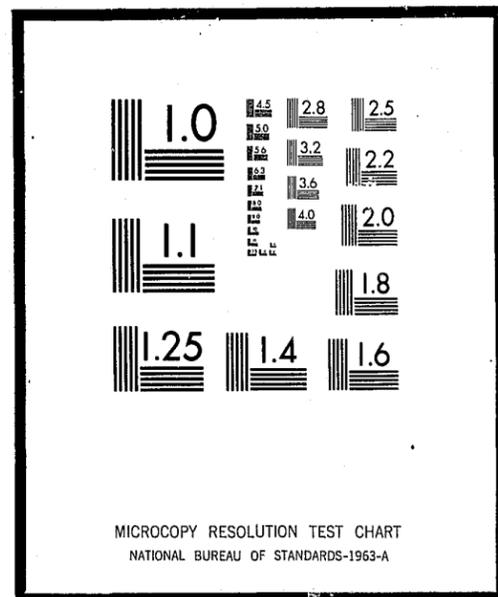


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DISTRICT OF COLUMBIA - EXECUTIVE DEVELOPMENT PROGRAM,  
SUPERVISORY TRAINING PROGRAM AND IN-SERVICE TRAINING  
PROGRAM - FINAL NARRATIVE REPORT

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DISTRICT OF COLUMBIA METROPOLITAN POLICE DEPT  
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POLICE MANAGEMENT  
TRAINING  
POLICE TRAINING  
MANAGEMENT AND ADMINISTRATIVE TRAINING  
SUPERVISORY TRAINING  
INSERVICE TRAINING  
DISTRICT OF COLUMBIA  
POLICE

ANNOTATION:

THE INNOVATIVE SIGNIFICANCE OF THE PROJECT IS ITS CONCEPT AS A TOTAL TRAINING PACKAGE.

ABSTRACT:

IT IS DESIGNED TO PRODUCE AN EFFECT AT ALL LEVELS OF THE METROPOLITAN POLICE DEPARTMENT -- THAT EFFECT BEING A DRASTIC INCREASE IN EFFICIENCY THROUGH AN IMPROVED USE OF BUDGETARY, MATERIAL AND PERSONNEL RESOURCES. A MAJOR TRAINING EFFORT WAS AIMED AT ALL LEVELS OF PERSONNEL OF THE METROPOLITAN POLICE DEPARTMENT, TO PROVIDE EXECUTIVE, LEVEL TRAINING IN MODERN MANAGEMENT CONCEPTS AND PRINCIPLES FOR OFFICIALS OF THE RANK OF CAPTAIN AND ABOVE, SUPERVISORY LEVEL TRAINING IN MANAGEMENT AND SUPERVISORY CONCEPTS FOR ALL LIEUTENANTS AND SERGEANTS OF THE FORCE, AND A COORDINATED IN-SERVICE TRAINING PROGRAM IN MODERN POLICE METHODS AND OPERATIONS FOR ALL PERSONNEL BELOW THE RANK OF SERGEANT. (AUTHOR ABSTRACT)

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FINAL NARRATIVE REPORT BY THE  
METROPOLITAN POLICE DEPARTMENT,  
DISTRICT OF COLUMBIA,  
OF THE, "EXECUTIVE DEVELOPMENT PROGRAM,  
SUPERVISORY TRAINING PROGRAM AND  
IN-SERVICE TRAINING PROGRAM."  
GRANTED BY OFFICE OF LAW ENFORCEMENT  
ASSISTANCE -- GRANT NO. 034 12-1967



GOVERNMENT OF THE DISTRICT OF COLUMBIA  
METROPOLITAN POLICE DEPARTMENT  
WASHINGTON, D. C., 20001

PROJECT TITLE: Training Projects - Executive Development Program, Supervisory Training Program and In-Service Training Program.

GRANT NUMBER: 034, Awarded by the U. S. Attorney General, U. S. Department of Justice, under the Law Enforcement Assistance Act of 1965.

GRANTEE ORGANIZATION: Metropolitan Police Department  
Government of the District of Columbia

CHIEF OF POLICE: John B. Layton

PROJECT DIRECTOR: Inspector William J. Couperthwaite  
Director, Training Division

FINANCIAL OFFICER: Deputy Chief Jerry V. Wilson  
Director, Office of Planning and Development

REPORT: Final Narrative Report

PROJECT SUMMARY

This project was designed to provide a major training effort aimed at all levels of personnel of the Metropolitan Police Department; to provide executive level training in modern management concepts and principles for officials of the rank of Captain and above; supervisory level training in management and supervisory concepts for all Lieutenants and Sergeants of the force, and a coordinated in-service training program in modern police methods and operations for all personnel below the rank of Sergeant.

I. BACKGROUND OF PROJECT:

One of the most significant needs to be met by local law enforcement today is that of adequately training its personnel to appropriately respond to and cope with the increasingly complex human, social, legal and technical problems which comprise the law enforcement environment during these times of significant sociological and technological advance.

The need for a maximum degree of police training is applicable to law enforcement throughout the United States, but is especially acute at this time, for a variety of reasons, within the Metropolitan Police Department.

First, because the District of Columbia is the Nation's Capital, the city is a natural locus of demonstrations aimed at a variety of purposes, both national and local in character. For the same reason,

local events of the city are disseminated throughout the world, and it is therefore highly important that the District's police force be developed to as high a degree of perfection as possible.

Secondly, because local law enforcement within the District of Columbia operates under the federal rules of criminal procedure, and under the jurisdiction of the federal courts which have pioneered in the application of rulings restricting the authority of the police in matters of search and seizure, and interrogation of criminal suspects, it is important that all police officers of the District be trained to as high a degree as possible in techniques which will improve their effectiveness both in preventing crime and in prosecuting criminals within the constraint of court rulings. With the modifications and interpretations of rulings in the past several years, by the appellate courts and the Supreme Court, and the expected modifications to come, the once relatively simple procedure of training police officers has now become a complex problem of training and retraining.

Thirdly, because a study of the Metropolitan Police Department has been completed by the President's Commission on Crime in the District of Columbia (and by the International Association of the Chiefs of Police on a contract to that Commission) and because both as a result of and independently of, that study, the department is presently undergoing drastic changes in terms of organization of the department and in terms of application of advanced methods of management, it is highly important that the latest administrative,

managerial and supervisory concepts and skills be communicated to the executives and to the supervisors of the department.

In summary, it is imperative, if the Metropolitan Police Department is to be developed into a model law enforcement agency, that there be undertaken a total training program aimed at all levels of personnel of the department to impart to all personnel of the force the most modern concepts of police administration and operation.

There are within the Metropolitan Police Department several on-going programs which, individually and collectively, partially meet these problems. However, there are inherent deficiencies in those programs in terms of their use as tools for bringing an immediate improvement in the department.

The most advanced of these programs, The American University Police Certificate Program, is an excellent approach towards communicating concepts of police professionalization to all personnel of the department; however, because of its design (a voluntary off-duty time program providing the average participant with one college course per semester), it has not thus far had as wide a participation from officials and members of the force as is needed to meet the currently desired effects. Even with improved participation, benefits from this program could only be achieved very slowly.

The department had a Police Academy program until June 3, 1966, which provided four-week classes of training for first level supervisors and for senior privates; however, this program was primarily

aimed at operating procedures of law enforcement agencies and thus did not meet the need, in the case of supervisors, for training in management and supervisory techniques. In the case of privates, the limitations of spaces in classes rendered the program too slow for purposes of bringing about an immediate improvement in total operations of the department.

Additionally, the department had a precinct level in-service training program. This program, however, did not have direct guidance from the central training section, did not have a universal curriculum for all personnel of the department, and therefore, varied in operation from one precinct to another depending upon the interests and abilities of the various precinct commanders and their officials.

In order to meet these problems of training in the department, and to overcome deficiencies in the current programs, the Metropolitan Police Department proposed to develop comprehensive programs of training with four separate sub-programs aimed at specific needs of each level of personnel of the department, as follows:

- Command Level 1. Concentrated course in executive concepts were given to forty officials in the ranks of Captain, Inspector and Deputy Chief.
2. Concentrated discussion of modern concepts of police organization and management as reflected in I.A.C.P. survey

report and recommendations were held with all officials in the ranks of Captain, Inspector and Deputy Chief.

- Supervisor Level 3. I.A.C.P. Police Management Course for Supervisory and Command Personnel were given to all Sergeants and Lieutenants.
- Executing Level 4. A department-wide in-service training program structured around I.A.C.P. Training Keys and Sight-Sound programs was developed and implemented.

## II. PROJECT METHODS:

### 1. Concentrated Course in Executive Concepts.

The concentrated course in executive concepts was conducted by the College of Continuing Education of The American University. Included, as Attachment A, is a description of that institution and of its accreditation. Included in this report as Attachment B is a program schedule of the executive development program that was conducted by that institution for the Metropolitan Police Department. The instruction program was composed of sixty hours.

Police officials who attended this program were selected by the Chief of Police on the basis of their prior education, ability, demonstrated interest in the department, probability of their further advancement in the department, likelihood of their continuing to be employed in the police service for some period of time, and their

involvement in the changing organization and management of the department.

The objective of this course was to subject these officials to an in-depth study of modern concepts of management and organizational techniques, thereby raising the level of their effectiveness, and thereafter bringing their increased ability to bear on the problems confronting the department.

The course was first held for a period of four days, June 5, 6, 7 and 8, 1966, at a club in Harpers Ferry, West Virginia, with participants being housed there for these sessions. In attendance were three Deputy Chiefs of Police, six Police Inspectors and twelve Police Captains.

There were lectures by noted speakers in the executive development field, see Attachment B. There were group seminars, analyses of cases, class seminars and case discussion and solutions to problems presented.

The balance of the program consisted of six four-hour sessions beginning with dinner, followed by lectures, case discussions and other assigned projects. The sessions were held at the Cosmos Club, Washington, D. C. on June 14, 21 and 23; July 5, 12 and 19, 1966.

Teaching points were made through lectures, class discussions, assigned reading, research, training aids and class participation activities such as role playing. Problems rarely ended with the dismissal of class and frequently were continued by the participants throughout free periods and often into the night. The case study

method of management problems was extremely effective in identifying administrative weaknesses and the formulating of enlightened solutions.

The second group attended October 23, 24, 25, 26 and 27, 1966, returning for a second week December 4, 5, 6, 7 and 8, 1966. The format of sessions was changed to a one week course of lectures and group discussions, with participants returning after a four week interval for another week of lectures, group projects and completion of the program. This proved more successful and productive than the first program.

The following are distinguishing characteristics of the revised format:

A. A large number of books dealing with the subjects of organization and management were made available at the Blue Ridge Rod and Gun Club and participants were urged to use them in connection with the solution to case study problems.

B. Prior to the completion of the first week students were required to select from the library a book of their choice which they were assigned to read prior to returning for the second phase of their training. In addition to the assigned reading each participant was required to prepare, duplicate and distribute to the other participants a typewritten personal analysis, of no fewer than one thousand words, of an assigned book. Through this innovation each student was able to bring away from training a summary of the highlights of no fewer than twenty books. Highlights of these books

were offered in oral presentations to the group by each individual.

C. As an additional assignment during the intervening period students were required to prepare and forward to the Director of the training program a summary of the management problems peculiar to their individual position. They were likewise required to submit a summary analysis of the positions individually held.

On returning for the second phase of the training we found that the leaders of the program had read and evaluated the two reports submitted by each participant and without identifying the person or the organization by name, these problems were enumerated and solutions were suggested by the leaders and through group discussion. It was interesting to all that the problems that were identified were common to all of the departments represented.

2. Concentrated Discussions of Organization and Management. Reflective In I.A.C.P. Survey with Command Officials.

Concentrated discussions with command officials of the department, of the rank of Captain and above, were conducted by the staff of the International Association of Chiefs of Police working under contract with this department under the auspices of the L.E.A.A. grant for development and reorganization of the department. Members of the Planning and Development Unit also assisted in these lectures and discussions. There were two groups of officials, one group consisted of Deputy Chiefs of Police and Inspectors and the other of Captains, with each group meeting twice weekly for discussion of the principles and concepts of organization and management which were

reflected in the I.A.C.P. survey and to discuss with them the details of the proposed reorganization and methods of accomplishing those changes with the minimum disruption of the regular services of the department. It was contemplated this project would take approximately thirty-five hours of discussion, but actually took forty-two hours.

### 3. Police Management Course for Supervisory and Command Personnel.

This project was administered by using the standard course of Police Management for Supervisory and Command Personnel, devised and conducted by the International Association of Chiefs of Police to assist police administrators in meeting the need for this type training in police service.

The course consisted of a two week, seventy hour training course which consisted of lectures, problems being assigned to discussion groups to submit solutions, review of solutions discussed by entire group. Participants were given looseleaf binders with material on Police Management for Supervisory and Command Personnel containing problems, planned reading and questionnaires. Also given was a book entitled "Management - A Book of Readings" by Koontz and O'Donnell.

Courses were conducted from August 1, 1966 through March 31, 1967, with 338 participants within the ranks of Lieutenant, Sergeant and Detective Sergeant.

### 4. In-Service Training Program Structured on I.A.C.P. Training Key and Sight-Sound.

To implement this phase of the project, the department assigned an official of the rank of Lieutenant to be in charge of the In-Service, Roll Call Training program, assisted by one police cadet and one clerk-typist; which was implemented on January 31, 1967. This program is centered around the I.A.C.P. Training Keys and the sight-sound film strip projector, available through them. Under the I.A.C.P. Program personnel below the supervisory level received only the training key while personnel in supervisory level received both the training key and the instructor's key guide. In addition the Lieutenant for the In-Service Roll Call Training must prepare and provide guides to correlate the general principles communicated by the training key with specific laws, regulations, or policies applicable to members of this department.

The keys and guides are distributed to each unit, for distribution within that unit, on an average of every six weeks. In this manner the men, as well as the officials, have sufficient time to review the material and prepare themselves for classes. Training sessions are held in each unit for a period of fifty minutes twice a week, prior to roll call at all tours of duty. Members are required to attend one of the sessions weekly, outside their regular tours of duty, while on an on-duty status for compensatory time.

Each unit of the department has a Roll Call Training Co-ordinator and an Assistant Co-ordinator, who are responsible for the proper dissemination of the keys and guides in that unit. Prepared tests

are periodically given on the material reviewed and the scores forwarded to the official in charge of this program.

Each unit has been permanently assigned a sight sound projector. A complete set of twelve training films, which are used in conjunction with the training keys.

The department obtained from its own funds all back issues of the I.A.C.P. Training Keys, series 1 through 48 and L.E.A.A. funds were used for the purchase of current publications, series 49 through 72.

Fifteen sight-sound projectors were purchased with grant funds; ten were purchased with department funds.

Eight sets of training films for sight-sound projectors were purchased with grant funds, six sets purchased with department funds.

Thirty one hundred Acco Binders were purchased with department funds.

### III. PROJECT RESULTS:

Because of the extreme difficulty of objectively evaluating the results of any training and especially the results of such a broad training concept as provided by this program, final evaluation of this project will be largely a series of subjective judgements from officials of the department relating how they believe the department has been affected or improved by these programs. In the final analysis, of course, the real evaluation of the efficacy of these programs must rest in the total evaluation of the department and its success in

achieving the reorganization and the improvements contemplated for the coming year. However, evaluation is submitted on each program.

#### 1. Concentrated Course in Executive Concepts, (Executive Development).

- a. Participants had an opportunity to learn to know fellow employees as people and not just as names or faces. This becomes a matter of great importance in a large organization.
- b. Participants gained an appreciation and an awareness of current thinking in the functions of management through exposure to persons trained and experienced in this field.
- c. The course gave participants the opportunity to explore specific responsibilities inherent in their roles as managers through required reading, research, case studies, case presentation, discussion leading, role playing and problem solving.
- d. This training identified areas of responsibility, placed them in their proper perspective and enabled participants to see each segment of a part of the whole management effort. This was accomplished through a careful analysis of the many roles of a manager and their relationship to the formal and informal organization.

- e. Training produced a new understanding of the decision making process. Decision making that calls upon the knowledge and experience of persons who have a responsibility for implementing the decision, is clearly identified as being superior to a solution which is pronounced by an autocratic manager. This was accomplished through the presentation of illustrations which dramatized the waste of human resources by persons who relied on their own knowledge and understanding of a complex operation in a decision making situation.
- f. This type of training by producing greater self-awareness and self-appraisal has stimulated self-development, this is evidenced by statements made by persons during critique sessions of this training who have admitted that serious personal deficiencies had been exposed and that they were now prepared to supervise the accomplishment of difficult tasks through the proper motivation of people and fuller utilization of human resources.
- g. Following the termination of this training an invitation was received from a neighboring police department for twelve additional officials of this department to participate in a recycling of the Executive Development Program.

2. Concentrated Discussions of Organization and Management.

- a. The I.A.C.P. Survey of the Metropolitan Police Department dated April, 1966 prepared for the President's Commission on Crime in the District of Columbia was discussed with command officials of the department in the Fall of 1966. These sessions provided the opportunity for a full discussion of the results of the survey and the recommendations made by the I.A.C.P.
- b. The survey was aimed at improving police services in the District of Columbia by focusing upon the internal management and organization of police resources and operations. The study concentrated mainly on the development of improved police systems across a broad spectrum ranging from the overall organization of the department to manner of recording police activities.
- c. Command officials were able to ask questions and receive information as to what their new management roles would be.
- d. The first aspects of the reorganization became effective November 24, 1966.

3. Police Management Course for Supervisory and Command Personnel.

- a. Program was enthusiastically received by participants. There was wide spread approval given by participants of the type of training, the method of presentation and the quality of instructors.
- b. Comments were made frequently to members of the staff for both approval of and appreciation for the opportunity to receive training which prepared them for supervisory responsibility. Case studies dramatized both strong and weak personnel administrative practices and provoked a great deal of debate over preferred solutions.
- c. While participants expressed almost unanimous approval of this type of training and strongly indicated that they were better prepared than before to supervise subordinates there is no objective means at this time by which a full evaluation of the results of that training may be made. However, there is every reason to believe that the training provided in the area of improved human relationship has improved the efficiency of these supervisors and those persons coming under their supervision.
- d. The program was well received and so much interest shown that the Metropolitan Police Department, D. C. and other law enforcement agencies within the

Metropolitan Area held a cooperative program, training thirty Metropolitan Police Department members and sixty-eight members of the Police Departments of Montgomery County, Maryland; Fairfax County and Arlington, Virginia; U. S. Park and White House Police.

4. In-Service Training Program Structured on I.A.C.P. Training Key and I.A.C.P. Sight-Sound.

- a. The implementation of the in-service training program has provided members of the department with a continual uniform training program.
  - b. Provides employees with the latest crime detection methods and information.
  - c. Has had the effect of standardizing unit level in-service training throughout the department.
  - d. These prepared training materials relieve unit level instructors of the burdensome task of doing extensive research and test preparation in connection with the presentation of a training session on a single police related theme.
3. Sight-sound projectors (problems and difficulties).  
The following is a performance summary of the operation of the twenty-five sight sound machines purchased. It is offered without recommendation for or against the use of this type machine as a training aid.

- (1) Nine of the twenty-five machines purchased have required electrical, mechanical or electronic repair.
- (2) Six machines have burned out bulbs which provide the projection light source.
- (3) One machine has required service on three occasions.
- (4) One machine developed a short circuit and was damaged so extensively as to require major repairs.
- (5) Very few remote control devices functioned properly, with the main difficulty being in the "Hold" button.
- (6) Finally, a fair evaluation must include mention of the fact that, while repairs to date have been made without cost, units have been deprived of the machines for significant periods while repairs were being made.

f. Training Keys (problems and difficulties).

It has also been found that because of the general distribution made of the training keys, the content tends to be general in nature and frequently must be related through research to the policies and regulations of the particular agency making use of them as

a means of insuring against conflict with local procedures.

IV. SIGNIFICANCE:

The innovative significance of this project is contained in its concept as a total training package, designed to produce an effect at all levels of the Metropolitan Police Department -- that effect being a drastic increase in efficiency through an improved use of budgetary, material and personnel resources.

V. RECOMMENDATIONS:

Command Level 1. This type of training is commended to every department not already engaged in an effective command level training program. No department of any significant size can afford not to develop within its ranks those persons who have the potential for managerial and administrative responsibilities. It is the combination of experience in law enforcement in a particular locale and a thorough grounding in philosophy and practices of management that make the men of a department its most valuable resource.

Concentrated Discussions of Organization and Management.

Discussions of this type are regarded as indispensable to the authoritative dissemination of information concerning the results of a departmental survey and the recommendation for reorganization. Many rumors and much speculation precede the release of the official report which cites deficiencies and recommends corrective action. A full explanation of the survey results by those who made the survey, together with an explanation of the principles of organization and management upon which they were based have the effect of relieving apprehension and promoting understanding.

It is suggested that briefings designed to acquaint command level personnel with the methods, purpose and goals of a survey would serve the additional purpose of allaying fears that normally accompany the

prospect of a change in the status quo if they were conducted immediately prior to the commencement of the survey.

**Supervisory Level.** A prerequisite to the assignment of a police officer to a supervisory position, regardless of how outstanding he may have been as a patrolman should be a comprehensive training program aimed at equipping him to lead other people. Middle management training, with its emphasis on effective human relationships serves the new official by acquainting him with the means by which subordinates may be motivated to perform even unpleasant tasks with a minimum of dissatisfaction. This new relationship is frequently in distinct contrast to the one with which he is most familiar and in which compliance with the law is compelled under penalty of fine or imprisonment.

**Executing Level.** A coordinated department-wide training program is absolutely essential if

continued systematic instruction is to be afforded police personnel physically separated from the central training facility or unable because of tours of duty and assigned days off to receive training in a formally structured academic program. This training key and sight-sound program has the very desirable effect of standardizing throughout a department the instruction sought to be presented to its members. Attention must be given to relating the material to the particular police department and type of police activity. It is strongly recommended that an in-service training program built around these training aids contemplate a provision for periodic instruction designed to refresh and update officers' knowledge and understanding of matters of demonstrated practical importance. The means thought to be most satisfactory for this purpose is the preparation by a department of its own training bulletin

in which all formal regulations, statutes, policies, procedures and rules of the department which bear on the subject to be instructed are cited.

Materials to be furnished:

- 25 copies of Final Narrative Report.
- 5 Notebooks on the "Executive Development Program" from the Institute for Management Appraisal and Executive Development.
- 5 Notebooks from International Association of Chiefs of Police, Inc., on the Police Management for Supervisory and Command Personnel.
- 5 Books used in conjunction with Police Management Program, entitled, "Management, A Book of Readings" by Koontz and O'Donnell.

**END**