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OLEA-67-023

CONFERENCE ON POLICE MANAGEMENT TRAINING

Sponsored by the Office of Law Enforcement Assistance for directors of OLEA-funded police management training projects and other police management training specialists, February 6-7, 1967, at the Cosmos Club in Washington, D.C.

Project #67-23.
Office of Law Enforcement Assistance
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INTRODUCTION

In early 1966 the Office of Law Enforcement Assistance began negotiating with several organizations and universities to provide police management training throughout the country. In the summer of 1966, the first OLEA-sponsored police management training course (Project #011) was offered by the Academy of Police Science at the Harvard University Business School. The participants were chiefs from the 40 largest cities. This course followed the Harvard Business School training techniques which have been successfully used with executives from business and industry* OLEA subsequently funded other management development courses conducted by other universities and by the International Association of Chiefs of Police.

The various management training courses have not followed a particular pattern; rather, attempts have been made to experiment with various training techniques and with spacing courses over different time spans. For instance, although the case method seems to be prevalent

*The second Management Institute for Police Chiefs was conducted at Harvard in Summer 1967, supported by OLEA Contract #67-31.

in all training courses, other techniques have been used-- small groups or "T" groups, the traditional lecture method, individual work projects and the like. Similarly, while some courses have emphasized law enforcement, other courses have taken the straight management approach. Experimentation has included attempts to determine the most satisfactory method of presenting management courses to police chiefs who cannot spend much time away from their departments. Some courses have been given in their entirety in two to four weeks. Some four-week courses have been spaced over a period of four or five months, with the chiefs attending one week at a time. Still other courses have been spread over a longer period with the chiefs attending three days a week. The latter two methods make it possible for the chiefs to work on class assignments at home.

The OLEA-sponsored Police Management Training Conference, February 6-7, 1967, provided an opportunity for directors of the management development projects to report on their experiences in using various techniques, although no evaluation had yet been made to compare the different approaches. Some project directors who attended the Conference did not yet have courses in operation, and they were able to make changes in course plans, based on the experience of those who had already begun courses.

Considerable discussion centered around such problems as formulating program objectives, how to adjust the curriculum to group differences (i.e., difference in size of departments and differences in learning ability); how to recruit and select participants; how to evaluate the various training methods and how to evaluate the effect of the training on the respective police departments. It was the consensus of participants that this should be the first in a series of conferences to provide an exchange of experience and to aid OLEA in the development of policy in this important area.

Professors James F. Grady and Lowell H. Hattery, who served as consultants to OLEA and planned the Conference, have prepared the following summary.



PURPOSE OF THE CONFERENCE

The objectives of the first Police Management Training Conference were to:

1. Exchange the results of experience from programs completed or in progress.
2. Exchange information about prospective programs.
3. Advise the Office of Law Enforcement Assistance concerning the design of future policy and program support.

In his introductory remarks, Patrick V. Murphy, Assistant Director of the Office of Law Enforcement Assistance, emphasized the importance of management training. In this critical period there is great need for strengthening the leadership of State and local law enforcement.

Mr. Murphy also noted the importance of collaborative effort by universities and police organizations in police management training programs.

PROGRAMS COMPLETED, UNDERWAY AND SCHEDULED

Each Project Director reviewed the objectives and design of the program which had been or would be undertaken by his institution with

*Copies of the agenda and the list of participants are attached.

the aid of support funds from the Office of Law Enforcement Assistance. More detailed reports were presented for several programs completed or in progress.

POLICE EXECUTIVE DEVELOPMENT PROGRAM OF
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

The first of three offerings of a three-week program has just been completed on the campus of the University of Georgia. The orientation was "executive training" without formal emphasis on the police environment. George O'Connor, Director of the Professional Standards Division of the IACP, observed that the Harvard University and the IACP - University of Georgia programs proved that "it doesn't take a policeman to train a policeman" in executive management subjects.

The group, most of whom were chiefs or first deputies, had a mean educational level of ninth grade.

No dramatic changes in behavior were to be expected as a result of the course. Nevertheless, the course did seem to be successful in getting the men to look more thoughtfully at themselves and their role in organization. In their own evaluation of the course, participants reacted favorably.

Although participants came from communities which varied widely in population, this did not present a significant problem.

AMERICAN UNIVERSITY EXECUTIVE DEVELOPMENT PROGRAM FOR THE
METROPOLITAN POLICE DEPARTMENT OF WASHINGTON, D. C.

The American University has completed two programs of 20 participants each, selected from Assistant Chief, Inspector and Captain ranks.

This program is adapted from a pattern developed over a period of five years for officials from government and industry. It consists of two weeks of assembled training with an intermediate month during which several assignments are completed.

The curriculum consists of a mix of case problems, lectures and discussion and special assignments. Several techniques are used to introduce officers to the literature of management and to induce the habit of reference to such literature.

The University plans for six more offerings in 1967 under an additional OLEA grant. Senior command officials from the White House Police, United States Park Police, Baltimore Police Department, Washington Metropolitan Police Department, and suburban jurisdictions in Maryland and Virginia will participate.

POLICE MANAGEMENT INSTITUTE
OF THE UNIVERSITY OF NORTH CAROLINA

The University of North Carolina, through the Institute of Government, is presenting an experimental Police Management Institute

of 120 hours, conducted in five one-week sessions with intermediate periods between sessions. The objective is to "familiarize police command and supervisory personnel with contemporary and established managerial and supervisory concepts."

The program is divided into five major topics. The lectures for each topic are taped and it is planned to publish them. The topic areas are: (1) management theory, application and analysis; (2) personnel administration - policies and programs for building an efficient and well-adjusted working force; (3) administrative practices - development of a capacity to work with and through associates in a wide range of situations; (4) dynamics of administration - written and oral communication, conference leadership, direction, and the art of listening; (5) control - the management function of making sure that plans succeed by gathering the information vital to decision making.

POLICE EXECUTIVE DEVELOPMENT PROGRAM AT THE FLORIDA INSTITUTE FOR
LAW ENFORCEMENT, ST. PETERSBURG JUNIOR COLLEGE

This program consists of 253 hours of classroom and individual instruction conducted at several intervals over a period of eight months and a three-day retraining session after a four-month interval.

Thirty-six officers are enrolled, including 26 chiefs of police. They come from communities ranging in population from 3000 to 350,000. Up to this time the range in size of jurisdiction has not seemed to impair the effectiveness of the program.

Fifty percent of the instructional program is directed to general management, presented by non-police instructors. The remainder of the program is directed to police administration and to "enrichment" subjects.

The program staff will visit participants at their own home offices between sessions. It is expected that these visits will aid in the program objectives of effecting additional changes.

HARVARD UNIVERSITY MANAGEMENT INSTITUTE

The Harvard University Graduate School of Business Administration conducted a three-week Management Institute for Police Chiefs. Thirty-five police officials attended the program. In addition to regularly scheduled classes, participants were assigned to informal homework discussion groups. The curriculum included six subject areas:

(1) Economic Environment and the Public, (2) Human Behavior and Personnel Administration, (3) Management Control, (4) Management Information Systems, (5) Organization, the Administrative Process and Policy, and (6) the Social and Legal Environment.

Professor Thomas C. Raymond, who directed the program, concluded that "the program, as a whole, was appropriate and valid."

SURVEY OF POLICE MANAGEMENT TRAINING IN EIGHT SOUTHERN STATES

Professor Norman Pomrenke has conducted a study of police management training needs and resources to fulfill those needs for eight southern states. He found that there are 9600 command personnel in law enforcement agencies in those states. He concluded that national and regional training agencies such as the FBI National Academy and the Southern Police Institute could not meet the training need even if their intake were to be doubled.

It was the consensus of the conference that the study should be extended to the entire United States.

TOPICAL DISCUSSION

Following the formal reports and an address by Professor Herman Goldstein, the Conference was directed to the discussion of several topics - some selected in advance and others developed during the Conference proceedings. The discussion was directed toward illumination of various issues, identification of problems and solutions, and recommendations for planning and action.

Although it was desirable to develop a consensus on various matters considered, it is obvious that on many topics there was neither sufficient experience nor enough conference time to develop a consensus.

Brief notes on each of eleven topics are presented here. The project directors present at the Conference recommended similar,

subsequent conferences to pursue these and other topics in more depth following more experience with programs which are to be conducted in the coming months.

1. Formulating Program Objectives

Formulating specific program objectives is difficult but important. Clear statement of objectives is the basis for curriculum construction, conducting the program and for program evaluation.

In view of the current developmental nature of educational programs for law enforcement officers at command levels, there is some question as to whether goals should be common to all programs, though in general they are likely to be largely the same.

Sub-objectives can be stated more precisely and are potentially subject to measurement more readily.

One objective for all programs is the search for "standards" which may be useful as program guides in the future.

Patrick Murphy asked for OLEA any counsel about objectives and patterns of programs, especially for the new fiscal year beginning July 1, 1967. He invited letters to supplement the sharing of ideas in the conference.

2. Content of Programs

Program content is designed to meet program objectives. It must be adjusted to different programs, groups and individual officers.

It was agreed that the content need not be limited to the police frame of reference. The instruction and discussion can treat management and administration in general.

Program content may include, in longer courses, general knowledge and understanding, e.g., about problems of society and societal environment.

3. Research

Research was discussed in two categories: (a) research needed for the development of OLEA supported program; and (b) research which might be undertaken in carrying out an individual program.

- a. Background research. A profile of chiefs of police, and other command officials, by attributes, size of jurisdiction, etc. would be helpful in program planning.

Better information about the functions of law enforcement administrators is also needed. This is a "job analysis" study which would provide a better base for training program and curriculum design.

- b. Program research. OLEA-supported programs, demonstration and experimental in nature, provide an excellent potential for research. Professor Bilek reported that faculty members at the University of Illinois were more interested in contributing to the program if research is associated with it.

A warning that such research can become "busy work" was voiced. Effective research requires careful planning. Insofar as possible it should extend not only to the program in action but also to the behaviors and attitudes in the home department.

There is some reluctance to subject participants to diagnostic testing. Professor McCandless reported routine testing of all entrants to Southern Police Institute courses, using a standard college entrance test. One experience with personality testing, however, led a conferee to report that he would not recommend it as a standard practice.

It was suggested that OLEA might develop a recommended standard schedule for collecting information about participants. This would take the onus off project directors, and would contribute to the comparability of research data.

4. Training Methods

A wide range of methods was reported as having been used or planned for future programs. This free and flexible approach was accepted.

Among specific methods cited were:

- Case problems
- T-groups
- Lecture and discussion
- Social hour
- Written assignments
- Reading assignments
- Mechanical, programmed instruction
- In-basket exercise
- Scheduled "open time"

It was generally agreed that the use of formal lectures should be kept to a minimum and that student involvement should be a continuous, prime objective.

Several opinions were expressed concerning the relationship of size of group to effectiveness of training methods. In general, 20 to 25 seemed to be considered the optimum size.

5. Adjustment to Group Differences

Although it is assumed that there may be differences in training needs and response to training methods among groups classified by rank, educational background, size of jurisdiction and other attributes, there is insufficient experience and evidence to draw conclusions.

The importance of such differences is related to program objectives.

It was noted that there are differences in the responsibilities of chiefs and second-level executives by size of department, and that in the larger departments these second-level officers may be specialists and therefore represent differences in background, attitude and needs.

Professor Economos, DePauw University, observed that the trainee population might be divided into: (a) chiefs - who need strengthening in one area or another - a "patchwork" requirement; (b) second and third levels - who need balanced training in professionalism, organization and management; and (c) lower levels of supervision.

Nevertheless, as Professor Crockett of St. Petersburg Junior College observed, these differences have not seemed to make segregation necessary for an effective training experience, according to the results of programs to date.

6. Recruitment and Selection

In most cases to date, invitations to participate have been extended through direct mail. Professor Pomrenke of North Carolina supplements direct mail with personal visits to the jurisdictions as feasible.

It was generally felt that whereas a simple direct mail invitation was fastest and sometimes effective, the addition of personal visits and the cooperation or endorsement of prestigious organizations, such as municipal associations, would be helpful.

Whereas selectivity in admission to programs may become more important after more experience with police executive development programs, at this time there is little reliable guidance for selection.

Chief McKaig, of the New England Association of Chiefs of Police, emphasized the importance of extending management training down through the ranks for those who are potential for command positions.

Professor Bilek, University of Illinois, suggested more involvement of supervisory officials above chief law enforcement officers. One method is to communicate with them at the recruitment stage. A letter after completion of course was also suggested.

7. Executive Development and Career Planning

The objective to prepare individual development plans for those who are to participate in the Michigan State University program was reported by Professor Galvin.

Comments by Chief McKaig, guest lecturer Herman Goldstein, Professor Economos of DePauw University and others emphasized conducting educational programs.

8. Evaluation

Evaluation of course effectiveness was described as an "important but elusive" problem.

Professor Hattery reported on research in evaluation of executive training programs with the finding that no proven method is available. Professor McCandless, Southern Police Institute, noted that the comments and recommendations of outside evaluators should be considered but that program directors should not be bound to accept them.

Program directors should use every available means to evaluate the training course in detail and as a whole. Subsequent visits to departments may be useful.

Professor Folley, Harrisburg Community College, reported on a plan which provides for using "evaluator-consultants" who will conduct their evaluation in three phases:

- (a) pre-institute analysis of objectives, content and organization;
- (b) observations and appraisal of program content, adequacy of instruction, etc.;
- (c) post-institute study of impact on individual growth, individual attitude changes, institutional innovation and overall evaluation.

9. Follow-up and Continuation

There was a consensus that formal follow-up training was desirable, although little time was available to discuss details. Professor Crockett noted plans for a three-day "retraining - evaluation" session a few months after completion of the basic course at St. Petersburg Junior College. Professor Pomrenke suggested the practice of a follow-up course of perhaps three days each year. Such a session might be directed to a single subject such as budgeting or planning.

It was suggested that OLEA take into consideration some follow-up for all grants for executive training.

10. Local, Regional, National Programs

There are clear advantages to each approach - local, regional and national, and the combined efforts of all are needed.

It was pointed out that State and local programs have the advantages of local pride and enthusiasm in "our" program. The regional and national organizations may be able to draw on richer resources. They also may carry more prestige in some instances.

It is possible that a national or regional program may provide seed and enthusiasm from which base local organizations can extend the program more intensively to local jurisdictions. For example, Professor Murphy, University of Georgia, reported plans to extend the IACP regional program to officials within the state of Georgia who could not attend the IACP sessions.

There was some suggestion that general public administration courses might be appropriate for police officers.

11. Communication of Program Experience

Conference participants recognize the value of interchange of information about plans and experience.

Patrick Murphy reported on the ways in which OLEA can serve as a clearinghouse. One means is distribution of final reports. (A report on the Harvard University course for Chiefs of Police was distributed at the Conference.) It may not seem worthwhile to distribute all reports to all project directors. However, project directors are invited to request any report. Further, all project directors will be informed of new projects, as approved. It was suggested that OLEA might issue an informal bulletin on occasion with program news, notes about new training techniques, availability of lecturers, etc.

Personal exchange among project directors was noted as useful.

This would be facilitated through additional project directors' conferences. It was suggested that OLEA call another conference in Fall 1967, when significant new experience could be reported and discussed.

IN SUMMARY

It was the clear consensus that OLEA has recognized a most important area for support as a contribution to improvement of national law enforcement. The enthusiasm, experimental attitude and willingness of university and other representatives to exchange information and ideas testified to the mutual commitment to a recognized, significant objective.

POLICE MANAGEMENT TRAINING CONFERENCE
Cosmos Club Washington, D. C.

February 6 and 7, 1967

AGENDA

February 6

9:30 a.m. PURPOSE OF CONFERENCE
PATRICK V. MURPHY, Assistant Director, OLEA

PREVIEW OF CONFERENCE PLANS
JAMES F. GRADY, Consultant, OLEA; Conference Chairman

10:00 a.m. BRIEF REPORTS BY PARTICIPANTS
Programs Completed or Underway
Programs Scheduled for Future

12:15 p.m. LUNCHEON (Individual Arrangements)

1:30 p.m. EXPERIENCE REPORTS OF POLICE MANAGEMENT TRAINING PROGRAMS

1. International Association of Chiefs of Police
George W. O'Connor, Director of Professional Standards Division
2. American University
Lowell H. Hattery, Professor of Management and Public Administration
3. University of North Carolina
Norman Pomrenke, Assistant Director, Institute of Government
4. St. Petersburg Junior College
Thompson S. Crockett, Chairman, Department of Public Administration
5. Survey of Police Management Training in Eight Southern States
Norman Pomrenke

4:30 p.m. PLANS FOR PROGRAM DISCUSSION ON FEBRUARY 7

POLICE MANAGEMENT TRAINING CONFERENCE
Cosmos Club Washington, D. C.

February 6 and 7, 1967

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