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FROM IDEA TO IMPLEMENTATION

HOW TO CONSTRUCT A PLAN

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March 1975

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INTRODUCTION

There are four kinds of activities undertaken by the staff
of the Planning and Research Division. Some, like writing orders
and designing forms, are ongoing responsibilities. Other activities
involve liaison with projects outside the Division, those for which
primary responsibility rests with some other unit in the Department,
with another agency, or with a consultant. The third category of
activity is correspondence, and the fourth is project construction -
the development of plans for improving the Department's services
and practices.

This document is concerned only with the last of those activities,
the primary mission of the Division - to plan. It is written especially
for police officers who, after several years on the force, find them-
selves working in the strange environment of a planning operation in
which success requires a completely different approach to their duties
then that employed on the street.

The Role of Planning

People who come into the Planning and Research Division generally have some pretty strong ideas about improvements that should be made in the Department. Many of those ideas reflect a lot of thought and are worth serious consideration. Sometimes the benefits that could result from an idea seem so obvious that it is hard to understand why it cannot be accepted and implemented without delay. But unfortunately - at least it seems unfortunate at times - it is not that easy to make change in a police department.

We sometimes tend to forget that, as planners, our primary role should be that of a resource to the decision-makers of the Department, those people who are responsible for running the Department and who must implement the plans we make, if they are to be implemented. Our job is to identify problems, research and document the dimensions of those problems, and recommend courses of action to improve the Department's response to them. The decision-makers then should use the work we have produced to inform themselves about the problem and to do something about it. They may not choose to follow our recommendations exactly, but if we have done our homework and researched the problem thoroughly, our report will provide them with the best information available and, on the whole, that should produce sound decisions and stronger commitments to implement worthwhile changes than would otherwise be likely.

The Importance of Documentation

The quality of a plan, once completed, should not be measured solely by the opinions of people who supported the idea before the need for change was documented. Nor would it be fair to evaluate it solely upon the opinions of those who opposed any change from the beginning. Rather, the project should be judged on its thoroughness and logic.

- Does it establish a problem that exists or will exist for which present responses of the Department are inadequate?

- Does it delineate, as specifically as possible, the precise dimensions of the problem?

- Does it propose rational changes or plans that, logically, would seem likely to improve upon the present situation?

Regardless of the project, the planner must keep those questions in mind at every stage of his effort, for if the answer to any of the three is "no," the product may fail to accomplish its purpose.

There is a tendency to neglect documentation of the problem, to assume that "everybody" knows and accepts its existence and that no one would think of opposing a plan to solve it. But the planner who develops such a plan should remember from his recruit training that, in police work, one cannot assume anything. Regardless of how many people he talks to that recognize the worth of his idea, there is always one person in a position of power who does not see things his way and wants to

know "What's wrong with the way we're doing things now?" For that matter, that is exactly what a police manager should ask when a significant change in operations or administration is proposed. It is just good administrative practice not to make change for its own sake. The challenge to the planner, then, is to delineate as precisely as possible the short-comings of present practices.

Perhaps the most convincing argument for documentation is that it is the best possible insurance of implementation. Of course, there are no guarantees that even the best laid plans will become reality, and the planner should not be overly concerned with whether or not they do. However, Planning does have a responsibility to make its plans as implementable as possible, and that requires thorough documentation.

The Project Development Process

To ensure that the reports produced by the Division provide the kind of information that is needed and that the plans we develop are realistic and workable we use a standard developmental process for the projects we undertake. From time to time, of course, a project necessarily deviates from the norm, but for the most part the process is followed.

The process is designed around the production of three "landmark"

documents: a preliminary assessment memorandum, a project design, and a final report. The final report usually goes through one or more draft stages before completion and frequently a fourth product, an implementation plan, is necessary after the final report is submitted.

There are a number of benefits derived from using this process. The most significant, from the planner's viewpoint, is that it establishes a formal review of the progress and direction of the project by the Director of the Division, the Commissioner, and other persons interested in the effort. This reduces the likelihood of major revisions in the project in its later stages.

The process also encourages and helps the planner to structure his activities, thereby reducing duplication of effort and minimizing waste of time. And it gives the planner and the Director a constant "handle" on the project so that it does not disappear into limbo or simply die.

Finally, the process records the work done on the project as it progresses and makes it possible for the project to change hands without the person assuming responsibility for it having to start all over again, a problem that frequently arises when people leave the Division.

In writing each document, the planner must keep in mind that most, if not all, of the people who read it know much less about the problem than he does. Each document should be written as if the reader knows nothing about the problem or the project, even if previous memoranda have been

submitted.

Finally, when a project is assigned, it is given a number for filing and management purposes. The planner should use that number on all memos and other documents pertaining to the project.

THE PRELIMINARY ASSESSMENT MEMORANDUM

The first product of the project development process is the preliminary assessment memorandum. In writing it, the planner is concerned with providing a brief (usually no more than two or three pages in length) general overview of the problem being addressed.

As a general rule, a preliminary assessment memo should be submitted within a week of the date the project is assigned. Since it is an overview of the problem, containing largely hypothetical information, little research - and little time - is required for its completion.

The tendency is to forget the problem and make the P.A.M. an outline of the report that the planner envisions writing or a general discussion of what might be gained by implementing an idea he has in the back of his mind. But the P.A.M. must not be that, for if it is, the project will almost surely fail to accomplish a major part of its purpose -- to establish whether or not a problem exists.

Actually, at this point in time, the planner should not be committed to any particular idea or proposal. But even if he is, if he is sure that his idea is the best solution to a problem that he is sure exists, if he expects the Department to accept and implement his plan, he must be willing to document the problem, and that need for documentation should be a part of the project from the beginning.

Sometimes the way a project is assigned to a planner encourages him to forgo documentation of the problem. For example, he may be asked to research body armor or dispatch priority systems or some other solution to a problem. If he is not careful to begin his research with an assessment of the need for such a solution and of the problems it might remedy, he could easily spend a great deal of time and effort explaining the various features and models of a solution to a problem that does not exist.

To avoid that pitfall, the P.A.M. should concentrate on a brief summary of the problems and needs that would be addressed by the project under consideration. For example, instead of discussing immediately the applicability of body armor to police work or the different types of armor available, the P.A.M. should talk about the number of police officers shot in the recent past. It might then suggest the possibility that some of the deaths or injuries sustained could have been averted through the use of body armor, development of improved procedures, a new training program, or some other response to the problem.

Once the planner has established that a problem exists, he must then assess the likelihood of its continuing. This is one of the few points in the process at which, in lieu of evidence to the contrary, it is generally safe to make an assumption. Usually a problem that has existed for some time and trends that have developed over time can be reasonably expected to continue, that is, unless the source of the problem has been identified and eliminated.

The primary purpose of the P.A.M. is to provide the Director of the Division with enough information about the problem to make a sound decision whether or not to invest further time and resources on the project. Based upon the information provided, the Director has three options; he can continue the project along the direction indicated, continue it with modifications, or cancel it.

It is important to remember that cancellation or modification does not indicate any inadequacy in the P.A.M. Rather, the fact that a decision can be made indicates that the P.A.M. has accomplished its purpose. It has enabled the Director to intelligently review the need for the effort before committing the substantial resources necessary to develop an entire project.

Finally, the P.A.M. records an overview of the problem for future reference and, in case the project is cancelled, provides a starting point for future efforts.

In preparation for writing a preliminary assessment memo the planner should first contact the person who initiated or requested the project. It is important to make this contact, not only to establish the responsiveness of the Division but to ensure that the planner understands the requesting individual's perception of the problem. The planner should also check the Division's files for relevant information and discuss the problem with other persons in the Department who may have some insight to offer.

Since the primary purpose of the preliminary assessment is to establish whether or not a problem exists and to make it possible to examine the relative importance of the problem as compared to other pending projects, the planner should address several important factors.

The frequency or volume of the problem is often a factor in determining its importance, as are the priorities of the Department and those of the community. A project that is linked directly to the Commissioner's stated priorities would almost surely be treated with greater urgency than would otherwise be the case.

Also important is the quality of present responses to the problem. A problem that is inherently serious can be made urgent by the lack of an adequate response. The planner should therefore inform himself of the Department's present responses and evaluate them as thoroughly as possible within the time available.

The last general consideration that should be made is that if a

problem does exist, and if the Department's present responses to it are inadequate, how likely is it that significant improvements can be made? To answer this question, the planner might look to the experiences of other police departments or he might suggest an idea of his own.

Once the preliminary assessment memo is completed to the planner's satisfaction, it is submitted in final memorandum form to the Director of Planning and Research. The Director then reviews and discusses it with the planner, usually within two or three days of its submission. The main purpose of the review and discussion is to ensure that the planner and Director both understand and concur on the approaches suggested in the P.A.M. Of course, the continuation of the project is also at issue; it may be that the Director agrees with the planner's perception and approach, but cancels or postpones the project in favor of other more pressing needs.

Summary of the P.A.M.

- Discuss the problem with the person who initiated the request and with others concerned with the project.
- Check Division files for relevant information.
- Check available resource documents for relevant

information; e.g., Staff Studies Catalog, Document Retrieval Index of National Criminal Justice Reference Service.

* Write P.A.M. establishing existence of a need and like-lihood that present responses to that need can be significantly improved.

THE PROJECT DESIGN

If based upon the P.A.M. a project is continued, the planner's next task is to develop a project design. Accomplishing that task can be time-comsuming but it is well worth the effort, for it can mean the difference between two to three drafts and six to eight drafts of the final report. Anytime the final report has to be drafted more than three times, it probably means that the project design was faulty.

The design is the blueprint for construction of the project. It fills the gap between the P.A.M. and the final report, between the hypothetical, general overview of the problem and the specific detailed documentation that must be provided for a sound plan to be developed.

Preparing the design helps the planner organize his research and other activity to minimize waste of time and effort and, once it is completed and submitted, it gives the Director and other interested persons a second chance to modify the project, before a lot of time has

been wasted in a non-productive direction.

There are four sections in the project design: a problem statement, a listing of the data needed to document the problem and develop possible solutions to it, a listing of the activities that must be undertaken to obtain that data and complete the project, and a work schedule of dates when various activities will be completed.

The first section, the problem statement, is more or less a rehash of the preliminary assessment memo, with appropriate modifications. As in the P.A.M., the planner must direct the problem statement to the reader who knows nothing about the problem or the project. He must not assume any knowledge on the part of the reader, in spite of information that was made available in the P.A.M., for he cannot be certain that everybody who reads the project design has read the P.A.M. It is therefore important that the problem statement establish the same things as the P.A.M. -- the existence of a problem, inadequacy in the present responses to the problem, and a likelihood that improvement is feasible.

The second section of the design sets forth the questions that should be asked and answered by the project, the data required to thoroughly address the problem and examine possible solutions. This section is one of the most crucial in the entire process for it is the meat of the project. In preparing it, the planner must consider all the facets of the problem that should be explored, since there is no assurance that a

question not asked in the required data section will be considered later in the project.

The best way to make sure that all the data required to do the job right is gathered is to think about the problem and list anything and everything that comes to mind. Free thinking is essential and the planner should not worry at this point about getting the questions answered. He should consciously seek to compose a list to provide himself with whatever information might be desirable without regard to availability. Composing the list this way, he is not likely to exclude a question prematurely just because he thinks it would be difficult or impossible to answer.

When the planner feels he has developed a comprehensive list, covering all the areas that should be explored, he should ask his co-workers and other people with some knowledge of the problem to review the list and join him in brainstorming about the project.

Different viewpoints are generally most beneficial when obtained at this juncture. Often, second opinions sought before this stage are much too general and superficial to be of much value. After this stage, they may be too late to affect the project without requiring a major overhaul, and that is something to be avoided if at all possible. Not that the planner should refust to accept modifications in the project, but he should seek to make such changes before the design is completed.

For projects that will require substantial investments of time and effort, the planner should ask the Director of the Division to review and approve the list of required data before he proceeds.

The third section of the project design sets forth the activities that are necessary to obtain, tabulate, and organize the data needed. It is often difficult to make the transition from the list of data needs to one of specific tasks and activities. To facilitate the move, the planner should use the Project Design Preparation Form (see Figure 1.)

PROJECT DESIGN PREPARATION FORM	Sudden Death Procedures project	page ___1___
INFORMATION REQUIRED	SOURCE OR ACTIVITY	ESTIMATED TIME REQUIRED
1. How many sudden deaths requiring police attention occur in Boston in a one-year period (1973)?	Records and Data Processing Division	- negligible
2. On the average, how much time elapses between death and notification of the police department?	survey	
3. What are the most common causes of sudden deaths requiring police attention?	survey	
4. What percentage of the deceased persons in such circumstances were under a doctor's care prior to death?	survey	4 months
5. In what percentage of cases are family members present before the arrival of a doctor or Medical Examiner?	survey	
6. In what portion of cases is the body located in an area that could be secured pending arrival of the M. E.?	survey	
7. What is the frequency of theft from the deceased's person pending arrival of the police?	survey	
8. What is required of the police by statute law regarding sudden death situations?	Chapter 38, Mass. General Laws	1 day
9. What is required of the Medical Examiner by statute law in such situations?	Chapter 38, Mass. General Laws	
10. What changes, if any, are being proposed in the law regarding sudden death situations?	Senate Bill #1677	- 1 day

FIGURE 1

In the left column of the Form, enter the questions to be answered and the items of information to be obtained by research. Then enter the exact activity required for each item in the center column. It is important that the planner establish precisely what will be necessary to answer each question or obtain each item of information. That means he will have to tie down the exact source of the information without actually beginning the research itself. It is often difficult to draw a definite line between the two activities. The planner is bound to uncover some of the needed information in the course of finding out where it is available, but he should be careful not to get ahead of himself and begin the project before the blueprint is completed.

Once the activity required to obtain each piece of information is established and entered in the center column, completing the project tasks section is largely a matter of categorizing the questions according to the activities required to answer them. For example, as illustrated in Figure 1, Questions 2-7 require the development and administering of a survey instrument. A task, therefore, is to develop and administer such a survey for those questions. Similarly, since Questions 8-9 require a review of Chapter 38, M.G.L., another task is to review that Chapter and obtain answers for those questions. This process is continued until all the questions are provided for.

For his own benefit, the planner might wish to break down the

project even further, into sub-tasks within each task. For example, the task of developing and administering a survey instrument (in this case a Sudden Death Information Form to be filled out by street officers for a three-month period) could be expressed as the following sub-tasks.

TASK 1: DEVELOP AND ADMINISTER SURVEY INSTRUMENT FOR QUESTIONS 2-7.

Sub-task 1.1: Make available Sudden Death Information Forms

Sub-task 1.2: Issue Special Order explaining S.D.I.F. Forms

Sub-task 1.3: Ensure that S.D.I.F. Forms are submitted as required

Sub-task 1.4: Tabulate results of survey

This process can be continued, should the planner find it helpful, and each sub-task can be divided into even smaller units - let's call them mini-tasks. For example:

Sub-task 1.1: Make available the Sudden Death Information Form

Mini-task 1.1.1: Design S.D.I.F. Form

Mini-task 1.1.2: Prepare Form for printing and send to printer

Mini-task 1.1.3:   Send printed Forms to district stations

Sub-task 1.1:   Issue Special Order explaining S.D.I.F. Form

    Mini-task 1.2.1:   Prepare draft of Order for review

    Mini-task 1.2.2:   Obtain approval of draft

    Mini-task 1.2.3:   Prepare final copy of Order

    Mini-task 1.2.4:   Submit Order for signature

    Mini-task 1.2.5:   Have Order printed and distributed

It is normally not desirable to include sub-tasks or mini-tasks in the project design. They might serve only to confuse the reader. If the tasks are broken down to those levels, the breakdown is for the planner's benefit and should be excluded from the design. He may use the breakdown for structuring his own activity, once the design is approved.

After all the questions to be answered by research are accounted for, it will be necessary to add to the project tasks section other tasks that do not directly involve research activity; e.g., meeting to discuss the project, writing the report, maintaining liaison with persons

to be involved in implementation of the project (if such persons can be identified at this stage), etc.

The last column of the Project Design Preparation Form can be used to record the planner's best estimate of the time required to obtain each piece of information. This will help him complete the last section of the design, the work schedule.

The work schedule is simply a paragraph or two giving the significant dates in the project. How the planner sets those dates is really of little consequence as long as he is prepared to live by them. He may use a complex scheduling instrument or rely on his own judgment but, either way, he should consider his other commitments, upcoming holidays and vacation time, and interdependencies of project tasks, as well as the lengths of time required to accomplish each task.

When all four sections are written and the project design is completed it should be typed in final form and submitted to the Director of Planning and Research for review and approval.

Usually within two or three days, the Director will meet with the planner and discuss the design. It is doubtful that a project that has reached this stage will be cancelled or postponed, particularly if it was first discussed thoroughly in the P.A.M. Significant changes, however, could be made at this stage and, again, the planner should accept such changes as indicative of a well-prepared document, not as a

sign of inadequacy.

Once the Project Design is approved, the Director of the Division may forward it to the Commissioner and other interested people in the Department for review and comments.

Summary of the Project Design

- Prepare list of questions to be answered and other data to be gathered and enter on Project Design Preparation Form.

- Complete Project Design Preparation Form and prepare list of project tasks and work schedule.

- Organize material into the four sections of the project design; problem statement, required data, project tasks, and work schedule.

THE REPORT

The completion of the final report is the event toward which all previous efforts are directed. The report is the most widely distributed of all project products and as such is the basis upon which most readers judge the entire project.

• The report must be concerned with the same basic questions as were raised by the P.A.M. Does a problem exist in sufficient proportions to require attention? Are the present responses to the problem, if there are any, lacking? Can the situation be significantly improved? The report must answer those questions and the many sub-questions within each.

The value of the final report is dependent in large measure upon the quality of the project design and the extent to which it was followed. If the design was carefully thought out and closely followed, the information required to put together a thorough and rational report will have been gathered and prepared, and writing the report will be a matter of presenting that information in as easy-to-read form as possible.

This is a very important point. There is a tendency among planners to use technical language even when it is not necessary, and sometimes to make the report more complex than it should be. Since the mission of police planning is to provide information to police administrators, most of whose backgrounds are police-oriented and not planning-oriented, the report should be written to a police audience, using technical phrases and unfamiliar formats only when they cannot be avoided.

The information in the final report is normally presented in either narrative or graphic form, although the planner should not feel that he is restricted to those formats. Certain kinds of information may be

presented as photographs or slides or in some other audio-visual format, but usually, such formats are best used to augment, not replace, the narrative and graphic formats.

In writing the narrative portions, the planner should follow the same basic rules that applied to the preliminary assessment memorandum and the project design. Be thorough but concise, do not assume any knowledge on the part of the reader, and, most important, write conversationally, as if verbally explaining the content of the report.

The order in which the sections of the report are written depends upon the preference of the planner, as does the writing technique used. However, it is a good practice to begin writing by outlining the report. Some people prefer then to write the first draft, section at a time, on paper. Others find it easier to use the outline as a guide and talk the first draft into a tape recorder to be transcribed later. Both methods can be productive if the outline is explicit and complete enough, but the latter offers the additional advantage of making the language less stilted than is sometimes the case when the first draft is written down on paper.

So that the report makes sense to the reader, it should be organized to flow logically from one point to the next, building from the establishment of a problem to a critique of present responses to development of proposals.

Although most of the report will be narrative, certain kinds of information lend themselves to presentation in tabular or graphic form. Trends and comparisons of rates are good examples. Rather then writing a long narrative discussion of the incidence of rape being higher in District A than in District B, it may be more meaningful to illustrate the comparison in a bar graph (see Figure 2). Similarly, trends over time of a single factor -- say the incidence of rape in District A for the last five years -- may be presented in a line graph (see Figure 3).

With little difficulty, graphs and charts such as those illustrated in Figures 1 and 2 can be made to convey a great deal of information. However, the planner should be careful not to try to present too much data in a single illustration since doing so may completely confuse the reader at first glance and "turn him off" to further study of the graph.

When completed, the report should be organized into the following major sections.

Auxiliary Pages

The first two sheets of paper are normally the Title Sheet and the Table of Contents.
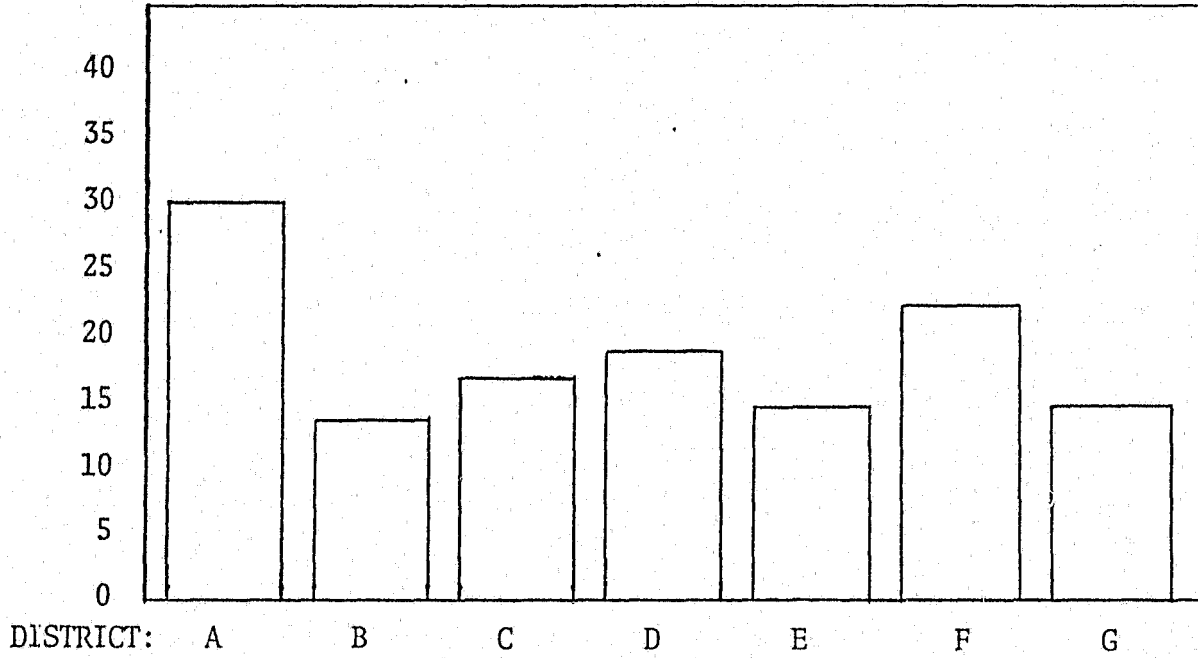
THE INCIDENCE OF RAPE IN 1979

(BY DISTRICT)

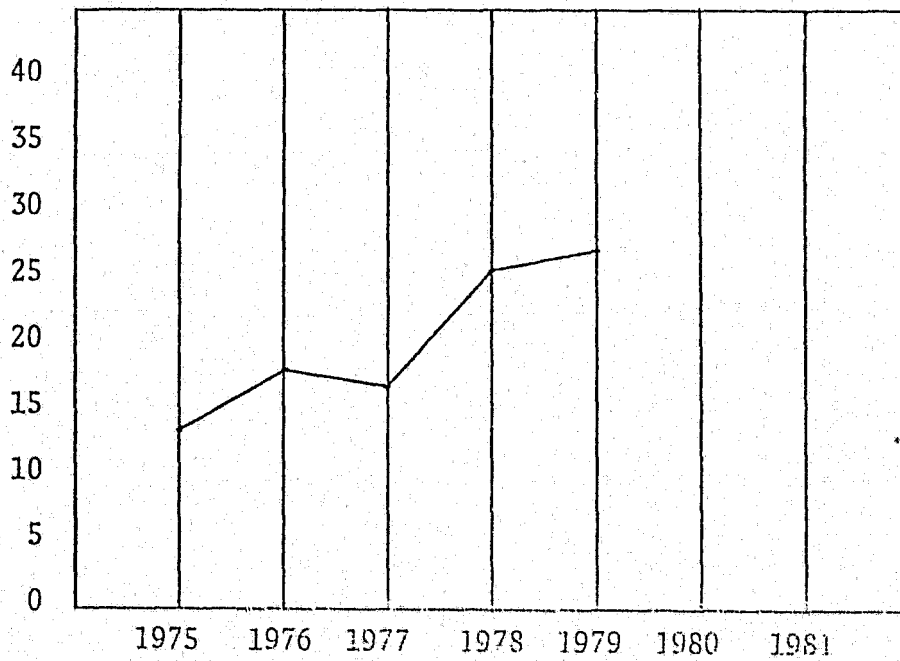FIGURE 2

RAPE IN DISTRICT A

(1975 - 1979)

FIGURE 3

Executive Study

This part of the report is a brief summary of the entire document, setting forth concisely the highlights of the report. It purpose is to provide the executive, whose time is limited, with a summary of what the report says and proposes. Normally, this section is written last. For easy reference, it should be printed on different colored paper than the remainder of the report.

Introduction

This section introduces the reader to the report. Like the preliminary assessment memorandum and the problem statement of the project design, it is written in general language. Unlike those documents, however, it does not contain hypothetical information. Its purpose is to inform the reader why the project was undertaken and to stimulate his interest in what the report has to say.

Methodology

This section of the report describes the activities that were

undertaken to gather and tabulate information and to develop proposals and recommendations. It is in many respects similar to the project design, except that it discusses how the project was developed instead of how it should be.

Data Presentation and Interpretation

This section presents the information obtained and the questions answered during the course of the project and discusses the meaning of each item. The planner must be careful not to draw hard and fast conclusions, even where there are strong indications that such a conclusion would be accurate. What he may do is state a fact supported by data and suggest one or more possible interpretations.

For example, he might state based on the research accomplished that traffic accidents occurring during high-speed pursuits account for 80% of all damage to police cruisers. In interpreting this fact, the planner might suggest that policy and training in pursuit driving is lacking, or that motor vehicles currently in use are not equipped for pursuit.

It is not essential that the planner offer an interpretation for every fact established by his research; some facts may be interesting

but not particularly relevant to the problems at hand. He should remember, however, that this section is the foundation upon which the recommendations he will make in the next section must be based.

Recommendations

The last section of the report contains recommendations for improvement in the conditions discussed earlier in the report. The planner should be especially careful to tie in his recommendations with previous sections of the report in which problems were discussed and specific shortcomings identified.

If possible, the planner should present at least two alternative courses of action for consideration. This tends to mitigate the feeling sometimes in evidence that Planning is committed to a particular course of action and is bound to impose their plan on the Department. Additionally, the consideration of options seems to encourage those involved to focus on the issues at hand.

There are several ways the planner may go about developing proposals and recommendations. He may do some independent thinking, he may brainstorm with colleagues, he may seek the opinions of people outside the Division, or he may combine these methods.

For most projects, the planner should seek the involvement of persons outside the Division in proposal development. Many projects address problems that are almost entirely within the bailiwick of another division or unit. In such instances, when successful implementation is practically impossible without the support of the unit involved, it would be foolish not to consult the people who must implement the changes to be proposed. Those people may not agree with the proposals made, they may even feel that the research is slanted, but they should still be extended an opportunity to constructively influence plans being made.

In the report, each recommendation should be presented in sufficient detail to be thoroughly evaluated by decision-makers in the Department. The advantages and disadvantages of each should be discussed objectively and, if more than one option is presented, comparisons of costs and benefits should be made.

If possible, a proposal should define specific, measurable objectives by which its impact may be evaluated after implementation. A tentative timetable should also be presented and recommendations made as to how an objective evaluation could be accomplished.

Appendices

Many reports rely heavily on other written documents e.g., procedures, other reports, forms, magazine articles, etc. In such cases, those documents should be attached to the report as appendices. This makes it possible for the reader to confirm the planner's references and obtain clarification on points that he may not fully understand.

PROJECT IMPLEMENTATION

The Implementation Plan

Even when thoroughly documented and well written, reports sometimes get put aside in the press of everyday business and, unless something is done to revive them, their recommendations may never be implemented. This is sometimes the case even with recommendations that are well received and approved for implementation. It is often true of complex plans with numerous interdependencies, those that involve more than a very few persons in the implementation. To rescue a project from such a fate, it may be necessary to prepare a detailed implementation plan.

Normally, it is advisable to prepare the implementation plan only after the project report has been digested and discussed and feedback has been received. The planner should focus on the changes agreed upon, or in lieu of any definite agreement, the changes that are most basic and most likely to succeed.

The purpose of the implementation plan is to ensure that necessary changes take place in as orderly a fashion as possible. The key to a successful implementation plan is simplicity. It must be clear and concise, making it possible for the Commissioner to delegate responsibility for implementation with a minimum of confusion.

For plans that require activity from more than one administrator, those that involve several divisions or bureaus, the Commissioner might assign to one individual overall responsibility for implementation. The planner should suggest such a delegation of responsibility when appropriate and he may recommend the individual who should receive the assignment.

The plan itself should be broken down into the simplest possible form, usually a list of specific tasks and subtasks is the best approach. Once the list is complete, including all the tasks necessary for full implementation, the tasks should be arranged and presented according to the persons responsible for completing them. The responsibilities list is the second section of the plan and is the most useful in assigning responsibilities for specific tasks at the outset of implementation.

The third section is the schedule or work plan. To some extent, it overlaps the previous section, but it is organized differently to help maintain control as the implementation progresses. The work plan is arranged according to points in time when certain tasks are to be completed. The name of the person responsible for completing each activity should be included in parentheses for easy reference.

When the implementation plan is ready, it is submitted in draft form to the Director for review. Once approved, it is forwarded, still in draft form, to the person or persons who will be responsible for overall direction of the implementation, with a request for comments and recommended modifications.

Feedback received by a specified deadline is incorporated into the final plan which is then submitted to the Police Commissioner.

Continuing Responsibility of the Division

In some cases, the implementation plan is the Division's final involvement in a project. More commonly, however, responsibility for the project changes hands slowly -- often painstakingly. Sometimes, unfortunately, the ball never changes hands and when that happens the project may be in real trouble. The Planning and Research Division has

neither the responsibility nor the authority to implement change outside its own bailiwick and, even if it did, it is in a very poor position to do so.

To be effective on an ongoing basis, the Division must maintain a stance of objectivity almost to the point of detachment. It cannot afford to be perceived in the Department as the prime advocate of change. Rather, it must nurture the role of resource to the Department and be content to influence change in the Department primarily by its objective analysis of problems and its rational, diplomatic approach to planning.

On the other hand, the Division would be remiss in its responsibility if it simply dumped a project, once developed, on the Department. Since plans are rarely self-implementing, even after a thorough implementation plan has been submitted, it is frequently necessary to continue working with a project until implementation is well underway.

Normally, such post-implementation plan activity takes the form of liaison, sometimes involving limited staff support. The important element in such activity is never to assume more responsibility for implementation than is required. The planner involved in project implementation should be phasing himself out of the project, making it more self-sustaining, at every opportunity. He should constantly avoid activity that would deepen the project's dependence upon him and should assume direct

responsibility for an implementation task only when it is clear that if he does not do it, it will not be done.

CONCLUSION

There is no guarantee that following the steps outlined in this paper will prove successful 100 percent of the time. What can be stated with certainty however, is that the process we follow in developing a project from idea to implementation provides a structure upon which a planner can build a worthwhile plan and thereby have a significant impact on Department practices and services.

Successful planning requires a great deal of perseverance, self-discipline, initiative, flexibility, and resourcefulness. Sometimes instincts, too, are important to the success of a project and, of course, the need for objectivity cannot be overemphasized.

All those qualities are important for a planner -- or a police officer -- to have. Yet, it is possible for a person to have those qualities and be unhappy working in Planning. Planning can be as frustrating as it is challenging and planners sometimes become discouraged at the complexity of problems that look simple on the surface.

If this document helps minimize that frustration, if it increases the planner's productivity and job satisfaction, it will have accomplished its purpose.

END