first week of the Institute. Their opinion was also solicited on the scheduling of the Institute into four segments each of one-week duration.

One-Week Sessions

There was a period of approximately one month between the first and the second one-week segment of the Institute. This suggested that it might be desirable to determine how the participants felt this practice affected the training program. The specific question posed was:

"Does the break of approximately one month between the week-long segments of the Institute strengthen or weaken the overall effectiveness of the total program?" The responses of the participants indicated that they believed the program was strengthened by this arrangement. Specifically, thirteen out of the twenty responses (65%) that were received indicated that this arrangement strengthened the program. Five of the participants (25%) indicated that it made no difference while only two (10%) believed that it detracted from the effectiveness of the total program.

Reading

The second question posed sought to ascertain what changes in the reading habits occurred as a result of the first week of the Institute. The question asked was:

"What further reading or study in the field of police management have you studied since the first week of the Institute?"

Seven members of the group (35%) indicated that they had done "considerably more reading as a result of the Institute experience." Eleven (55%) indicated that they had done some or no more than usual and two (10%) indicated that they would have done more if guidelines had been provided. Two (10%) indicated that they had done no reading or professional materials in the intervening period.

The availability and policies concerning the use of professional reading materials was the focus of the next three questions. The responses indicated the following:

1. Materials in the form of professional journals are available in most cases. These materials are generally provided for and made available for use by all personnel.
2. There is an abundance of professional journals and books available but some are apparently deemed to be more helpful than others. Those listed most frequently were: Law and Order (17), The Police Chief (14), Police Magazine (7), and Trial magazine (6).

3. Awareness of the importance of making these kinds of reading material available was heightened as a result of the Institute. This is reflected in the fact that fifteen of the respondents (75%) indicated that they planned to add to the reading materials currently coming into their police

department or to start to provide them in those cases where they currently are not doing so.

Questions number five and six inquired about changes planned or initiated as a result of the first week of the Institute. The responses indicated that only one member of the group anticipated no changes as a result of the first week's work in the Institute. Thirteen of the officers (65%) indicated they had already begun to formulate plans for change, six respondents (30%) indicated changes had already been initiated and five (25%) members of this group said that they anticipated making additional changes. Specific areas of change that were identified included:

- change in organizational structure - 7
- projection of departmental needs - 3
- improving crime reporting systems - 2
- changing training practices - 2
- developing personnel manuals - 3
- improved budgetary practices - 2

Did the experiences of the first week of the Institute affect their relations with those with whom the participants were required to work? This, in essence, was the issue raised by question six. Most of the participants indicated either that some favorable change (8) had occurred or that they anticipated that some changes would take place (7). Only four participants (20%) indicated that no change was likely in their relationships as a result of the Institute. Some of the areas of changed relationship reported were:

- greater staff involvement in departmental affairs - 5
- improved rapport with supervisors/council - 4
- improved coordination with other departments - 3

The final question (#7) asked if the participants' view of police work has been altered as a result of the Institute. Sixteen of the twenty respondents (80%) indicated that it had. No consistent pattern of change was discernible. However it seems clear that many of the participants did consider that important changes had occurred in certain areas. A significant change of views was indicated, for example, on the following:

	NO.	% / Total
understanding of the management function	12	60%
Understanding of communication techniques in working with people	12	60%
increased capability for directing staff development programs	12	60%
effective organizational models of police management	10	50%

It might be significant also to note areas where a considerable number of the group did not feel that any significant change had occurred in the views. For example, considerable numbers of the group indicated little change had occurred in the areas of:

	No.	% / Total
awareness of interdependence of all public agencies	14	70%
understanding the forces of social change	14	70%

Conclusions and Recommendations

Observations and participant response to the Institute sessions indicates the recommendations involve extension of some of the current practices which have proven to be most effective rather than any drastic modification in the program format. The division of the Institute into four segments of one-week duration evidently enable more of the officers to attend than would be possible if the program were concentrated in a solid block of three or four weeks. Many of the participants felt that it would be highly unlikely that they could stay away from their posts for that long a period.

There seems to be sufficient evidence that the participants are finding the experiences of the Institute to be interesting and meaningful. This is illustrated, for example, by: (1) their continued and conscientious attendance, (2) their enthusiastic acclaim of the contributions of most of the consultants, (3) their insistence upon increased direct participation through discussion and workshop activities, and (4) their efforts to apply their new learnings and understanding to their professional activities in their home communities.

Recommendations

The expressed desire of the participants to become more actually and directly involved in the content and conduct of the program is a wholesome development. The recommendations which follow are submitted for consideration by the Institute staff with this sentiment in mind.

1. Solicit from the participants an indication of the specific topics or areas on which they would like to have the next segment of the Institute concentrate.

2. Build more problem-solving and workshop-type approaches for the content coverage included in the next one-week session. Many of the participants definitely want to try their hand at doing some of the tasks discussed by the consultants.

3. Use less formal structure of the workshop activities to provide for the different levels of understanding that exists among the participants on different problems or professional tasks.

4. Solicit from the participants suggestions of names of consultants who they would particularly like to have join them.

5. Provide participants with reading guidelines and/or special materials which the consultants and Institute staff believe would be helpful in preparation for the next one-week segment.

This report is submitted as an interim report on the second one-week segment of the Institute. It is intended that it, along with the other interim reports growing out of the evaluation phase of this program, will form the basis for the final report on this project.

Charles W. Guditus
John A. Stoops

Appendix C

POLICE MANAGEMENT INSTITUTE

The Harrisburg Area Community College

November 27 - December 1, 1967

This interim report covers the third week of the Institute and represents only one of a series of such reports that will form one of the bases for the final evaluation report on the project.

Introduction

This report is developed on the basis of direct observation of the sessions of the third week of the Institute and the feedback obtained through a critique involving all of the participants on the final day of the week-long program. The sessions during this third week of meetings were observed more frequently than those which preceded it. In all the evaluators were present for four out of the five days of meetings. This rather intense participation in the day to day routine of the Institute participants was deemed desirable in order to obtain greater insight into the responses of the participants both to the questionnaire and the critiques to which they were asked to respond.

Critique - Week #3

The critique session for the third week of the Institute was conducted in the same manner as the previous two. The critique was conducted on an informal basis and without the presence of any members of the Institute staff. The participants seemed to respond freely and candidly. Their reactions were very favorable to the experiences provided by the Institute but they did not hesitate to voice the few criticisms they had of the sessions.

Organization and Administration

The participants were of the opinion that there was little that could be done to improve the administration and general organization of the Institute. They approved the increased flexibility in the schedule and felt that the small group discussion based upon similarity of interest, department size, or special topics was an effective approach.

When inclement weather made it impossible for a scheduled consultant to be present to work with them, they responded enthusiastically to the use of a more experienced member of their own group as a substitute speaker and consultant. In this instance, even the flexibility that has been built into the program schedule was insufficient. At the end of the day they were still intensely involved in the views of their colleague who made the presentation and in debating the issues involved. Most gave evidence of a complete willingness to continue their work well beyond the final hour of the third week of the program. The use of a member of the group as a substitute presenter proved to be administratively sound and instructionally effective. It suggests that there are some other approaches which would include some members of the group in specific phases of the program on a planned basis that should be given serious consideration.

Instruction

The third week of the Institute was well received by participants and the quality of instruction was, in their opinion, quite good. They liked many of the approaches used by the consultants and made specific mention of the use of visual materials to facilitate following the presentation more closely, the small group buzz sessions with specific assignments, the involvement of members of the group in presenting their own findings and defending the policies and practices that they recommended or followed with regard to a particular aspect of police management.

The critique did, however, elicit some criticisms of the program. These were not new but actually had been cited in previous critique sessions. Generally the criticisms, which were mild, were directed at specific presentations. They did not reflect upon the consultants' capabilities but on the effectiveness of a specific presentation to the group.

The group was of the opinion that not all the presentations were an outgrowth of sufficient pre-planning and preparation. They were critical of two of the sessions that seemed to flounder and where, in one case, the consultant began by admitting that he hadn't gotten around to developing a plan for his appearance at the Institute.

Another criticism voiced was that some of the consultants did not involve the group in covering materials which has "sufficient practical knowledge." They expressed little enthusiasm about presentations which focused upon advanced technology involving highly sophisticated computerized

systems. Most agreed with the opinion expressed by one member that "these systems may already be a reality for the major cities but for us they offer little prospect of assistance in solving the immediate problems we have in our small communities."

A third criticism is really a compliment for the high quality of instruction generally maintained during the Institute. In several cases the comments on the presentations were characterized by the criticism that the sessions were "very good but not long enough." Clearly some of the consultants would have been welcomed by the participants for an increased number of sessions lasting two days and possibly even longer.

Direct Observations

As noted earlier the third week of the Institute was subjected to more concentrated observation by the evaluators than the previous two. The sessions were observed four out of the five days during which the Institute was in session in November. The comments which follow, therefore, reflect the reactions of the observers whereas those in the preceding material were recorded responses. That basically reflected the views of participants. Actually, the views of both participants and observers were not as different as might be expected.

Administration and Operation

The organization and administration has been of the highest caliber and quite as good as the participants have characterized it. As with most efforts of this type the early programs of the Institute were a little too tightly scheduled and tended to generate some excessive pressure. This clearly was improved during the second week and thoroughly eliminated in this third week of the Institute.

The use of consultants from distant localities appears, in some instances, to make planning more difficult than would seem desirable. It would appear that articulation between major units covered during the weekly programs is sometimes inhibited due to the difficulties involved in bringing the staff involved in any given week's program together to plan and to coordinate their efforts. Under the circumstances, the organization and administration could hardly be improved. Alteration of some of the conditions relating to planning could, however, bring about a minimization of the possibilities for overlapping content coverage or uncovered gaps.

Instruction

The caliber of consultants utilized thus far by the Institute is of the highest order. It would be impossible to suggest that any of the presentors were not fully qualified. Clearly, they have all had the respect and cooperation of the participants of the Institute. Not all, however, have been completely successful in achieving the objectives for the specific presentation to which they have been assigned.

The observations made during the third week of the Institute would indicate that where the presentor did not achieve the full measure of success one of the following factors was the cause.

- (1) At least two of the consultants had not prepared adequately for the task assigned them
- (2) Sometimes the consultant is not sufficiently aware of the importance of more direct involvement if the participants in practical problem-solving.
- (3) Underestimating the depth and extensiveness of the experience of the members of the group.

Summary and Recommendations

The third week of the Institute was well planned and organized. From the standpoint of results it appears to have a level of effectiveness that surpasses that generally achieved in efforts of this type. From an evaluative standpoint it is also true that ideally there are some respects in which improvement could be sought. More specifically, it would seem that improvement of the instruction could be achieved by avoiding the experience of the occasional consultant who is not as fully prepared as he would like to be. This may necessitate some pre-institute planning session(s) or perhaps providing each consultant with a carefully defined description of the week's program, his role in it, and, most importantly, requiring that he submit a copy of content outline and procedures he plans to follow during his appearance before the group. It would also appear consultants would benefit from a greater knowledge of the nature of the group, their background, and interests and that this knowledge be made known to the consultant prior to his arrival at the Institute.

The participants themselves constitute an interesting study. They tend to be very well satisfied with their experiences in the Institute. When they are critical they are constructive and generally justified in their responses

to a given session. They resent any hint that they are being "talked-down-to" and respond coolly to descriptions of advances being made in police management involving applications of sophisticated electronic technology. They tend to appraise results of a given session on the basis of new ideas that have found their way into their notes and yet responded most enthusiastically and appreciatively to those activities in which they are involved in direct study of a specific problem. Besides being an interesting group, the participants have proven to be unusually capable and extremely dedicated enforcement officers. It would be remiss not to note that the observers have been highly impressed by the caliber of men that are involved in the Institute, both the participants and the staff.

Recommendations

Several recommendations emerge from the observations made during the third week of the Institute.

- (1) The organizational format that has been developed during the three weekly phases of the Institute is proving to be effective and worthy of retention.
- (2) The unprepared presentor is somewhat of a rarity at the evidence of his preparation be submitted in advance of an appearance before the group
- (3) That serious consideration of an exploratory attempt at involving the participants in a "simulated experience" type workshop on a specific aspect of management be undertaken.
- (4) That some priority be given to securing consultants from comparatively nearby communities of the size represented in the group and who have the recommendations of the participants.
- (5) That the role of the participant as a learner and its responsibilities involved be tactfully brought to a higher level of awareness among the members of the group.

This fifth recommendation should perhaps be clarified. One of the interesting observations that were made occurred during one of the sessions when the participants did not feel that the consultant had made the maximum possible contribution. It seemed clear to the observer that the consultant had much to offer them but was not sure as to what the interests of the group were. When, on occasion, one of the more experienced or confident members of the group directed the attention of the consultant to particular problems the result was a very rewarding educational experience. The participants sometimes fail to fulfill their responsibilities as learners by not raising questions or providing immediate

feedback. This would enable the consultant to use the time available most effectively by stressing those areas that are new, immediate, or challenging to this particular group of law enforcement officers. Clearly they need, and, sometimes without fully recognizing it, want to become actively involved in the learning experiences provided by the Institute. Yet their activities sometimes suggest that education is being approached as something to be received than acquired.

Appendix D

POLICE MANAGEMENT INSTITUTE

The Harrisburg Area Community College

January 8-12, 1968

This report covers the fourth week of the Institute and constitutes the last of the interim reports intended to serve as one of the sources for the final evaluation of the total project.

Introduction

The report is an outgrowth of direct observation of several of the sessions conducted during the final week of the Institute. These observations were supplemented by information obtained through a critique session held at the end of the program. The critique was a closed session during which the participants were encouraged to speak candidly of the experiences. With none of the Institute faculty or consultants present, most of the participants seemed inclined to express their feelings forthrightly and constructively.

Critique Session #4

Holding the critique session in the closing hours of the final session could have been a trying situation since such groups frequently are impatient to get an early start for home. This group proved to be exceptionally cooperative and interested in discussing the Institute experience and in providing ideas for future undertakings of this type. Their reactions were overwhelmingly favorable although they did voice a few criticisms which are included in the report.

Organization and Administration

The law enforcement executives who participated in all four of the Institute weeks consistently voiced strong approval of the organization and administration of the project. They favored the weekly arrangement and were most complimentary of the careful planning and smooth organization which characterized these meetings.

They did express some views which recognized that while the overall impact of the organization and administrative effort was remarkably effective there were some aspects that merit further consideration. Probably the most prevalent suggestion to emerge was that related to the workshop-like sessions. The participants indicated that these sessions were usually extremely productive and that they approved, therefore, the increased time that was allocated to this type of activity. Their criticisms were aimed at two specific aspects of the workshops. First, they indicated that the workshop assignments during the final week were not as specific as they might have been. This resulted in some loss of time and, in some instances, confusion about what precisely was expected of them. The second criticism involved their desire to have consultants more readily available as resource persons during the workshop sessions. Direct observation of some sessions of this type during the final day would indicate that there was some basis for this reaction from the participants. On the other hand, it would seem reasonable to assume, from an administrative point of view, that a greater degree of readiness to accept responsibility for individual contributions during this type of activity had at that point been developed.

A second criticism and one which emerged during previous Institute weeks concerned pre-planning with consultants. In general, participants tended to view the use of a multitude of specialists as a kind of hit and run approach. Their suggestions implied a need for the consultants to be more involved in the planning of the Institute sessions.

It is doubtful that any Institute could be developed and directed in such a manner that no suggestions for improvement would emerge. It would be unfair, therefore, not to stress that while some criticisms were made they did not constitute an unfavorable response to the organization and administration of the project. On the contrary, the feeling of the participants, without exception, was that only proper rating of this aspect of the Institute would have to be that of excellent. This is an opinion that is strongly shared by the evaluators of this Institute.

Instruction

The instruction during the final week of the Institute received the most enthusiastic approval of all four segments. The caliber of the consultants had been exceptional in terms of experience and ability to communicate with the participants. In some instances, as has been noted in previous reports, these qualifications proved to be insufficient. Some

unpreparedness was noted and disparaged. In this final week of the Institute little of this condition could be observed. The efforts of the Institute director to have consultants come better prepared has been paying off. At no time was this more evident than in this last week of the Institute.

From a teaching standpoint it was also evident that a wider application of audio-visual aids was being employed. This situation resulted in a better utilization of available time and a more intense coverage of the information relevant to the topic under consideration. This gain in factual data occasionally worked to a disadvantage. It resulted, in several instances, in a stress upon facts and empirical data when the implications of this information deserved to be the focus of attention. This was exceedingly well illustrated by the response to one of the presentations in which the consultant discussed at length the psychological significance of the police management concepts that were being studied. Comments like, "the best training session I ever attended" or "that consultant really understands us" were not uncommon. It seemed clear that the participants responded warmly to efforts carefully designed to develop not only an understanding of "how" but also "why" specific management policies and procedures are effective.

These chief law enforcement officials are being exposed to the pressures of many rapidly changing social forces. They note the symptoms and try to ameliorate the resultant discomfort. When provided with experiences which helped to illuminate these emerging problems they revealed a commitment to learning that could have served as a model for training programs of this type. The instruction provided in this final week of the Institute is best characterized as thorough, stimulating, and effective.

Summary and Recommendations

The final week of the Institute was undoubtedly the best of the four weekly segments into which the program had been organized. The entire project was well planned and administered but the insistence of the director upon more thorough preparation and coordination between contributing specialists made this final segment one in which the fullest potential of each session was generally achieved. Organization and planning are essential ingredients of any such undertaking. Alone, however, they are not enough to guarantee success. There must be a follow through and direct attention to the day to day activities. This supervisory function was most fully operative in this fourth Institute week and the

results were evident. Only in the operation of the workshops was there any diminution of high level of effectiveness that was maintained during this week of the Institute. This one element in the range of experiences provided by the Institute did seem to require substantially more attention.

It is difficult to ascertain with certainty but it seemed that some reading and written assignments were not followed through to their final conclusion. This oversight or overburdening of the Institute staff, which ever may be the case, tended to be a source of concern to a number of the participants. Students who conscientiously complete their assignments are disappointed when immediate or early feedback on their efforts is not forthcoming. Those who do not demonstrate this scholarly attitude soon come to view assignments as mere busy work and hence fail to come fully prepared to participate in the day's learning activities. In an Institute enrolling only the highest ranking police officials it is difficult to know just where to draw the line in terms of adhering to the fullest possible involvement of each assignment. If one is to err it is perhaps best in the case of class assignments to do so on the side of flexibility rather than rigidity. In any event, the immediate feedback indicated that the participants benefited greatly from the experiences of the Institute. The result was a learning experience that made the participants happy to be part of it and they said so.

Recommendations

Several recommendations seem warranted as a result of the comments of the participants and the observations of some of the sessions.

1. Workshop activities must center around assignments that are clear and specific in terms of what is required of the participant.
2. Staff, consultants and materials need to be readily available during workshop sessions if they are to be productive.
3. The responsibility of the participant in the role of a learner needs to be more fully developed at the beginning and during the Institute.
4. The advantages of using fewer consultants but involving them longer and more intensely should be given further consideration.
5. Added focus upon the psychological and sociological implications of contemporary police management functions seems to merit further study.

These recommendations are based upon the premise that even a really fine program can be improved. This point was demonstrated rather conclusively by the final one-week segment of the Institute. It exceeded those that preceded it in that it apparently manifested no "low" spots so that the program consistently gained in momentum until it reached its climax on the final day. Well organized and supported by fully prepared consultants, the Institute generated an atmosphere that was conducive to learning. The participants rose to the occasion. They left no doubt that they approved and that this final week of working together had furthered their personal and professional growth.

C.W. Guditus

END