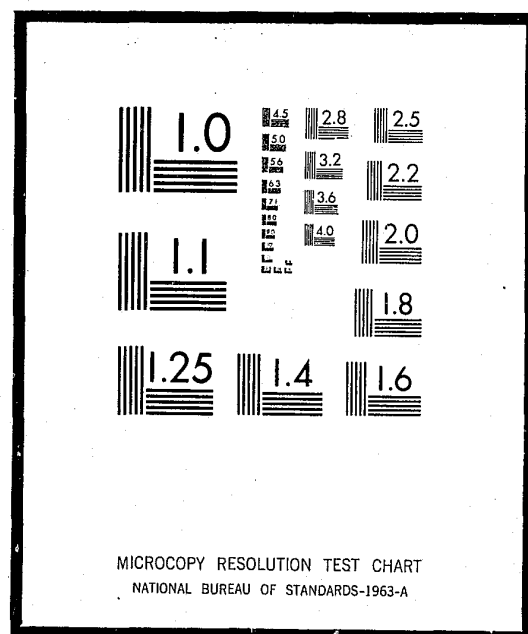# NCJRS

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                       NARRATIVE REPORT
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                       MANAGEMENT AND ADMINISTRATIVE TRAINING
                       POLICE TRAINING
                       CURRICULUM

ANNOTATION:
   POLICE CHIEF RECOGNITION OF POOR LEADERSHIP TRAINING PROGRAMS AND THE
   NEED FOR LIBERAL ARTS TRAINING IS DISCUSSED.

ABSTRACT:
   THE COURSE DESIGN OF THE DEVELOPED PROGRAM TO INCREASE THE EFFICIENCY OF
   POLICE DEPARTMENT HEADS IS DIVIDED INTO THREE AREAS - CONCEPTUAL SKILLS,
   HUMAN SKILLS, AND TECHNICAL SKILLS. THE COMPONENT PARTS OF EACH AREA
   WERE ANALYZED AND FASHIONED INTO COURSES OFFERED TO POLICE CHIEFS FROM
   ANY SIZE COMMUNITY. THE REPORT DISCUSSES THE BACKGROUND OF THE
   PARTICIPANTS AND A PROFILE IS INCLUDED IN AN APPENDIX. AN INTERESTING
   CONCLUSION IS THAT POLICE LECTURERS NEED NOT INSTRUCT POLICE MANAGERS.

079

(PHASE ONE

POLICE EXECUTIVE PROGRAM

FINAL NARRATIVE REPORT,

to

Office of Law Enforcement Assistance
U.S. Department of Justice

from

The International Association
of Chiefs of Police
1319 18th Street, N. W.
Washington, D.C. 20036

Grant 079

Need and History

One major factor in the operation of police organizations of today is the capability of its managers. Studies, empirical observations, and surveys have shown that the vast majority of police departments in this country have not been identifying, selecting, and developing capable leaders and managers. This problem, in a great deal of American cities, is not the fault of the police chief or his subordinates, but in most instances results from his local government not giving him an opportunity to be trained or not providing a good modern management program to develop him for his task. The failure to provide adequate leaders has been shown in a number of ways -- the recent police scandals, and in some instances, the skyrocketing of crime.

The IACP, through experience gained by its numerous surveys of state, county and municipal agencies, set out to develop basic materials to be utilized in a series of police executive programs. The specific objective the programs were to accomplish was to demonstrate to the police executive that a college or university could assist the police in the development of their personnel and to also demonstrate that modern business practices as they relate to

management are also applicable to the police community.

The IACP submitted a proposal to the Office of Law Enforcement Assistance for the funding of three Police Executive programs for a time period of nine months and a financial grant of $82,104.32 was awarded (this grant was identified as OLEA Grant 079).

Course Design

The initial course design for the program was developed as a proposal to the Pennsylvania State Police. It was designed as a means of increasing the participant's knowledge and skill in three broad areas. The three areas may be identified as those which will add to the participants:

    1) Conceptual Skills

    2) Human Skills

    3) Technical Skills

Initially, the subject breakdown listed under each of these skills was as follows:

    1. Conceptual Skills

        The Management Function
        Developing Managerial Ability
        Planning
        Programming
        Budgeting
        Directing
        Controlling
        Staffing

Conceptual Skills (cont'd.)

    Establishing Objectives
    Policy Making
    Organization
    Planning Organization Changes
    Line/Staff Relationships
    Positive and Negative Discipline

2. Human Skills

    Ways of Viewing a Police Department
    Productivity and Morale
    The Causes and Effects of Motivation
    Perception
    Semantics
    Gaining Effective Group Action
    Leadership
    Responsibility, Authority & Delegation
    Overcoming Resistance to Change
    Developing Human Relations Skills

3. Technical Skills

    Order and Stability
    Foundations of Criminal Justice
    Judicial Decision-Making
    Constitutional Law
    Trends in Social Controls
    Science in Law Enforcement
    Measuring Effectiveness of Operation
    Allocation of Manpower
    Operational Planning
    Applying Scientific Method

However, as we approached the problem, it became obvious that in the time allocated to each of the programs (17 working days), these areas could not be adequately covered. Accordingly, the course design was readjusted to meet the same basic needs as initially outlined, but with a greater

emphasis upon human behavior and motivation. The first
two programs (University of Georgia and University of
Maryland), were broken down into seven major blocks of
material, each with several component parts; they are
as follows:

1. Foundations of Justice

Fundamental principles and development of legal concepts
and institutions as they relate to present practices and
philosophies of the administration of criminal justice.
Historical sketch of principles of democracy with discussion
of forces in society affecting speed and direction of change.
Review of U.S. Constitution with emphasis on concept of
judicial review as practiced today in criminal cases.

2. The Environment - Growth and Conflict

The place of the city in society, study of factors affec-
ting growth, planning and problems examined in the context
of a study of factors contributing to the disruption of
social groups and institutions. Study of attempts to es-
tablish and modify social controls to deal with current
problems.

3. Man's Involvement

The foundations of attitudes and behavior. A study of moti-
vation, communication and small-group processes as the basis
for achieving more effective departmental and community pro-
grams. An examination of the principles and techniques of
opinion formation, advertising, propaganda and modification
in behavior as applied to the police task.

4. Individuals in Groups

Analysis of large organizations and the ways in which individ-
uals accomodate to them. A study of human interaction in
groups, group structure, control and influence.

5. The Basic Tools

Introduction to the fundamental concepts for the measure-
ment and analysis of productivity and effectiveness inclu-
ding the basic essential of automated data processing of
operational and administrative information. Discussion of
budgeting as an essential management function and control
technique.

6. The Human Tools

An examination of the concepts and techniques of communica-
tions within organizations and among individuals as a vital
method for achieving intra-agency unity and effectiveness.
Emphasis upon the manager's need to recognize, understand
and respond to the needs of individuals within the organiza-
tion as an appropriate means of providing leadership.

7. Management - THE Job

Basic concepts of management including planning, organizing,
staffing and controlling as well as detailed discussions of
information systems and programming and planning as they
have developed into primary managerial methods in modern,
complex organizations.

The third program held at Cal State Poly was modified
to meet the needs of a different type of participant (see
Participants and Selection); that course design is as follows:

1. People as They Affect Organiza-
   tion and Society.

2. Our Nation - Yesterday, Today,
   and Tomorrow.

3. Local, National, and International
   Relations.

4. Management Through Machines.

5. Management Through People.

6. Urban Sociology.

7. Practical Problem Solving.

(A copy of each of the course designs is attached to the appendix and are marked exhibit #1 and #2).

In each of the programs the course was designed to adequately provide the participants with a basic management message and to demonstrate that a "liberal arts" approach to the development and training of police executives has an extremely high degree of applicability.

Materials

The IACP specifically developed for the three programs, a series of case problems which were excerpts from our field surveys. These cases served as the nucleus for the discussion periods in each of the programs and provided the basis for a large amount of group dynamics (a copy of the case problems is attached to the appendix and marked exhibit #3).

Another development and contribution of IACP was the booklet, Organizational Concepts. This booklet, the first in a series of four, was utilized in each of the programs to show that management terminology of both industry and government are applicable to the police services (this booklet is attached to the appendix and marked exhibit #4). (Booklet #2 entitled, Management, is expected to be released shortly.

Booklets #3 and #4 dealing with Supervision and Human Relations, will also be reproduced and distributed to the participants as agreed in the original proposal.)

A series of plastic overlays based upon the booklets was developed and utilized in all of the programs. These visual aids spefifically dealt with broad management concepts and theories.

Approximately eight films were utilized in each of the programs. The films varied in each program based upon the lecturer's particular approach to his presentation. They covered such fields as Sociology, Delinquency, Law, and Budgeting. (A list of these films can be found in the appendix and is marked exhibit #5)

Reading assignments were based upon numerous books dealing with Management, Sociology, Psychology, Leadership, and Electric Data Process (EDP), just to name a few topics. (A complete reading list was developed for each of the programs and a copy of such reading lists is attached to the appendix as exhibit #6.) Particular emphasis was placed upon the Leadership Resource Institute's publication, Looking Into Leadership. This series of booklets covered such topics as Leadership, Authority and Responsibility, Decision Making, Individual Motivation, Appraisal of Personnel, and Staff/Line Relations. There was a high

degree of acceptance by the participants for this publication which was primarily due to the understandable language and illustrations utilized in the booklets. The participants received a large number of personal copies of other texts dealing with Public Administration, Decision Making, Urban Sociology, Crime and Delinquency, Creative Arts, and Unemployment, to name a few. Numerous case problems were also introduced by many of the faculty lecturers involved in each of the three programs. These problems were designed to specifically involve the participant in management problems and their solutions, and demonstrated an interesting point -- that non-police problems can generate as much interest in the participant as do police problems. This will be further discussed under the topic, Methods of Teaching.

Course Content

The course content of the programs at the University of Georgia and the University of Maryland did not differ too drastically except as to the application of the message by the individual lecturer. The third program in California was a departure from the original course content provided by the first course design. This was due in part to several factors; first, the participant was better educated (see Participant and Selection); second, it provided us with a different teaching technique to be applied; third it allowed

us to see just how sophisticated the message could become before it overwhelmed the participant. (The breakdown of the course content for each of the three programs is attached to the appendix and are marked exhibit #7, #8 and #9.)

The major emphasis in each of the programs was always upon management. To create a well-rounded and well-versed manager, associated topics were developed to support the major emphasis. As an example, Urban Sociology was included to provide the manager with the realization that the police agency does not operate in a vacuum, and that by understanding and recognizing problems of Urban Sociology, the police executive can better cope with the social problems confronting law enforcement today and in the future. Such topics as Social Psychology and Creative Thinking were included to demonstrate that good leadership can affect large numbers of people, and that changes can be brought about without problems by using a little imagination.

Adequate time was allowed to permit recreational activities as well as research opportunity for the programs. As an example, in each of the programs a golf tournament was held with a high degree of participation. During these tournaments the discussion by those involved centered about classroom presentations.

The research projects were designed to be team efforts to demonstrate to the leader (participants) that this makes problem solving easier. The discussion periods in each of the programs were designed to allow the participants in the first week to discuss mutual problems and their own methods of utilized to solve such problems, and in the second and third week of the program, the IACP case studies.

The course content was further designed to increase student participation. As an example, assignments were given for either individual or group presentation, based upon topics offered in the program with the view that the participants would actually be teaching each other.

At the University of Georgia's program, a computer game was developed which pitted the class against a machine in a decision-making problem involving the assignment of police personnel and equipment. To lay the basic ground work for the police game, the participants were engaged in decision games involving the purchase of stock and assignment of dump trucks in a road building project. These games were designed and presented in order that the student might not only observe hardware capability, but allow him to both physically and mentally compete with the computer and then verbalize the choice of his decision. This resulted in an

exchange between the participants and the lecturer which greatly increased this complex learning process.

Method of Teaching

One of the prime requirements that IACP insisted upon in regard to the faculty resources of the various universities, was that the lecturer be able to relate to an adult group, and that a great deal of emphasis be placed upon the lecturer's capability to involve the student -- in all but two individual instances this was done. In most instances this resulted in the students teaching each other and having the lecturer sum up the student's comments. In a majority of the presentations the students had been given a prior reading assignment which provided them with the necessary information to participate in the classroom session.

In some 70% of the classes, a "buzz group" technique was applied. Here, the participants were broken down into small groups of approximately four to five students. Each group discussed the problem given and then presented its conclusions to the entire group. Invariably, the lecturer could create further group participation by asking questions or by modifying the facts slightly. Some 40% of the programs involved role playing activities by the participants which also had an excellent effect upon the learning process. Here some of the participants were assigned acting roles from certain

problems which again increased the group's participation. The lecturers utilized the case problem technique. They would provide some basic fundamentals, and then allow the participants to solve the problems presented. The lecturers would then sum up what the participants had brought out in their discussion and show them that they had actually taught each other.

One shortcoming, (if it can be called that) in the methods of teaching, was the lack of field trips. As an example, in California, during the presentation of Social Conflict and Its Causes, it would have had a far greater impact upon the class to have taken them by bus into a socially and economically deprived neighborhood and actually visited with the people living there -- or in another instance where a lecturer was discussing Psychology of Public Opinion, there was a student demonstration at a nearby campus which would have served as an empirical observation on how peoples' needs can be manipulated and how they can be motivated to violence by a skillful leader. In another example, the lecturer was discussing the new youthful society and its identifying characteristics. There was a teenage and "hippie" nightspot within a short distance from the campus which would have been ideally suited for a site visitation. In the programs at the University of Georgia and Cal State Poly, the lecturers indica-

ted that if these programs were to continue, site visitation would be an excellent technique to apply. An interesting sidelight arose out of the selection of group discussion leaders in two of the programs. The IACP randomly chose people from amongst the participating group to guide the discussions. This resulted in the leaders doing outside research prior to their day's assignment in order to stimulate their group's discussion. In effect, another lecturer was involved from within the student group, a point we had not considered.

The Educational Institutions

It was felt that a college campus would be the ideal locale to conduct the executive programs. First, a college or university offered the best of academic practitioners who were expertise in their various fields. Second, the full resources of the university, such as library, computers, audio visual equipment, and other teaching materials, were available. Finally, the academic atmosphere provided by the college tended to increase the participant's feeling of importance. In each of our programs one of the requirements involved was that the student be fed, housed, and have the classrooms in the same facility; - all at a nominal cost. It was for this reason that the University of Georgia, University of Maryland and Cal State Poly, were chosen. Further, these universities

had more than adequate faculty to meet the needs of the course design and content. Each of the educational institutions involved participated wholeheartedly in the preparation and conducting of the programs.

The morale of the participant in a three-week program can be very definitely adversely affected by poor service or housing. In each of the campuses that our programs were conducted, some 97% of the participants indicated that the housing and feeding arrangements greatly added to the prestige of the programs. There was one major drawback which involved food service -- that was the tendency to over-feed the participants. This resulted in the student being concerned about his weight and even becoming sluggish in the classroom. This problem was discussed with each of the dieticians at the various institutions and it was agreed upon to lighten the diet and avoid the repetition of meat, potatoes and gravy over a three week period of time.

Some difficulty was experience with the faculty in regard to payments for their time and development of materials. This was due in fact to the number of lecturers involved and not being able to coordinate their activities. This was due in part to the time factor. The grant was awarded to IACP late and in our first program at the University of

Georgia, we had the Christmas Holidays to contend with. However, because scheduling posed problems, an extension of four months was granted. Those institutions having full-time program coordinators eliminated several of the major scheduling and administrative stumbling blocks.

Particular emphasis should be placed upon the importance of providing an executive atmosphere for such programs. Adequate living, classroom settings, comfortable chairs, and proper lighting are absolutely necessary for the successful implementation of an executive program. The feel of "first class" physical surroundings can greatly enhance the programs and add to the student's participation and learning.

Participants and Their Background

A total of sixty participants were involved in the three regional programs. The University of Georgia had twenty participants, the University of Maryland, twenty-three; and Cal State Poly, seventeen. These represented nine state police agencies, ten county agencies, and forty-one municipal agencies. (A breakdown of the geographical distribution is listed in the appendix as exhibit #10.)

The average age of the participant at the University of Georgia was 54, with a high school education, with only one having received any prior management training. The

average age at the University of Maryland was 58, with an

11th grade plus education, and none of the participants

having received any management training. The average age

at the California program was 40, with a one year plus

college education, and three of the participants having

received some form of management training. The participants

were chosen from each of the regions based upon a geograph-

ical and agency size. Since there was a great deal of

difficulty in obtaining participants in the first program

at the University of Georgia due to the scheduling problem,

this rule was not strictly applied. (A copy of the invita-

tion to the agencies and their chief executives is to be

found in the appendix and marked exhibit #11.)

In each of the programs there was an initial feeling

of suspicion by the participants that these would be commun-

ity relations training programs. There was a very definite

feeling of hostility in all of the programs toward the use

of the term "community relations". This is probably due in

part to the fact that the police agencies have been subjec-

ted to a large amount of educational and training programs

involving community relations and the riot incidents of the

last two years.

The profile of the participant involved showed him to

be a police executive with approximately sixteen years of

experience, a high school education, and fifty years plus

in age. He has attended in his police career, an average

of two training programs of approximately fourteen days each.

One major improvement that could be made in future pro-

grams of this type would be to involve other governmental

executives such as the mayor or manager, school superinten-

dent and even members of private industry or business. In

each of the programs the participants reinforced each other's

problems and solutions whether they were right or wrong.

This was due to the fact that there was no discourse avail-

able between the police executive and other governmental

leaders. This resulted to some degree in the creation of

a vacuum in the classroom situation for the police. The

lack of discourse, in effect, created the semi-logical con-

clusion that if everyone in the police services were doing

it the same way, it therefore had to be right.

Our initial proposal to OLEA specified the chief of

police or his appointed delegates would be invited to attend

the programs. In each of the programs there was ample evi-

dence to show that the presentations given by the various

lecturers could be assimilated and utilized by almost all

ranks in the police organization. While it may be argued

that the chief of police is in a better position to implement change, it does not necessarily follow as shown in these executive programs that only he or his highest ranking officers would derive some benefit from the presentations. It is our belief that middle and lower management would be greatly enhanced by such programs.

Evaluation

Evaluations were broken into two major segments. The first involved a formalized evaluation where once each week the participants were asked to rate the program, instructors, living conditions, etc., on a form designed for this project. In all too many instances, the participants just checked the necessary areas, and only a few of the sixty involved provided any comments. These comments have been summarized in the quarterly reports provided by IACP to the Office of Law Enforcement Assistance and a copy is attached to the appendix marked exhibit #12. The formal evaluation indicates that those presentations dealing with sociological, psychological, and simple management techniques, rated high. Where complex management techniques were involved such as data processing or budgeting, only the large agency participants could relate to the presentation. Overall, however, the formal evaluations indicate an exceedingly high degree of acceptance by the participants.

It is in the informal evaluation that we believe the greatest value of the program exists. The live-in, full-time staff member served a dual purpose. First, he could guide students' discussions and assist them when requested to. Second, he became a "father confessor" to many of the participants and had an opportunity during the meals and social hours to fully discuss the program, its content, design and presentation, as well as other factors relating to the program. Third, he could discuss current police problems and introduce new ideas and thoughts as to how the problems could be solved. There is no question but that the programs more than achieved their original objective.

Almost all of the presentations in each of the programs were accepted. Not once, in any of the three programs, did the question arise as to the lecturer's background in law enforcement. If the lecturer showed the participants an easier way of performing a task, he always had a ready audience. In the few instances of disagreement, it was obvious that the lecturers intended this disagreement to shock the class into thinking.

Conclusion

1) The three Police Executive Programs were highly successful.

2) That police lecturers are not needed to instruct police managers.

3) That the presentation of a "liberal arts" approach develops a much higher degree of interest among the participants than does the use of conventional police topics.

4) The use of a college campus adds greatly to the program.

5) That care should be exercised in the housing and feeding of the participants in a three-week program so that they are not over-fed and become uncomfortable due to the poor classroom facilities or living quarters.

6) That academic topics are completely interchangeable from the various disciplines and can add to the creation of a well-rounded manager.

*****

APPENDIX

EXHIBIT

#1   Course design for University of Georgia & University of Maryland.

#2   Course design for California State Polytechnic College.

#3   IACP Case Problems #1 - #8.

#4   IACP Organizational Concepts booklet by N. C. Kassoff.

#5   Film List.

#6   Reading List for Georgia, Maryland, and California programs.

#7   Course Schedule for University of Georgia.

#8   Course Schedule for University of Maryland.

#9   Course Schedule for California State Polytechnic College.

#10   Geographical Distribution List for Georgia, Maryland, and California.

#11   Invitational Letters sent to agencies for each program.

#12   Evaluation Forms for Georgia, Maryland, and California.

*****

Addendum
to
Final Narrative Report

As a natural outgrowth of the three Police Executive Programs

discussed in the main body of this report, the IACP developed a

five-day program entitled, "Mobilizing Community Resources for

Effective Law Enforcement."

This phase of the project was to bring together representa-

tives of the "power structure" of a community. It included five

mayors, city managers, police chiefs, school superintendents, and

private business people. The program was structured to provide a

great deal of inter-action between the participants (a copy of the

course description schedule and training materials was provided

to the OLEA in our Daily Diary as part of the quarterly report,

October/November/December, 1967). Again in this program, univer-

sity faculty were used as resource people.

The main thrust of this program was to provide a dialogue

between each of the participants, to have them "air" their prob-

lems as it affected the community and to discuss methods and

techniques of solving the problems. The case method of discussion

was utilized for the program.

The program demonstrated several interesting facets; they were:

1) That many so called "community decisions" were
made in a vacuum not involving the realities
of the communities' changing social structure.

2) That the police are being asked to perform
their tasks in a society that is changing so
fast that most American communities cannot
adjust to them quickly or adequately, which
in turn compounds the police role in most
communities.

3) That if there is such a creation that can be
tagged as the "power structure" in a community,
it is not always aware of the political, econ-
omic, or social problems that exist in a com-
munity.

4) A university can play a major role in providing
both resource people and expertise in explaining
social change and the role of people in the com-
munity in bringing about orderly change.

5) That projects of this type can bring out into
the open "problems of the other side" where
they can be mutually examined, discussed, and
solved.

END