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THE APPLICATION OF MANAGEMENT
BY OBJECTIVES TO POLICE FORCES

by

^{Kenneth}
K. C. Hollington

A THESIS SUBMITTED TO CARLETON
UNIVERSITY IN PARTIAL FULFILMENT
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THE APPLICATION OF MANAGEMENT BY OBJECTIVES TO POLICE FORCES

K.C.HOLLINGTON

Abstract

Events in recent years, particularly the disintegration of respect for law and order and increased criminal and socio-revolutionary activity have raised serious doubts concerning current police effectiveness in Canada and in most other advanced nations. Coupled with suspect police performance is the growing evidence that law enforcement resources are not being fully maximized including the human resources which are the lifeblood of any organization. Cynicism and the lack of positive motivation in individual policemen may be symptomatic of this. Management By Objectives has been successfully used by both government and industry in clarifying goals, motivating human resources, and enhancing organizational effectiveness. The process of Management By Objectives would be of significant use in reducing the gap between existing and preferred practice with respect to a number of police functions. It could be a worthwhile managerial device for improving the quality of police preventative services which occupy some eighty per-cent or more of total police attention.

This paper demonstrates that the individual policeman is willing to expand his role to provide more sensitive performance in the area of protective policing. Hopefully, this would lead to a diminution of the 'we-they' dichotomy which has increasingly marked police-public relations in recent years. This has led to an authoritarian implementation of the police function which holds serious perils for the continuation of a viable democracy.

The undersigned recommend to the Faculty of
Graduate Studies acceptance of the thesis
"The Application of Management by Objectives
to Police Forces"

submitted by Kenneth C. Hollington, B.A., D.P.A.,
in partial fulfilment of the requirements for the
degree of Master of Arts in Public Administration.

.....
Thesis Supervisor

.....
Director, School of Public
Administration

Carleton University

Date: October 11, 1971

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THE APPLICATION OF MANAGEMENT BY OBJECTIVES TO POLICE FORCES

by

K. C. Hollington

PREFACE

Modern management principles and practices, particularly as applied to the social sciences, can be infused into police forces to make their role more effective and understood within a rapidly-changing society now threatened by a disintegration of respect for law and order.

This paper deals with current deficiencies in police functions and effectiveness, and applies the management principle of Management By Objectives (MBO) to police functions as an instrument to establish and enhance the role and effectiveness of the police as a protective agency of society.

Burgeoning disintegration of respect for law and order substantially stems from the failure of police forces to determine and realize a universally-accepted and respected role in a rapidly changing society. The thesis of this paper is that Management By Objectives can be the catalyst to provide for a current critical need: establishing a role of both scope and simplicity for police forces, and the sensitive application of this role.

The writer spent fifteen years in duty with the Royal Canadian Mounted Police at a variety of postings which included: general police duties, town policing, highway patrol intelligence, research and education and training. Exposure to Management by Objectives was obtained during employment in the Manpower Planning Unit of the Ministry of Transport(Air) in Ottawa. My current position as Co ordinator of the Police Science Program at Mount Royal College, Calgary, Alberta, has provided a unique opportunity to observe, and to contemplate on, the police role in society. Exposure to the behavioural sciences and, particularly, the "science" of public administration has contributed to the crystallization of my thinking in the area of police-societal relationships.

As both a participant and an observer the writer has developed an acute interest in the police "subculture". During the preparation of this paper co-operation has been extended willingly by many agencies. The City of Calgary police force, particularly Inspectors Little and Evans and Sergeant Crosby-Jones; and Royal Canadian Mounted Police Inspectors Duff and Tuttle and Staff Sergeant Kenney, have been most helpful. In addition, many members of the foregoing agencies and the Seattle, Washington police department have made significant contributions. Mr. Robert Dowdell, until recently Director of Personnel (Air), Ministry of Transport, has been instrumental in shaping my thoughts and Dr. W. R. Blair, Head of the Department of Psychology, University of Calgary, has assisted and encouraged.

I - INTRODUCTION

A. GENERAL STATEMENT

(1) Police in a Democracy

Means by which the role of police forces in democratic countries can be rendered more effective relate initially to an examination of the current role and effectiveness of these forces.

The prime purpose of police organizations involves the protection of society from itself. The basic philosophy of law enforcement agencies and their responsibilities

specifies that the police are charged with the protection of lives and property, the safety and well-being of all citizens through the detection and apprehension of criminals, the prevention of crime, and limited control of non-violent conduct.¹

A simplistic assessment of this role sees it as primarily one of law enforcement within the strictures provided by the various legislatures. This view implicitly includes a license to use legitimate force to protect society from transgressors. Police functions intervene in the lives of every citizen in the name of preserving social order -- and are legitimized only by belief and faith in the existing social order, a belief and faith which is diminishing. The broad mandate given police forces is now fulfilled to limited degrees, given the complications of resource allocation and human strengths and weaknesses.

Critical current questions include criteria of police effectiveness, and ways and means to increase this effectiveness based on these criteria. Police effectiveness can not be related totally to effectiveness in business, industry, or other types of governmental effort, for in many instances different objectives and standards of results prevail.

It has often been assumed that effectiveness can only be calibrated in industry. Since the introduction of the Program, Planning and Budgeting System to government several years ago, it is now evident that many of the management systems adopted by business are equally applicable to governmental functions. Similar to business, government and presumably police forces are interested in maximizing worth. Business seeks to increase profits by maximizing the results of "gaining a customer," since profits can only be increased by "sharp" or deleterious practices on a "one-time" basis. The sophisticated business enterprise is interested in long-term growth based on public satisfaction, and displays considerable ingenuity in assuring customer satisfaction.

Obviously police forces are not in the business of making profits, although in some circumstances revenue is collected. The prime police function is to maintain security. The prime goal of the policing role is to maximize the public's sense of security. The measure of police effectiveness in the public mind is probably that of utility. Recognizing that society cannot exist in a "state of nature" without some protection, taxpayers willingly pay the costs of this protection.

A sense of public security in a state comprised of free citizens was designated "eudaemony"₂ by the Greeks. Because the concept of police utility is abstract, measurement is difficult. The following question relating to increases or decreases in police effectiveness has been suggested:

Do you in your many guises as householder, husband, son, father, employer, employee, traveller and citizen responsible for fellow citizens (who may have been robbed, murdered, hijacked, kidnapped or tortured) say that you are more or less secure than the last time I asked?₃

If the citizenry at large feels more secure we would not be so concerned with the calibre of police forces. Response to the question would also indicate whether things are getting better or worse, and subjectively indicate the approximate rate of change. The question is far from being an empirical quantification, but responses will be symptomatic of significant trends or problems, manifested by general public malaise about the worth of the police. Public response will indicate the presence or absence of eudaemony, a sense of public security, in certain western cultures. If responses indicated general satisfaction and a trend toward improvement, radical new approaches would not be worthwhile. On the other hand, if people are worried about their security, social order, and the ability of the police to provide and preserve a tenable state of order, further examination and new approaches are warranted.

(2) The Current Situation

Canadian Justice Minister John Turner recently stated:

We are witnesses today to a crisis between freedom and authority. In this crisis, law plays a dual role. Law is both the symbol of authority and the guarantee of freedom. The dynamics of rapid change in the values that our society chooses to honour, produce a conflict and a confrontation. Demands for larger freedom collide with the claims for authority. In this conflict, the policeman has become the man in the middle, caught between his duty to enforce the law and his social responsibility to be responsive to calls for personal liberty.⁴

Current crises in social order and respect for police forces have been dramatically underlined by recent events in western democracies: the explosion of riots in major United States cities; confrontations between students and other young people throughout the western world, and police and military authorities (exemplified by the Kent State University killings); and political kidnappings and assassinations in many areas of the world, including Quebec, Canada -- by elements with political or social-revolutionary objectives. As both a result and cause of changing social structures and ideals (revolving around the belief that the quality of life is more important than the quantity of goods produced), public confidence in the motives and methods of police forces has been substantially undermined. Given the current level of performance by and respect for police forces, they have been unable to prevent or forestall these confrontations.

In Vancouver during the summer of 1970, police action against groups of young people, which saw the use of riot sticks, suggested that confrontation was increasingly becoming a part of the Canadian scene. In Calgary, however, during the same summer, discretionary restraint by the police force maintained calm and minimized conflict during a major music festival. The roiling question is: should police aggressively enforce laws such as soft drug laws and risk hostility, confrontation and riots -- or should they be discretionary and merely maintain calm and order as their prime responsibility. On the face of it, the interests of society, as well as public respect for police, are better served by maintaining calm and order and regarding the prime role of police as protective. The ambivalent position of the policeman to uphold the law as well as protect society is indelibly underlined.

During the October, 1970 crisis in Quebec, Canada's Prime Minister Pierre Trudeau stated that the Government might not have had to proclaim the War Measures Act (which vastly extended the Government's power to deal with the crisis at the cost of a suspension of some civil liberties) if Canada had more efficient police forces.⁵ An opposition member, George Hees, asked for a Government review of the R.C.M.P., and other police forces, to ensure "up-to-date and effective forces."⁵

(3) Crisis in Confidence

Police forces invariably respond to increased pressures and criticism by requesting more resources to enable them to better fulfill their functions. Their outlook is characteristically short-term and monetary.

Commissioner W. L. Higgitt of the Royal Canadian Mounted Police reflects the consternation exhibited by most police commissioners by declaring that it is difficult to specifically isolate and identify current police problems since the role of the police is constantly changing.⁶ Currently, methods and roles are being confused, and there is a danger of doing the "wrong" thing by better methods and procedures. Economic and group crimes are proliferating and there is a need now, particularly considering imminent social upheavals and the divergence in social goals and motives between the old and the young, to re-emphasize "preserving the peace" as the essential police role and function. Broader objectives which encompass overall social goals need to be defined.

The police role relates to the core of social interaction, and it is complicated by symbolic projection. Niederhoffer refers to this problem:

The policeman is a "Rorschach" in uniform as he patrols his beat. His occupational accoutrements -- shield, nightstick, gun and summons book -- clothe him in a mantle of symbolism that stimulates fantasy and projection.⁷

The problem of image is: is the policeman regarded as a public protector or a public persecutor; as a friendly or hostile force?

While the enforcement of laws and the apprehension of criminals are traditional police activities, a review of pertinent statistics indicates that police efforts in performing at least one of their traditional functions are not crowned by success.

Relative statistics for Canada reveal that in the 1965-1969 period, the incidence of rape increased by twenty-seven per-cent; sexual offences by thirty-three per-cent; assault by fifty-five per-cent; robbery by sixty-one per-cent; fraud by sixty-six per-cent; theft by seventy-five per-cent; possession of offensive weapons by seventy-eight per-cent; and wounding by ninety-three per-cent. It is costing a half-billion dollars a year to police Canada, for example, in an apparently inefficient way. Moreover, new types of crime and quasi-criminal activities are developing. Disaffection with the status quo on a societal level is indicated by demonstrations. In 1969, there were nineteen demonstrations on Parliament Hill in Ottawa; in 1970 seventy-five were staged; and twenty-two have been held during the first two months of 1971.⁸ Instead of merely protecting property the new police role involves protecting the right of the public to gather peacefully and have reasonable access to public property. Although demonstrations reflect societal disenchantment as well as create police problems, authoritative policing rather than public protection can incite hostility and increase the gap between the public and the police.

All jurisdictions are having similar problems. Britain and the United States, as well as most advanced nations including those in the Soviet bloc, are experiencing spiralling crime rates (see fig. 1 and 2). By way of illustration:

In England and Wales the crime figures, the numbers of indictable crimes known to the police, have moved steadily upward throughout the century and have far exceeded the proportionate increase in population. The steepest climb has been in the past fifteen years. From 1955 to 1965 crime increased about ten per-cent a year, and although it seemed to be levelling out in 1967 now seems to be continuing the steep climb.

Figure 1

SELECTED FBI STATISTICS
U.S.A. 1960-9

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Chart 2

FBI CHART

FBI CHART

ROBBERY

1960 - 1969

PERCENT CHANGE OVER 1960
 --- NUMBER OF OFFENSES UP 177 PERCENT
 --- RATE PER 100,000 INHABITANTS UP 146 PERCENT

AGGRAVATED ASSAULT

1960 - 1969

PERCENT CHANGE OVER 1960
 --- NUMBER OF OFFENSES UP 102 PERCENT
 --- RATE PER 100,000 INHABITANTS UP 79 PERCENT

Figure 2

CALGARY CRIME RATES-1970

-11-

MAJOR CRIME TRENDS

Major crimes during 1970 rose 18.5% over the previous year. Possession stolen property (32%), thefts over \$50 (17%), frauds (25%), housebreaking (25%), theft of motor vehicle (17%), recorded the highest increases. Sex offences (Rape and Indecent Assaults, etc.) increased 22% and Robberies increased 8%. Non-capital Murder, Attempted Murder and Manslaughter totalled 10 as compared to 13 during 1969. Gaming and Betting offences decreased 17 to 31.

CRIMINAL OFFENCES

MAJOR CRIMES

THEFT (VARIABLE)

THEFT (OVER \$50)

THEFT (UNDER \$50)

SEX OFFENCES

ROBBERIES

ASSAULTS (NOI IND.)

DEATHS

Scotland also indicated a general increase with a steep upward climb from the mid nineteen-fifties. After making every possible allowance for reporting and recording difficulties it remains true that the indictable crime scale shows a real upward trend. One detective said that 20 years ago if you had a stabbing, it was a terrible thing . . . the immediate assumption was that it was done by foreigners. Stabbing was not an Englishman's crime.⁹

For reasons suggested in a subsequent section, police performance -- even at current low rates of success -- may even now be vastly overrated. Information on criminal activity in any given society is very incomplete. In addition, police activity requires a discretionary definition of "criminal activity." Police activity cannot be isolated from the moral-judicial concepts of society as a whole. Does the transgression create the interdiction, or does the interdiction create the transgression? Police are called upon to impose restraints in a society based on a concept of individual freedom, "freedom to do what is right and proper, and freedom from the compulsion to do otherwise," as Montesquieu stated in his Spirit of Laws. What is "right and proper" is generally defined as that which does not harm others. In administering this policy not only a police force as a whole, but each individual policeman, must or should adopt the policy of management by exception utilized in business -- i.e., normally all is smooth and ordered and reaction is only to special circumstances, problems are not looked for or created, but when it arises the police are available to perform their social functions based on the following priorities:

- (i) to help;
- (ii) to calm disputes; .
- (iii) to take corrective action to prevent harm to an individual(s) or segment of society if there is no other positive and less-drastic alternative;
- (iv) to participate on a positive basis in community and youth programs, to help instill in the public (especially the young) a sense of the protective and helpful function of the police.

(4) Crime Solution Rates

The traditional maxim that "crime does not pay" can no longer be supported. Police solution rates evidence the current ineffectiveness of law enforcement agencies. Montreal police, for example, solve less than twenty-one percent of robbery cases, with Quebec City's rate being slightly lower and other Canadian cities achieving only a nominally higher rate. Figure 3, based on Canada's Dominion Bureau of Statistics figures, depicts clearance and solution rates by types of crime. This chart graphically illustrates that solution rates for crimes against property are extremely low, although the rate is somewhat better for crimes against the person. In the latter classification, a name or description is generally forthcoming from the victim or witnesses.

Success rates of United States police forces tend to be even less encouraging, with even lower solution rates than Canadian police forces in crimes against the person. The exacerbation of the problem of public order and security involves spiralling crime rates balanced against a diminution of solution rates. This combination does not go unnoticed by the individual who is not enjoying much prosperity through conformity to the norms of society. The combination of disrespect for law and success of lawbreakers inclines the disadvantaged to attempt non-institutional means to achieve success. For him, the perceived positive factors outweigh the negative ones. This inclination is supported by E. H. Sutherland's Theory of Differential Association.

Figure 3 CRIME IN CANADA

This chart shows the type and number of offences reported to the Dominion Bureau of Statistics by police departments in Canada and what the outcome was in 1966. (Canadian Magazine, 27-4-68)

(5) Reporting of Crime

Uncritical acceptance of any of the statistics provided by police agencies is fallacious for a variety of reasons. These include:

- (i) the amount of undetected crime which is perpetrated in any society;
- (ii) the public's unwillingness to report much of the crime which comes to its attention;
- (iii) the imprecision of methods used to quantify police statistics, i.e. the poor reliability of statistics available and the criteria utilized to arrive at them;
- (iv) the failure of some jurisdictions to cooperate fully in reporting known crime and the more or less deliberate manipulation of figures by some police administrators to improve the image of their apparent effectiveness.

These variables suggest that the police function is even less effective than a cursory examination would indicate. Conviction rates indicate only crimes that come to public attention.

The extent of law-violation in a given society cannot be stated with any degree of accuracy.

(6) Undetected Crime

Studies on law-breaking tendencies and incidence have been conducted on a cross-cultural basis. In a New York State survey, Wallerstein and Wylie asked eighteen hundred people to indicate on a questionnaire offences against the State's law carrying a minimum of one year's imprisonment which they had committed.

This study revealed that a great majority had in fact committed a considerable number of offences which for one reason or another went undetected (See fig. #4). Other studies, of a self-report format, give further substantiation to the gap between reported and actual lawbreaking:

- (i) up to forty-six per-cent of six hundred and forty-four State of Kansas junior high school pupils admitted to having committed a criminal offense;
- (ii) in Helsinki, Finland, a maximum of seven per-cent of self-admitted "thieves" were known to the police;
- (iii) between one half and one-third of fourteen hundred boys surveyed in London, England (ages 13 to 16) had stolen at one time or another.¹⁰

These studies throw into relief the fact that crime statistics cannot hope to reflect the true extent of lawbreaking. It is therefore self-evident that the police as agents of social control can do little but aim for acceptable levels of enforcement, and apply themselves to encouraging in society as a whole a respect for the rights of others, to achieve a level of utility in law enforcement. The majority of police forces have been sadly deficient on both counts.

(7) Public Unwillingness to Co-operate

Police are predominantly reactive rather than proactive in their operations. They merely react to public complaint, and without the public's active cooperation the judicial process which begins with the police cannot be put into operation. Some seek vengeance through individual action, "taking the law into their own hands." Others do not want to be implicated with the police because of a sense of shame (as in rape cases for example).

Figure 4 Percentages of Men and Women from New York State
Who Admitted Committing Various Crimes

Offence	Per cent Men	Per cent Women
Malicious mischief	84	81
Disorderly conduct	85	76
Assault	49	5
Motoring offences	61	39
Indecency	77	74
Gambling	74	54
Larceny	89	83
Grand larceny (except car)	13	11
Car theft	26	8
Burglary	17	4
Robbery	11	1
Concealed weapons	35	3
Perjury	23	17
Falsification and fraud	46	34
Election	7	4
Tax evasion	57	40
Coercion	16	6
Conspiracy	23	7
Criminal libel	36	29

Figure 4. Percentages of Entrants to the Armed Forces From Helsinki
And Oslo Who Admitted Committing Various Crimes

Crime Category	Helsinki 1,973 Entrants	Oslo 1,820 Entrants
Shoplifting	39.6	56.2
Smuggling of alcohol or tobacco	33.8	36.7
Taking items from a restaurant	21.4	38.0
Sex offence against a minor*	18.3	14.9
Receiving stolen property	17.9	22.2
Drunkenness resulting in a disturbance	17.1	6.6
Breaking and entering	16.0	11.9
Taking parts from a motor vehicle	15.5	8.2
Drunken Driving	15.3	13.4
Theft of bicycle	6.7	13.1
Theft of other motor vehicle (except car)	5.1	8.7
Illegal distillation of alcohol	4.5	15.2
Leaving a restaurant or a hotel without paying	3.5	6.8
Car theft	2.9	7.9
Robbery	2.4	1.8

* under 17 in Helsinki, and under 16 in Oslo.

Figure 4 Percentage of 1,400 London Boys Committing
Certain Types of Theft at Least Once

Nature of Theft	Percentage
I have kept something I have found	89
I have stolen something belonging to a school	63
I have had something that I knew was stolen	60
I have stolen something from a shop	53
I have stolen money	51
I have cheated someone out of money	46
I have stolen fruit or some other kind of food	41
I have stolen a book or newspaper or a magazine or comic	39
I have stolen something from someone at school	35
I have pinched something from my family or relatives	35
I have stolen something out of a garden or yard of a home	31
I have stolen something from a bike or motor-bike	29
I have stolen from a building site	28
I have got things out of a slot machine without paying	28
I have stolen from work	25
I have stolen something from a car or lorry or van	23
I have stolen cigarettes	22
I have stolen from a cafe	21
I have stolen something from a stall or barrow	20
I have got into a place and stolen	17
I have stolen from a club	17
I have got something by threatening others	15
I have stolen from a changing room or cloakroom	15

The relationship of societal conditions and attitudes to the police is reflected in the problem of obtaining witnesses. Many potential witnesses do not want to lose time appearing in court, have no faith in the police's ability to ever bring about a satisfactory disposition of the case, or are fearful of retaliation from which the police could provide little protection (particularly predominant where organized crime is involved). This diminishes police effectiveness, but also prevents police departments from becoming inundated by citizen complaints. If a great percentage of crime was reported, solution rates would be even more nominal. Even if the public had faith in the police, it is entirely possible that their faith in the rest of the system: the courts, the prisons and the rehabilitation agencies, and their disinclination to "get involved," further diminishes the desire to report lawbreaking.*

(8) Imprecision of Reporting Methods

Under the aegis of the Dominion Bureau of Statistics, a concentrated effort has been made to obtain reliable statistics from police agencies. Similar attempts are being made in other countries (e.g., the Uniform Crime Reports in the United States). There is a tendency for figures to be either juggled or inadvertently misrepresented. For example, if the public demands a clean-up (or political motives direct a crack-down), the police need only charge more people under circumstances which, the week before, did not warrant such serious action.

*In the famous Kitty Genovese case in New York City, approximately 32 persons witnessed the stabbing death of the girl without calling the police or helping.

An individual admitting to a series of crimes could under some circumstances be entered into records as one case or fifty, depending on the situation. Some jurisdictions refuse to cooperate at all in providing statistics, or provide information so suspect it is virtually useless. Statistics are a spurious measure of effectiveness of police action, despite the distressing picture of effectiveness they present.

(9) Defining Policing Success

Because the citizenry and the media expect the police to conform to their particular notion of success, the police feel they are obliged to define their success in a publically-accepted statistical manner. Statistics are compiled through emphasis on traffic violations, summary conviction offences, breaches of provincial statutes and crimes against property rather than against persons. As Reiss points out:

Police administrators are confronted with a dilemma in their efforts to manipulate the image of crime in the community. To justify increases in manpower and budget before municipal agencies, they are compelled to emphasize the high volume of crime in the community and the difficulties they face in meeting it with the resources available to them. But at the same time, the emphasis can easily be interpreted as failure.¹¹ - *

Response to a lack of public acceptance and public pressure, on the part of policemen, is often retreat to a sub-culture and various other defense mechanisms discussed later.

* The Mayor of Calgary made this point recently. Statistics presented by the police department showed that crimes of violence were up 30%, city population only 4.4%. The police asked for a 10% increase in manpower to fight the "crime wave," but the Mayor (conscious of the tax structure) retorted that their current staff was not being used efficiently.

Because of public antagonism, apathy or fear, many policemen associate only with other policemen* -- self-consciousness creating a sub-culture which creates a barrier between the police and the balance of society. The desire to relate only to his own sub-culture, or to society as a whole, relates to the policeman's self-image. If this is a "look at me, I have power and authority" type of self-image (i.e. egocentric) this reflects on the implementation of his job and his relations with his peer group -- he sets himself aside and apart from the society he is entrusted to protect rather than harass, and because of guilt feelings about his harassing inclination does not wish to associate with society as a whole. Undoubtedly the best of policemen regard themselves as public protectors with a sense of responsibility and transmit this. But it is significant that some individuals and some forces do not.

* It has been the writer's experience that at a social gathering, policemen habitually gather in the kitchen to shop-talk, while the wives remain clustered together in the front room.

II - PURPOSE, SCOPE AND POTENTIAL USEFULNESS OF THE INVESTIGATION

One authority states that police departments are probably the most poorly-managed organizations in our society, and that no business -- government or private -- can survive very long without a knowledge and understanding of the functions it must perform.¹² While more efficient organizations might not share the broad social responsibilities of police departments, and the harsh judgment of police efficiency might not be totally accurate, it is obviously of crucial importance to a democratic society that its police forces be made more effective. This paper suggests and examines the possibilities of and implications of applying the concept of Management by Objectives to police departments. It is assumed that the ultimate goal is to provide police forces with the means to fully utilize their human and material resources, consistent with their task as the prime agency of social control under the democratic system.

The problem of maintaining and enhancing order and security is universal -- on both a global basis and as it relates to every member of a society. Therefore the proposition this paper presents has implications for all democratic police forces and societies. The problems confronted by police forces are a response, result and indication of the problems currently faced by society as a whole. Although our frame of reference is the relative effectiveness of and improvement of police forces, it must be stressed that police forces are only one link in the chain of the judicial system.

The predominant thesis of this paper is that through specifying objectives and introducing into police organizations an enhanced climate for the development of personnel, their role can be transformed from that of merely enforcing law to the advocacy of justice. The increasing complexity of society increases points of friction. Without increased scope and understanding, which can be developed through better educational opportunities for the police at all levels, order cannot be maintained to a satisfactory degree in our society. The increasing points of friction, alluded to above, between the authorities and some individuals, have already resulted in a tendency for our society to be termed "repressive." It may well be that the police military or semi-military structure contributes to policemen regarding society as a "we-they" social organization and "objectivizing" man - regarding people as objects subject to regimen rather than human beings.

We review the internal problems of police departments and apply a remedial approach: MBO. Although MBO is no panacea which will automatically cure all of the ills facing the police, it is clear that the status quo in policing is patently inadequate. Reviewing policing functions and objectives are crucial to the effectiveness of the criminal justice system -- and restoring faith in justice on the part of the populace as a whole. The matter is all the more important because the police are the initiators of the system. Without their action, there can be no prevention, arrest, trial, incarceration or rehabilitation.

The compelling reason for elaborating this topic, the feasibility of applying Management by Objectives (MBO) to police forces, is to urge these forces to define their objectives and roles, and establish their priorities -- to increase their acceptance and effectiveness. This suggests planning for a future which begins now, a conceptual realignment which is being ignored. This examination poses a number of desirable policy objectives which are not now being taken account of to any extent except by a very few progressive police agencies. These objectives predominantly relate to protective policing, management by objective rather than objection.

The majority of policemen are epigones of the concept of justice. Forces have bastardized the key precepts of policing formulated by Rowan and Mayne, Sir Robert Peel's first police commissioners, these precepts are still relevant to the police function in a democratic society. Peel proposed a bill to improve police service in London (passed in 1829), thus beginning the era of the modern police force. Peel emphasized the previous year that England had outgrown her police institutions and declared that "the cheapest and safest course will be found in the introduction of a new mode of protection."¹² This also succinctly summarizes the current state of affairs. Rowan and Mayne stated:

British police principles may be defined briefly as the process of transmuting crude physical force, which must necessarily be provided in all human communities for securing observance of laws, into the force of public insistence on law observance and of activating this force by inducing public recognition and appreciation

of the personal and communal benefits of the maintenance of public order.¹³

The goals established to achieve this objective

were:

1. To prevent crime and disorder as an alternative to their repression by military force and severity of legal punishment;
2. To recognize always that the power of the police to fulfill their functions and duty is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect;
3. To recognize always that to secure and maintain respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of laws;
4. To recognize always that the extent to which the cooperation of the public can be secured, diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives;
5. To seek and to preserve public favour, not by pandering to public opinion, but by constantly demonstrating impartial service to law in complete independence of policy and without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and friendly good humour; and by the ready offering of individual service in protecting and preserving life;
6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure the observance of law or to restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.

7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public is the police; the police being only members of the public who are paid to give full-time attention to the duties which are incumbent on every citizen in the interests of community welfare and existence.
8. To recognize always the need for strict adherence to police executive functions and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals of the state, and of authoritatively judging guilt and punishing the guilty.
9. To recognize always that the test of police efficiency is the absence of crime and disorder and not the visible evidence of police action in dealing with them. 13

These principles of preventative policies and positive objectives for police forces, still sound, are often being ignored or misconstrued in the realm of current police activity. Just as Peel's action in 1829 remedied an anarchistic era of soaring crime and civil disturbance, systematization and motivation under MBO should have similar results today in an often anarchic but more sophisticated era.

Peel's policies reduced the crime rate but the same economic philosophy prevailed then as now. The citizens wanted protection, but expressed misgivings about paying for it. But responsible opinion supported the cost of effective policing. An 1830 editorial in The Times of London stated:

... we ourselves have seen nothing of the police but exemplary courtesy, forbearance and propriety, great willingness to act and, when the occasion calls, to refrain from acting. Overpaid at a guinea a week, no rational person can consider them. 14

It is pertinent to ask whether the opinion of The Times of a force exemplary for courtesy, forbearance and propriety could be often repeated today. Stoddard, in his idea of 'bluecoat deviancy', shows how many policemen abandon their public responsibilities and enter into quid pro quo situations for their own advantage -- situations the public is abundantly aware of and which contribute to the overall disrespect for police functions per se, and for law and order generally. The insidious incursion and rampant nature of bribery, for example, in some police forces, stems not only from a lack of integrity on the part of the individual but also from a lack of professionalism and professional ethics among policemen.

The situation confronted by Peel is being repeated today, but the statement of objectives he requested has been submerged in a morass of routine and pressure-response unrelated to societal goals.

III - INVESTIGATION APPROACH

Our approach is that police functions require definable and achievable goals which encompass a broad social role, and that the application of Management by Objectives to these functions will achieve this goal. Management by Objectives has proven effective in other areas of human endeavour, to coincide individual with organizational goals in the interests of both increased productivity and social worth.

The previous section perspectivized the problem by underscoring the importance of the policing role, and the gaps between desirable policing goals and current effectiveness. We will now commence a review of the nature, advantages and deficiencies of MBO as a management philosophy.

This investigation includes an attempt to delve into the police psyche to establish the relationship between the MBO approach and police effectiveness; to establish whether or not the motivation of policemen conforms to the general pattern that has been evidenced by other workers; and finally to inquire into specific police jobs to ascertain whether or not they lend themselves to the setting of goals. Tools used include: a questionnaire submitted to computer analysis; a study of police motivation; and numerous interviews with policemen who represent a broad spectrum of policing activities. The analysis of data is followed by an examination of problems and limitations of the MBO approach -- and the implications and potentials of this approach for managers and members of law enforcement agencies.

The problems are dual: the establishment of an appropriate police role and objectives in a post-bureaucratic era when human relations and crisis management are vital functions; and the ability of police forces to effectively perform their role under these objectives. The solution presented, MBO, includes a discussion of the ramification of its applications for current police forces.

IV - REVIEW OF LITERATURE

A. INTRODUCTION

"No great improvements in the lot of mankind are possible until a great change takes place in the fundamental constitution of their modes of thought," declared John Stuart Mill.¹⁵ What is socially and politically true seems to be relevant to contemporary police organization. Change is the only constant and MBO, it is suggested, is a rational way to meet and promote change with respect to virtually all police functions. Drawing from the past to ensure the future, MBO involves effectively implementing the spirit of the British police principles with their emphasis on the prevention of crime. The establishment and widespread understanding of objectives enables any organization to become more flexible. The organizational climate thus established favors people who are both thinkers, capable of discretion, and doers, capable of action. Also involved are built-in motivators and challenges -- to activate with sensitivity the democratic principles which policemen are sworn to uphold as agents of their government and society. People are both more effective and more sensitive if they are properly motivated; they are capable of being rational if they have no other alternative. Clearly the flaws in current policing philosophy, as depicted, indicate that positive alternatives are demanded.

Figure 5 suggests the evolution of management philosophies in North America and serves as an introductory note.

FIGURE 5

THE EVOLUTION OF MANAGEMENT
PHILOSOPHIES IN NORTE AMERICA

<u>Concept</u>	<u>Date*</u>
MANAGEMENT BY TRADITION	1870
BUREAUCRACY	1880
DAY-TO-DAY MANAGEMENT	1890
SCIENTIFIC MANAGEMENT	1900
MANAGEMENT BY IMITATION	1910
MANAGEMENT PROCESS	1920
PARTICIPATIVE MANAGEMENT	1945
MANAGEMENT SCIENCES	1950
SYSTEMS MANAGEMENT	1958
MANAGEMENT BY OBJECTIVES and INNOVATION	1960+

* Dates refer to commencement of a surge of thought and application in these directions, and are approximate.

Although the fallacies of bureaucracy as a rational approach to structural-technical effectiveness was elaborated by Weber almost a century ago, bureaucratic vestiges continue to exert great influences. This is to the detriment of police as well as other organizations. During the early part of this century, the classical "scientific management" principles of F.W. Taylor were in prominence. Work was made the rational subject of measurement, and man, presumably driven by his rational economic nature, was reduced to machine stature. Exponents of the management process (such as Fayol, Mooney and Urwick) provided some understanding of complex organizations through concepts such as "span of control" and "coordination." The famous Hawthorne experiments and the work of Barnard and Simon resulted in considerable emphasis on and insight into social and decision systems and "human relations."

Subsequently, the input of sociologists, the development of Program Evaluation Review Technique (PERT), the Critical Path Method (CPM), and other "systems" led to a decidedly behavioural approach to management.

HBC is a logical culmination of these various attempts to manage better and more rationally. It is a "gestalt" system which brings into focus the various aspects of planning, organizing, controlling, and motivating -- to get things done through people. Its merit is that by deciding what things should happen, you make them happen. The process is deceptively simple and, although the product of fifty years of the evolution of management principles, has not yet been fully understood.

(1) MBO Defined

The term "management by objectives" was first used by Peter Drucker in his Practice of Management (1954). The context within which Drucker emphasized the importance of objectives relates to Luther Gulick's much earlier declaration that "... a clear statement of purpose universally understood is the outstanding guarantee of effective administration."¹⁶

According to leading MBO authority George Odiorne, MBO is:

... a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of the results expected of him, and use these measures as guides for operating the unit and assessing the contribution of each of its members.¹⁷

Another authority, McConkey, uses a space-age analogy to describe MBO. He declares it ...

... can be likened to the type of servomechanism which guides a surface-to-air missile to its target. Both involve the use of targets, plans (programming) for reaching the target, and a process-monitoring and feedback mechanism.¹⁸

A third writer, a Canadian business consultant, declares that:

Objectives are needed in every area where performance and results directly and vitally affect the survival and prosperity of the business. Objectives in these key areas should enable us to do five things: to organize and explain the whole range of business phenomena in a small number of general statements; to test these statements (with) actual experience; to predict behavior; to appraise the soundness of decisions when they are still being made; and to enable practicing businessmen to analyze their own experience and, as a result, improve their performance.¹⁹

The essence of MBO is that it is neither a system nor a program but a philosophy and a concept of management thinking. Certain basic assumptions are involved:

- (i) the environmental situation of management has drastically changed over the past thirty years;
- (ii) many new requirements exist and MBO assists in meeting these by identifying the goals of the organization;
- (iii) orderly procedures for distributing responsibilities among individual managers must be developed so that combined efforts are directed at achieving these goals;
- (iv) results are measured against established goals rather than in terms of common goals for all managers;
- (v) the successful manager manages situations and his managerial behaviour is dictated by response to specific goals dictated by the larger system in which he operates.²⁰

Of particular relevance to police organization is the fact that MBO recognizes that present organizational structure is often irrelevant to achieving organizational goals. Warren Bennis has suggested that the tasks of organizations are becoming more technical, complicated and unprogrammed. He believes the organizational form of the future ...

... will be an adaptive, problem-solving, temporary system of diverse specialists, linked together by coordinating and task-evaluating specialists in an organic flux. This new structure should increase motivation because it enhances satisfactions intrinsic to the task.²¹

It is implicit in the above that bureaucratic organizations that operate oblivious to environmental changes are vulnerable in times of rapid change since they cannot readily adapt.

Both Parkinson's Law (work expands to match the time available for its completion), and the Peter Principle (people rise in an organization to the level which excels their competence and there remain -- becoming increasingly bored or frustrated and increasingly incompetent) apply to police administration. The only way to overcome these bureaucratic tendencies is by the establishment of a more creative and positive role for the police at every level -- tearing police work out of its administrative morass and thrusting it into society as a catalyst which touches society positively at every level.

(2)The Philosophy of MBO

In his book The Human Side of Enterprise, Douglas McGregor proposes that:

The motivation, the potential for development, the capacity for assuming responsibility, the readiness to direct behavior towards organizational goals, are all present in people. The essential task of management is to arrange organizational conditions and methods so that people can achieve their own goals best by directing their own efforts toward organizational objectives. Participative management is one condition for Management by Objectives.²²

Whether or not an organization psychologically punishes its employees or not is directly related to its organizational "climate." MBO can only function in a climate which permits employees to have some effective input into the direction and objectives of the concern, and motivational feedback derived from recognition of the degree to which they have accomplished stated objectives.

Douglas McGregor characterized two types of organizational objectives, "Theory X" and "Theory Y", based on the assumptions each holds about its workers. A Theory X organization is built on the managerial assumption that workers are by nature indolent, lacking in ambition, self-centred, resistant to change and indifferent to organizational needs. Under these conditions (sometimes characterized by the military and police organizations), man is simply a machine to be controlled, coerced and cajoled. He is best motivated by the carrot or the stick -- or what Frederick Herzberg refers to as a physical and psychological KITA*. Obviously, organizations operating on these assumptions are almost invariably dysfunctional for both worker and evolving society.

Building on the human needs theory of Abraham Maslow, Theory Y realizes that work is as natural to the worker as play -- and that if man is committed to organizational objectives he will be guided by his own internal controls and motivations. This approach realizes the futility of appealing to employees on the basis of physical and security needs which have largely been met through developments in social legislation and both burgeoning affluence and job availability.

To achieve personal fulfillment and social acceptance and dignity, as well as because of increased educational opportunities which have expanded their scope and increased the level of their aspirations, most policemen will likely be inclined to appreciate and accommodate to KEC concepts.

* KITA - kick in the ass. Herzberg's motivational theory is discussed later in this paper.

Because their basic needs for self-fulfillment and self-development are met, individuals must be appealed to on their Abraham side and not their Adam side as most managers continue to do.

MBO is perfectly compatible with the Theory Y approach to motivation. This theory involves neither hard nor soft management, but result-oriented management in which jobs are structured to permit man to realize his full potential. By actively involving workers in goal-directed processes, MBO stimulates the commitment which ensures each the opportunity to achieve psychological as well as practical success. Goal-orientation replaces emphasis on the task itself, and there is considerably more harmony between the objectives of the organization and the self-interest of the employee. This situation is in perfect concord with the requirements of police organization and administration.

V - GOAL SETTING AND TYPES OF GOALS

The process of goal-setting is schematically illustrated by Figure 6. Typically, the job situation has been characterized by role conflict and ambiguity -- with the worker usually learning what his goals were during the exit interview. Alternately, the MEC process commences with a meeting between superior and subordinate. They talk generally about what is to be produced or what service is to be rendered, and the possible steps that might be taken once the measures are agreed upon. The criteria for measures to be taken are: realisticness, desirability, and attainability. The goals finally arrived at are confirmed by memorandum and, in effect, become a "promissory note" between superior and subordinate. The process is similar to meetings which achieve inter-corporate agreement, and depart from the usual practice of superior-subordinate relations in which each operate from a separate script -- neither knowing what the other expects in the way of results. The subordinate is now committed to goals which both parties feel are important. Inevitably events occur which affect goal-accomplishment, but this is taken into consideration during quarterly reviews when results are considered. From the point of view of policing, both the lack of negative results and positive accomplishments in the area of societal relationships will amount to goal fulfillment. Although the process cannot predict the future, it can diminish mismanagement which is destructive of both human potential and human resource use.

Figure 6

THE GOAL-SETTING PROCESS

Even if only fifty per-cent of goals are obtained, this represents two hundred and fifty per-cent over five years. Obviously, under the MBO system authority patterns will be altered -- since if the mutual agreements are adhered to and the subordinate achieves all his goals satisfactorily, it will be difficult to fire him or otherwise chastize him. This would have important implications for police forces where authority is often exercised in an arbitrary way (the "jump and I will tell you how high on the way up" approach to management).

A subsequent section deals with trial goal-setting sessions involving policemen from various functional units, and provides commentary on the process in action. From a motivational point of view, there is virtually no scope for growth in the first of four types of goals that are generally set during a meeting between superior and subordinate. These are the routine goals or maintenance functions of the job, usually easily measurable. The second type, innovative goals, are the exciting growth goals which provide for a high degree of motivation and commitment. A third type of goals are problem solving goals, which enable individuals within the organization to meet and even anticipate the crises that are liable to occur if no action is taken. This type would have special significance for police forces -- which are often reactive by nature. Problem-solving goals would involve contingency plans for a jailbreak, for example. Similarly, the problem of dealing with new types of phenomena (such as the policing of rock festivals) would fall into this category. The fourth type, personal goals, deal with the employees plans for self-improvement.

The innovative goals permit the organization and the individual to grow. In this respect, Odiorne stresses that:

No manager should be permitted to set goals for his position on the presumption that the status quo is good enough. The solution of perennial problems, or the introduction of new ideals to achieve better results than are presently being attained, should be insisted upon during the goal-setting process.²³

To obviate communication problems and engender esprit de corps, a particular supervisor will finally bring all his subordinates together to discuss how the goals of each relate to others in the organization -- and contribute to overall objectives. The process extended becomes one of cooperative commitment, the personification of the linking-pin principle, (see Figure 7).

MBO is therefore both functional, because it gets the job done, and forces people to identify goals and pursue them rather than waste time in unneeded activities; and developmental, since it demands commitment. It measures output and provides a yardstick for organizational, group, unit, and individual excellence. It starts with where people are -- an inexperienced person will need more guidance in understanding needs and setting goals. For those who argue that no goals can be set for their position, the boss may provide some impetus by simply asking the question: "Well, in that case, if we fire you what exactly would we be losing?"²³ This has salutary effects in providing a new definition of and interest in goals, or, indeed, the job is declared redundant. There has been much evidence of the latter in Canada's Federal Government in recent years (an attempt was made to reduce the overall size of the civil service in 1970).

Figure 7

LIKERT LINKING-PIN CONCEPT
OF COMMON OBJECTIVE FLOW

VI - MBO EFFECTIVENESS IN EXPERIENCE

Many organizations have used MBO with success, among them: Calgary Power Corporation; Kimberly-Clark Corporation; General Mills; St. Regis Paper Company; and the 3M Company. In Canada, some of the most effective applications have occurred in government. The Ministry of Transport, the Unemployment Insurance Commission, and the Post Office are notable examples. With respect to the Post Office, there is a high degree of commitment by top management to MBO. John Mackay, Deputy Postmaster General, is typical of the new breed of manager that has been attracted to the Government to institute MBO. He illustrates how his former employer, International Telephone and Telegraph, set and attained objectives to increase sales and dividends:²⁴

<u>Year</u>	<u>Sales (000's)</u>	<u>Income (000's)</u>	<u>Income/Share (\$)</u>
1959	765,640	29,036	.95
1964	1,542,079	63,164	1.55
1967	2,760,572	119,221	2.27

The principles which led to this performance are now being applied to government. The objective of having mail reach its destination the day after posting is one example of goal-setting and achievement. This type of experience is stimulating many other government departments, at all three levels, to consider MBO for application. The Government of the Canadian Province of Alberta is presently laying the groundwork for the implementation of the system, for example.

Probably the first application of MBO to a police department is being pursued by the Palo Alto (California) department, which numbers one hundred and ten men.²⁵ Figure 8 shows how the traditional rank structure has been abandoned to some extent in favour of the titles "supervisor" and "manager." Outwardly, at least, the traditional organizational structure with its emphasis on "chain of command" and bureaucratic relationships has been scrapped. The new configuration resembles the "matrix pattern," and an attempt has been made to make "centers of knowledge" available to all personnel. The "police agent" concept advocated by the President's Task Force on the Police (United States) is being utilized. This involves fourteen agents having a minimum of a Bachelor's degree and two years' experience being available for special assignment. Also, the supervisor may assign cases on the basis of immediate need and availability of personnel, as a consequence of not being restricted by the normal organizational compartmentalization which exists in police forces ("it's not my job so why should I do it?").

Collegial decision-making has replaced the usual administrative fiat and the most capable person -- not necessarily the highest-ranking one -- is called upon to handle special assignments. Some operations are handled on a functional basis (community relations and traffic), while others are treated "on a foundational basis of department goals and objectives."²⁵

Figure 8

PALO ALTO ORGANIZATION

-44-

Exhibit A,
above; and
B, below.

palo alto police department

The stress in the Palo Alto program is on the contribution that each employee can make to the policy and decision-making as well as the operational function. Although at time of writing the system had only been in operation for ninety days, an examination of its success to date has shown that the members of the Palo Alto force feel their morale, enthusiasm and identity have been enhanced. Efficiency has increased and overtime requirements decreased. There was, however, some internal reverting back to old systems and resistance to change.

The Palo Alto experiment appears to hold much promise for other jurisdictions.

VII - ADVANTAGES OF AND BARRIERS TO MBO

Advantages of MBO applied to police functions include the fact that the police manager's span of control can be specified. The perennial question of how many men could be supervised would be answered by experimenting to discover how many men he could set goals for with reasonable accuracy, and how much commitment to these goals he could obtain. Also, because police work is a very diverse function, the police manager could better manage different kinds of units if he had a basic understanding of the goals of the various jobs and was subsequently able to measure the results achieved.

Although MBO is not a performance-appraisal system as such, it will assist in identifying individuals who have made outstanding progress toward achieving their goals and those of the organization. Such individuals could be awarded according to performance instead of according to their compliance to certain trait-rating criteria currently being used by most police forces -- criteria which are totally divorced from meaningful output.

Police forces have innumerable problems in the area of communications, as became apparent in pursuing investigations for this study. MBO would serve to inextricably link together the various units of a force -- and because it stresses informalism, the tendency to the military communication model now employed, which stifles interpersonal communication and individual initiative, would be overcome. Likert's idea of the "linking pin" as a means of tying an organization and its integral parts together captures the essence of MBO (see figure 7).

The MBO process is entirely compatible with Planning and Program Budgeting, as indicated later in this paper. It is apparent that MBO, as a contractual agreement between the superior and subordinate and concentration on the achievement of goals, enhances delegation within the organization. Individuals at every level have not only authority but responsibility (task allocation), and apart from minimizing "buck passing" this sense of responsibility accords with and will enhance each policeman's social function.

Barriers to and complications in implementing MBO stem from the manner or spirit in which it is adapted by an organization, and the existence of conditions in the organization not conducive to such a philosophy. Crucial to this study is the realization that MBO will not work well unless it gets total management support. A negative approach, abandoning the "what can be conceived can be achieved" objectives approach of MBO, will emasculate the success of the program. Many managers are suspicious of a system that demands commitment and provides a way to measure performance.

... some managers are wary of it. They would prefer not to be involved in a disciplined business planning system. Some would prefer to constantly put out fires, solve problems and miss opportunities.... They will surely go under -- it's just a matter of time.²⁶

Fear of change is fear of the unknown, and the course of least resistance is to ignore the necessity for change. The rationalization usually advanced is: "We have always managed by objectives, so what's new?"

Managers resistant to change habitually think in terms of activities, rather than objectives and effectiveness. MBO is looked upon by some managers as one more program, rather than a complete philosophy of management. This attitude is endemic in government, where managers have been bombarded by various personnel department schemes (they have been red-circled, classified and reclassified). Once burned, they are extremely suspicious, and often have these suspicions confirmed when they notice that a staff group such as the personnel or manpower department is at the controls.

Another problem stems from the belief, sometimes quite valid, that MBO is merely a glorified appraisal system. Many experts have made the point that MBO should be separate from performance appraisal if it is to be successful. However performance appraisal involves the highlighting of strengths and weaknesses and the identification of training needs, two MBO objectives in any organizational structure. Without provision for training, encouraging, and compensating for short-staffing or misapplied talent, MBO effectiveness will be handicapped.

When an operation is overwhelmed with routine, when there is no time to do anything but handle emergencies because of workloads or staff limitations, the MBO system is further handicapped. To be effective, the system must be complemented by adequate human resources and resource personnel who understand MBO.

A 1970 conference of Federal Canadian manpower utilization officers was in agreement about the value of MBO relating to objectives and motives, but alluded to the fact that line management might regard it as a "gimmick" rather than a meaningful management tool.²⁷

Formalism will destroy the effectiveness of MBO, as will rigidity. The goals of the program and concept of the individual policeman's role must be understood by all if it is to be effective in police agencies. The important ingredients for its success are the elements of mutual understanding between superiors and subordinates of what the blueprint is for the ensuing period, and the commitment of both parties to this blueprint.

VIII - THE RELATIONSHIP BETWEEN PLANNING, PROGRAMMING AND BUDGETING (PPB) AND MBO

Some police departments are using PPB to good advantage, notably the New York City department and the Royal Canadian Mounted Police. Because PPB can provide a springboard to MBO, the prime merits of PPB will be discussed briefly in this light.

PPB is a system devised during World War II to coordinate knowledge and techniques and provide a foundation for policy making. Although there are many definitions and individual applications of PPB, it usually includes the following elements:

- (i) a program structure;
- (ii) an approved document containing projections for the future;
- (iii) a decision-making process;
- (iv) the use of analysis for decision-making purposes;
- (v) an information system adapted to the needs of PPB.²⁸

Former President Johnson of the United States renewed interest in PPB in an August 25th, 1965 directive which ordered all Federal agencies to apply PPB techniques to:

- (i) identify national goals with precision and on a continuing basis;
- (ii) choose among those goals the ones that are most urgent;
- (iii) search for alternate means of reaching those goals most effectively at the least cost;
- (iv) project costs on a long-term as well as annual basis;

- (v) measure the performance of programs to insure a dollar's worth of service for each dollar spent.²⁹

This approach is drastically different from the approach hitherto used (and still used by most police forces) which is characterized by:

- (i) vagueness of objectives;
- (ii) limited analysis of alternatives;
- (iii) partial costing of programs;
- (iv) inadequate consideration of future year implications of present decisions;
- (v) short review and decision period;
- (vi) emphasis on expenditure control instead of performance;
- (vii) a gap between planning, budgeting and control.²⁹

It is no coincidence that the Canadian Government adopted the PFB approach, since it provided a means to let the managers manage, or at least try, and coincide with the Glassco injunction:

Your commissioners believe that departmental management must be entrusted with the power of decision in many of the areas now being controlled by the Treasury Board.³⁰

The decision to adopt PPB in Canada's government was embodied in a document released by Hon. E. J. Benson, then President of the Treasury Board, on October 26th, 1966, which was very close in substance to President Johnson's 1965 statement aforecited.³¹

The New York City police department applied PPB in the categories of crime prevention, apprehension, traffic, emergency services and support services. The R.C.M.P. applied PPB in the categories of: enforcement of federal statutes and executive orders; national police services; police services under contract; support services, and administration (see Appendix A).

PPB is essentially a financial management system, permitting the coordination and application of financial resources. But it does not tie the individual into an effective program on a motivational basis. In application in the R.C.M.P., it has permitted some analysis of "effectiveness" and "efficiency" in relation to input.* The prior pragmatic method was based on the idea that the elements of work are all alike in their demand on resources, whereas cases vary greatly in their demand on available resources. PPB does not, however, provide for a calibration of a social-protective role for police forces.

One of the most worthwhile contributions of PPB is the realization that it is wrong to link an objective to a means that cannot attain it. PPB is compatible with MBO. In Canada, for example, under the aegis of the Cabinet Committee on Priorities and Planning, the two concepts are being coalesced.

* Effectiveness can be described as an indicator of the degree to which objectives are being achieved. It is expressed in terms of values and by measure against a yardstick or standard. Efficiency refers to the manner in which objectives are being achieved, i.e. is what is being done being executed in the best possible way. 32

IX - EXPERIMENTAL INVESTIGATION

A. GENERAL STATEMENT

(1) Key Questions

These key questions must be posed and answered to determine whether or not MBO can be effectively applied to police forces:

- Do policemen tend to lose or sublimate their commitment to organizational objectives and goals, thus causing a deleterious effect on police efficiency and effectiveness?

- Is the motivational constitution of policeman similar to that of other occupational groups?

- Is there a significant dichotomy between existing and preferred practice with respect to certain key concepts, which suggests the need for a basic realignment of police managerial practices? As a corollary, would MBO supply the organizational impetus to overcome some of the current problems through emphasis on improving motivation, communication, delegation and commitment?

- Can goals be set for various functions within the police function, or are the tasks so multi-faceted and reactive that this is not possible?

- Is there any practical application of MBO theory to police practice? Are conditions such that it could be integrated into Departmental operations?

As outlined previously in this study, it is obvious that problems exist. However, in any complex set of human relationships the best solutions to particular problems depend both on the current situation and the problems identified. Solutions are a synthesis of the most beneficial alternatives. Subject to this qualification, data is developed along the following lines for each of the questions formulated:

- In a classic study of the New York City police department Arthur Niederhoffer suggests, and his data supports, the contention that there are conditions within police service which lead to a pessimistic, non-functional attitude toward the job and the whole non-police populace. Under these conditions, the job is not performed in an effective manner and resources are not maximized. Further data suggests that these conditions exist in at least one Canadian police force. From this, what kind of remedial action can be taken to offset these non-productive trends?

- Using the formulation of Frederick Herzberg in his motivation-hygiene theory, the motivation of policemen is briefly examined. To increase the value of the data, a comparison is drawn between an application of Herzberg's original study replicated at Texas Instruments; a study done at the Ministry of Transport, Ottawa, by the writer; and a follow-up study involving policemen conducted at Calgary.

- The variations between existing and preferred police practices were analyzed by administering a questionnaire designed to highlight problem areas, and processing this at the computer facilities of the University of Calgary. The results indicate the need to explore the possibility of alternate organizational and human relations patterns.

- One method by which it could be determined whether or not goals could be set for police tasks would be to go through the exercise with a number of persons representing various units of police forces. Respondents would need to be taught the difference between "activities" and "goals" to make responses worthwhile. This exercise was performed in six instances and involved units of the Calgary City Police and the R.C.M.P.

- By interviewing in select cases other members of the organizational unit, such as the respondent's superior, indicators were obtained of the possible viability and efficacy of MBO.

The following sections enlarge upon and substantiate the cited concepts.

B. STUDY DATA

(1) Police Attitudes - Cynicism and its Effect

One of the persistent problems of police forces, instrumental in preventing a high degree of effectiveness, is police cynicism.

Arthur Niederhoffer, himself an ex-policeman and now a Professor of Sociology and Anthropology at the John Jay College of Criminal Justice at the City University of New York, has done a pioneering study on police cynicism* which involved as a statistical sample two hundred and twenty New York City policemen. Thirty-four were newly-appointed; sixty were probationary patrolmen; eighty-four were patrolmen; fifteen were detectives and twenty-seven were superior officers. The study's objective was summarized as follows:

The great majority of policemen are men of integrity and goodwill. Yet, it is a fact that a minority "goes wrong." Why this could occur, even to the extent that it does among a body of men so carefully selected, so well-trained and so strictly supervised, is a mystery (that will) be less an enigma (as a result of the study).³³

According to Niederhoffer much of the problem faced by police departments stems from occupational anomie which manifests in itself cynicism.

* A cynical person who is himself frustrated and who attempts to subvert the efforts of others is a problem; during his police career the writer was familiar with many of this predisposition.

* "Anomie," a term introduced by Durkheim in the Division of Labor in Society, refers to a morbid condition of society characterized by the absence of standards, by apathy, by confusion, frustration, alienation and despair.³⁴ It suggests normlessness, alienation, and cultural desolation. It occurs particularly when old values are being supplanted by a new code - which might be implicit in the "generation gap," the "permissive" or "repressive" society, and the struggle between old-line policeman and the new "professional" or social-scientist policeman.

The major types of adjustment to anomie, as suggested by Merton, include: conformity, innovation, ritualism, retreatism and rebellion. These adjustments often become a necessary stabilizing device for policemen who become very pessimistic about society generally, and their lives in particular. One high-ranking ex-police officer stated:

I look back over thirty-five years in the police service, thirty-five years of dealing with the worst that humanity has to offer. I meet the failures of humanity daily, and I meet them in the worst possible context. It is hard to keep an objective viewpoint. But it is also hard for me to believe that society can continue to violate all the fundamental rules of human conduct and expect to survive. I think I have to conclude that this civilization will destroy itself, like others have done before it. That leaves, then, only one question -- when?³⁵

Currently police cynicism is magnified by policemen being obliged to enforce many laws which are not supported by a large segment of the public, such as the laws against the possession and use of soft drugs.

Cynicism undermines job commitment and the ideals and objectives of the police force -- as well as creating a climate which encourages police hostility against the public, and vice versa. It creates a delinquent police subculture with its own code of values, and alienates the police from their social responsibilities. Other adjustments are self-debilitating on the part of individual policemen -- even to the point of suicide. Niederhoffer points out that the suicide rate of the New York City police, averaged for the years 1950 to 1965, worked out to 22.7 per hundred thousand. The rate for the balance of the population for the 1960-1964 period was only 11.5 per hundred thousand.

A more positive antidote to anomie and cynicism is professionalization* and, hopefully, this would be significantly aided by implementing some of the concepts presented in this paper. MBO, synonymous with commitment, would assist in engraining group identity and dedication into the forces -- through the initial socialization process and by rejuvenating commitment where it has been overcome by various stages leading to anomie. This development can be depicted as:

Niederhoffer 98

* Professionalism - includes high standards of selection, training, and performance and the continuous functioning of the individual on a high level of competence and ethics.

(2) A Study of Cynicism

To test the preceeding hypothesis, Niederhoffer used a questionnaire (see Appendix B, which includes relevant supporting charts). Because it is vital to an understanding of the dynamics of the police personality, the applicable hypotheses are herein set out, with results obtained in the New York study juxtaposed against a replicated Calgary City Police study. *

* The Calgary results were compiled by C. Murphy and J. Kuryk, members of the Calgary City Police, with the assistance of the writer in terms of overall direction. Only minor faults were found in questionnaire design, and it was deemed to be relevant to the Canadian scene. The same marking scale was used for the twenty open-end statements, i.e. 1 for (a), the professional view of what a police department should be; 3 for the (b) commonsense "middle-of-the-road" approach; and 5 for a (c) disparaging or cynical evaluation of the subject. For example, Question 8 reads: "Professionalization of police work _____":

- (a) Is already here for many groups of policemen;
- (b) May come in the future;
- (c) Is a dream. It will not come in the foreseeable future.

Other questions are similarly relevant to the theme of this paper. Lowest possible score would be 20 with the highest score 100. A control group was used in Calgary, and the study closely follows the New York study in that groups were selected in a ratio to overall strength of the unit in the Department. This study is, as far as is known, the first application of the Niederhoffer concept to Canadian police.

TABLE ONE: A COMPARATIVE STUDY OF POLICE CYNICISM
NEW YORK CITY AND CALGARY, CANADA

HYPOTHESIS	RESULTS
1. The degree of cynicism will increase in proportion to the length of service for the first few years, but it will tend to level off at some point between five and ten years' service	<u>New York</u> : Well supported by data. <u>Calgary</u> : Substantiated by data.
2. Men newly-appointed will show less cynicism than will recruits already in the Police Academy for some time. Recruits, in turn, will be less cynical than patrolmen with more experience. Not only will the average degree of cynicism be lower, but also the number of cynics in the group will be smaller.	<u>New York</u> : Evidence consistent with the hypothesis. <u>Calgary</u> : No comparable group but constables with less than one year's service have a high cynicism score of 78.
3. Superior officers will be less cynical than patrolmen.	<u>New York</u> : Data supports <u>Calgary</u> : Fully substantiated.
4. Among patrolmen, those with college educations will show a higher degree of cynicism than other patrolmen.	<u>New York</u> : Well supported by data. <u>Calgary</u> : No evidence. No college graduates at time of study.
5. Patrolmen with preferred assignments will be less cynical than other patrolmen.	<u>New York</u> : Evidence inconclusive. <u>Calgary</u> : Supported -- traffic patrolmen less cynical.
6. Foot patrolmen will be more cynical than patrolmen assigned to other duties.	<u>New York</u> : Supported by data. <u>Calgary</u> : Supported - junior members assigned to these duties very cynical.

HYPOTHESIS

7. Patrolmen who receive awards for meritorious duty will be less cynical. Patrolmen who have had departmental charges laid against them will be more cynical.
8. Jewish patrolmen will be more cynical than non-Jewish co-workers.
9. When members of the force have seventeen or eighteen years of service, and they approach the time of retirement, they will exhibit less cynicism.
10. Members of the vice squad will be more cynical than members of the youth division.
11. Patrolmen with middle-class backgrounds will be less cynical than patrolmen from the working class.

RESULTS

New York: Some corroboration from data.

Calgary: "Delinquent" officers in various groups scored higher than group norm -- this supports findings.

New York: Results support.

Calgary: Not applicable - no such identifiable minority.

New York: Seems justified by data, although members may have a sense of resignation.

Calgary: Appears to be substantiated by the data.

New York: Sample too small to be effectively tested.

Calgary: as above

New York: No conclusive data available.

Calgary: Not tested due to problems of definition of "class."

Professionalization may be the tonic to overcome cynicism, and MBO should be an effective means to foster professionalization in police forces. It is a basic premise of the writer that professional police management is an absolute requirement to improve police performance. Following Yoder, professionals are expected to meet several widely-recognized requirements:³⁶

- (1) Mastery of an organized and growing body of specialized knowledge, including an understanding of both theory and practice, usually evidenced in part by completion of a distinctive educational program;

- (11) Distinctive skills, representing special aptitudes plus training and experience;
- (111) A professional attitude, marked by determination to keep abreast of new developments in theory, research and practice in the field of specialization;
- (iv) Recognition of special public responsibility, usually marked by appropriate professional ethical codes.

(3) Police and their Motivation

MBO is based on the assumption that achievement is the prime motivator for human beings. Other MBO assumptions are based on the belief, proven by research and practical application, that the average person can give much more of himself to any operation than a typical job description would indicate. The police spectrum is complicated by the fact that most departments do not have accurate job descriptions based on an analysis of functions., critical factors, consequence of errors, responsibility for contacts or knowledge of skills and formal education. Herzberg's motivational theory suggests that the conditions and circumstances that give people satisfaction in their work are quite separate and distinct from the circumstances causing dissatisfaction.

This seems to represent a contradiction of the Hawthorne experiments, which appeared to conclude that satisfaction in the job was the most important factor in increased production. Through his studies, Herzberg found that the intrinsic surroundings in which the job is done are merely "hygiene factors". They are necessary for mental and physical health, but do not create job satisfaction.

These "hygiene factors" have of course a minimum acceptable level. But these factors did not create satisfaction, but merely an absence of overt dissatisfaction. Herzberg thusly summarizes his theory:

Let us characterize job satisfaction as vision, and job dissatisfaction as hearing. It is readily seen that we are talking about two separate dimensions, since the stimulus for vision is light, and increasing and diminishing light will have no effect on man's hearing.³⁷

Herzberg found that job "hygiene" and satisfaction are as divergent as sight and hearing. He further suggests that man has two basic sets of needs. One set is concerned with the avoidance of pain stemming from the environment -- the animal or "Adam" needs; and a second set of needs is designated the human or "Abraham" needs. The latter is concerned with man's inherent bent to seek psychological growth through the accomplishment of tasks. In our society, this is chiefly done in the work milieu.

Herzberg's theory is important to this study in relation to determining whether or not it is applicable to police functions. Three sets of data are included to test this problem. The first is a sampling from an application of Herzberg's original study, which was conducted at Texas Instruments by Scott Myers. The second set of responses is from the writer's own experimentation in the Canadian Ministry of Transport, where MBO was being utilized by a number of units and the third are Calgary City Police and R.C.M.P. responses.

(4) The Data

The original Herzberg study conducted in Pittsburgh was restricted to engineers and accountants, and justifiably criticized on the grounds that this data could not be projected to all occupational groups. Subsequently, the study has been conducted on virtually every occupational group (although not to my knowledge heretofore on policemen), including kitchen staff, white and blue collar workers, factory workers, and even cross-cultural samples from Finnish, Hungarian and Soviet workers.

Simply stated, the data is developed by asking workers to recall the occasion on which their job evoked the most favorable and unfavorable feelings in themselves. A complicated patterned interview was used in the Texas Instruments studies (see samplings of responses). The writer used a simplified version which seems to get to the heart of the theory, but does not provide the mathematical specificity of the original research. Since broad indicators only are required in a study of this scope, this seemed to be the most expedient course to follow.

(5) Texas Instruments Study

Texas Instruments grew from 1700 employees in the early 1950's to over 17,000 today, with current gross annual sales of over \$200 million. This growth was ...

... sparked by a philosophy of management built on informal shirt-sleeve relationships which fostered informal communication, company identification, and dedicated effort at all levels. Underlying this philosophy was the conviction that company goals could best be served by providing opportunities for employees to achieve their personal goals. 38

Texas Instruments (TI) became interested in the work of Herzberg, and this ultimately provided the key to employee motivation and company growth. The following excerpts from the TI study compare favorably with the other two sets of data.

TABLE 2

SAMPLES:::: FAVORABLE AND UNFAVORABLE REACTIONS TO INTERVIEW QUESTIONS BY INCUMBENTS IN FIVE JOB CATEGORIES AT TEXAS INSTRUMENTS

1. Scientist - Favorable

"About six months ago I was given an assignment to develop a new product. It meant more responsibility and an opportunity to learn new concepts."

2. Scientist - Unfavorable

"In the fall of 1961 my group would find problems which needed work. We presented them to our supervisor, and he would say, 'Don't bother me with details; we are in trouble in this area and need one person for guidance, and I am this person.' He assigns the problems."

3. Engineer - Favorable

"In 1959 I was working on a carefully-outlined project. I was free to do as I saw fit. I was doing a worthwhile job and was considered capable of handling the project. The task was almost impossible, but their attitude gave me confidence in how to approach a problem."

4. Engineer - Unfavorable

"In December 1961 I was disappointed in my increase. I was dejected and disillusioned and I still think about it. My supervisor couldn't say much. He tried to get me more money but couldn't get it approved."

5. Manufacturing Supervisor - Favorable

"They had confidence in me to think I could do the job. I am happier when under pressure."

6. Manufacturing Supervisor - Unfavorable

"In the fall of 1958 I disagreed with my supervisor. We were discussing how many of a unit to manufacture, and I told him I thought we shouldn't make too many. He said, "I didn't ask for your opinion ... we'll do what I want."

7. Hourly Male Technician - Favorable

"In June 1961 I was given a bigger responsibility though no change in job grade. I have a better job, more interesting and one that fits in better with my education. I am happier ... feel better about my job."

8. Hourly Male Technician - Unfavorable

"In 1962 I was working on a project and thought I had a real good solution. A professional in the project but not from my group tore down my project bit by bit in front of those I worked with. He made disparaging remarks. I was unhappy with the man and unhappy with myself."

9. Hourly Female Assembler - Favorable

"About two weeks ago I wire-welded more transistors than anyone had ever done -- 2100 in nine hours. My foreman complimented me, and I still feel good. Meant self-satisfaction and peace of mind to know I'm doing a good job for them."

10. Hourly Female Assembler - Unfavorable

"For a while the foreman was partial to one of the girls on the line. She didn't work as hard as the other girls and made phone calls. It got to the point where we went to the man over her foreman and complained. We were all worried since we are afraid of reprisals. 39

It will be seen from the foregoing table that unfavorable reactions relate to social-psychological factors -- stemming from the inability of supervisory personnel to exercise positive and discretionary functions.

TABLE 3 ::: SAMPLE OF FAVORABLE AND UNFAVORABLE RESPONSES
MINISTRY OF TRANSPORT (AIR), OTTAWA, 1970

1. Favorable

The challenge of new projects. Compliments when job completed. Recognition for performance.

2. Unfavorable

Lack of communication with superiors. Lack of consultation with superiors. No encouragement. Faced with routine work situation. Insufficient pay increase. Poor superintendent and management handling of a situation.

3. Favorable

When advised by my OC to apply for a Commission because he felt I was capable of carrying out the duties, I was very pleased. His assessment was based on my performance over a two-year period.

4. Unfavorable

When I was confronted with the frustration of having my work constantly changed by my superior, who felt that no one could write a suitable report or letter other than himself, I was angry.

5. Favorable

When backed up by Director to implement new legislation of believed benefit to the aviation public.

6. Unfavorable

When what were believed to be important recommendations were not acknowledged or actioned.

7. Favorable

At DeHavilland (1957-1960) had part in aircraft design that was the most demanding and rewarding of my years at this company. When design was finished, the Chief Engineer and the supervisor both complimented me on my performance.

8. Unfavorable

Had to ask for transfer because of dissatisfaction with boss.

9. Favorable

Change in job and location when I moved up in position -- I had increased my responsibility and now had certain authority that I never had before.

10. Unfavorable

Unfairly criticized by acting supervisor -- in this case he went out of his way to be mean and vindictive. Although this was several years ago, now I still remember the precise details.

11. Favorable

When a big job, never been tried before, but thought out and brought to a successful conclusion by myself, was proved to be correct all the way.

12. Unfavorable

When a person in whom I trusted was given correct detail, turned this information to my disadvantage and stabbed me in the back.

13. Favorable

accomplishment of selling need for involvement in training sessions, as opposed to lecturing to trainees and determining what is best for the learner.

14. Unfavorable

Failure of top manager to recognize why no job challenge or commitment to an existing job. Why carry out administrative functions on a day-to-day basis? Why not determine what is the best way to achieve the results of the job?

15. Favorable

Responsible for organization classification and career. Structure of RCAF civilian complement. Made all decisions with very little help. Planned all my own schedules. Conducted complete original studies of large units.

16. Unfavorable

During changes being made in organization everybody concerned with own future. People trying to cut each other's throats -- insecurity rife. Workload nil.

17. Favorable

When autocratic supervisor replaced by a "developer" which led to self-fulfillment and a sense of belonging.

18. Unfavorable

Years working under an autocratic supervisor.

19. Favorable

When I'm in the midst of a crisis and all my knowledge, abilities and leadership qualities are being sought to bear on a serious problem or project.

20. Unfavorable

When teamwork breaks down and personal inter-relationships are destroying the avenues of successful completion of tasks.

TABLE 4 : : : SAMPLE FAVORABLE AND UNFAVORABLE RESPONSES
SERVING POLICEMEN, CALGARY, CANADA, 1971

1. Favorable

Several years ago when I and two other officers took part in saving the lives of three people in a burning building. Without our action they would have died, as did seven others who were unable to get out in time. Received press coverage and received a Merit Mark from the department.

2. Unfavorable

After several men junior to me in length of service had been promoted to higher rank, though I was every bit as good an officer as they were. No explanation given by the Department to those who have been bypassed.

3. Favorable

When everything is going smoothly, all really doing well and a big crime has been solved by direct involvement of the bureau.

4. Unfavorable

Men grouchy, for example when latest wage agreement allowed dog handlers and search and rescue personnel \$20.00 more per month than bureau members who have taken training and are classified as experts in their field. Lots of grumbling and mistakes being made.

5. Favorable

When off-duty I caught three guys breaking into a service station. The supervisor praised me and, as it happened the man in charge of our section came to inspect. The corporal in charge praised me to the section inspector. There was also the personal satisfaction of taking the men to court and then to jail.

6. Unfavorable

When I was transferred to highway patrol duties. I had stated I wanted general duties and that was my main interest. I felt I was given no personal consideration for my own wishes.

7. Favorable

Satisfaction and fulfillment by being allowed to work in a field where success measured not by time but by satisfactory completion of cases.

8. Unfavorable

Being removed from active area.

9. Favorable

When having no bosses around (more than one) - given the authority to go ahead with any decision.

10. Unfavorable

Having too many bosses and supervisors around - all telling you what to do -- none of them knowing for sure what was best.

11. Favorable

I was assigned to Warrant Detail where I was left to work on my own. I could use any methods to clear up outstanding warrants.

12. Unfavorable

I was given supreme heck for walking out to a beat on the wrong prescribed route. They were several routes to this beat and the sergeant appeared to look for a fault to pick on me for something.

13. Favorable

Working under the watchful eye of the Inspector and Station Sergeant. Being approached by the Inspector to visit him in his office and being told that the job that was done, was done well and could not have asked for better work.

14. Unfavorable

Being told when joining the job that the public would be looking to you for help and encouragement, then being treated by some supervisors as being nothing but a child.

15. Favorable

Doing a more serious crime investigation and because of the individual energy exerted, the case is successfully concluded. A self-satisfaction feeling of a job well done.

16. Unfavorable

Working a radar car alone with the knowledge that an unwritten quota of enforcement per day is expected.

17. Favorable

Daily, usually when the tasks I perform and the goals I seek are successful.

18. Unfavorable

When by-passed for promotion by two men junior to myself, when no intelligent reasons were provided or offered.

19. Favorable

Expert managerial advice on difficult case involving juveniles.

20. Unfavorable

Supervisor ridiculing writer on parade in front of all fellow workers, when was later proven correct.

C. DISCUSSION

A comparison of data between the TI study, the writer's study in the Ministry of Transport (where NEO is applied), and the data gleaned from police personnel in Calgary, suggests that all are motivated by virtually the same factors and irritated by the same lack of recognition and self-fulfillment, more than hygiene factors.

The motivational factors for all three groups, as indicated by Figure 9, are:

- (i) Achievement
- (ii) Recognition
- (iii) Work itself
- (iv) Responsibility
- (v) Advancement

The maintenance factors are:

- (i) Company policy and administration
- (ii) Supervision
- (iii) Salary
- (iv) Interpersonal Relations
- (v) Working Conditions

We submit that police forces have been as guilty as most other organizations in trying to motivate by improving maintenance factors, pension plans, etc., and the use of the carrot and the stick. Clearly, these procedures are incapable of motivating -- since a satisfied need is no longer a motivator. By optimizing motivation through reference to the factors identified by the police themselves -- increased success and, coincidentally, output and pride in the job may well be the result. This should also be instrumental in dispelling cynicism, creating a "return to commitment." MBO has been eminently successful in creating this commitment elsewhere. There appears to be no practical or psychological reason why it cannot be applied to police forces.

The next section outlines some of the areas where MBO can be helpful in the aforementioned respects.

Figure 9

MOTIVATION/HYGIENE THEORY

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Factors characterizing 1,844 events on the job that led to extreme dissatisfaction.

Factors characterizing 1,753 events on the job that led to extreme satisfaction.

Figure 9 Comparison of factors showing job satisfaction and employee dissatisfaction. (From Frederick Herzberg "One More Time: How Do You Motivate Employees." Harvard Business Review, January - February, 1968, Page 57.)

X - VARIANCE BETWEEN EXISTING AND PREFERRED
PRACTICE IN KEY POLICING FUNCTIONS

A. ARE OBJECTIVES BEING DEFINED?

The attached questionnaire (table 5), comprised of thirty-five questions, was administered to sixty-five serving policemen from the Calgary City Police Department and the Royal Canadian Mounted Police during the Spring of 1971. Only twenty-six questionnaires were used in the final analysis, these representing a breakdown consistent with the relative size of the units within the departments concerned. For example, the Patrol Unit is the largest segment of the City of Calgary police force, and a proportionate number of samples was used from it. With smaller units within the City Police and R.C.M.P., only one sample was used. Questions are based on the most critical problems in current police work, based upon observation and experience. Questions are also drawn from the behavioural sciences, to provide an insight into the organizational climate existing within police departments and to determine whether or not their structures are amenable to the MBO approach. The questionnaire was designed to compare existing and preferred practice as perceived by the respondent.* All of the respondents are at least first-class constables in the organizations concerned.

* Data was tested for statistical significance. A "T" test of difference of correlative means indicated that the questionnaire had a discriminative validity and that all "T" values had a probability error less than .001. See Figure 10 for a graph depicting the difference between preferred and existing practices, and Table 6, which is a computer printout of results.

Figure 10

GRAPH DEPICTING THE VARIATION OF
RESPONSE MEANS OF EXISTING/PREFERRED
PRACTICE - TWENTY-SIX POLICEMEN
CALGARY 1971

K.C. Hollington
1971

TABLE 5:

Force: CP MP Other -77-
Unit:
Level: 1 2 3
Years: -5, 6-10, 11-15,
16-20, 21+

POLICE OBJECTIVES QUESTIONNAIRE

INSTRUCTIONS:

Please answer the following questions by circling the number that corresponds to one of the following:

1. none	4. a great deal
2. some	5. a very great deal
3. quite a bit	

Responses will reflect how you regard existing practice and how you regard preferred practice.
EXAMPLE:

A. The Department's objectives are communicated to the general public.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

WHAT DO YOU PERCEIVE TO BE THE EXISTING AND PREFERRED PRACTICE WITH RESPECT TO THE FOLLOWING STATEMENTS?

1. Members of the organization are operating at maximum effectiveness.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

2. The job commands respect in the community.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

3. Community relations are utilized.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

4. Recognition for a job well done is assured.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

5. Objectives of the department are clear to all members.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

6. You are recruiting at a high enough educational level.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

POLICE OBJECTIVES QUESTIONNAIRE

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7. The objectives of each member are well tied in with overall departmental objectives.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

8. Channels exist and are used for better ways to do the job to come forward.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

9. Members of the department are committed to objectives.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

10. Decision-making is based on rational factors and to achieve concrete objectives.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

11. You receive training in crisis intervention (domestic disputes, etc.).

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

12. Members are promoted as a result of their achievement of established goals.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

13. Your department in the last twelve months was successful in achieving its objectives.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

14. Pay is satisfactory.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

15. Jobs are structured to provide challenge and responsibility.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

16. Public relations in the department are well developed.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

17. Change and innovation are encouraged in the department.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

18. Communications between levels are effective.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

POLICE OBJECTIVES QUESTIONNAIRE

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19. Each member knows precisely what his job consists of.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

20. A career development plan ensures continued development.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

21. Delegation is used to develop managerial talent.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

22. The training program effectively contributes to overall objectives.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

23. Planning and decisions take account of the views of all those who are concerned.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

24. Each member has specific routine, problem solving and personal goals.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

25. Objectives are communicated effectively to the public.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

26. Your department has effective relationships with its political overseer, Police Commission, etc., permitting the job to be accomplished with a minimum of interruption.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

27. Research and analysis is providing factual data which is of use in preventing or deterring crime.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

28. Reporting procedures give the best possible picture of the "police problem".

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

29. Men and cars are scientifically deployed according to hard data on the incidence of crime, traffic problems, etc.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

POLICE OBJECTIVES QUESTIONNAIRE

30. Recruiting is done on the basis of effective selection standards and testing procedures.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

31. Training is based on objectively defined needs.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

32. Punishment and discipline are fair.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

33. The end results of a duty or mission is what is important with the details or means left mostly to your own initiative.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

34. Employee counselling is practiced and is effective.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

35. Assignments and shifts correspond closely to actual police demands and crime patterns.

Existing Practice
1 2 3 4 5

Preferred Practice
1 2 3 4 5

TABLE 6

RESULTS AND RELIABILITY OF DATA

EXISTING PRACTICE RESPONSE DATA				DIFFERENTIAL PRACTICE RESPONSE DATA				VARIATION OF RESPONSE MEANS	
ANSWER MEAN	VARIANCE OF DATA	STANDARD DEVIATION OF DATA	ANSWER MEAN	VARIANCE OF DATA	STANDARD DEVIATION OF DATA	ANSWER MEAN	VARIANCE OF DATA	STANDARD DEVIATION OF DATA	VARIATION OF RESPONSE MEANS
2.500	0.3300	0.5744	4.750	0.1800	0.4243	2.500	0.3300	0.5744	2.250
2.750	0.2700	0.5196	4.500	0.2100	0.4583	2.750	0.2700	0.5196	1.750
3.000	0.5300	0.7280	4.250	0.3500	0.5916	3.000	0.5300	0.7280	2.250
3.250	0.5300	0.7280	4.000	0.5000	0.7071	3.250	0.5300	0.7280	2.250
3.500	0.8100	0.9000	3.750	0.6500	0.8062	3.500	0.8100	0.9000	2.250
3.750	0.9600	0.9798	3.500	0.8100	0.9000	3.750	0.9600	0.9798	2.250
4.000	1.1100	1.0540	3.250	0.9600	0.9798	4.000	1.1100	1.0540	2.250
4.250	1.2600	1.1225	3.000	1.1100	1.0540	4.250	1.2600	1.1225	2.250
4.500	1.4100	1.1833	2.750	1.2600	1.1225	4.500	1.4100	1.1833	2.250
4.750	1.5600	1.2411	2.500	1.4100	1.1833	4.750	1.5600	1.2411	2.250
5.000	1.7100	1.3000	2.250	1.5600	1.2411	5.000	1.7100	1.3000	2.250
5.250	1.8600	1.3589	2.000	1.7100	1.3000	5.250	1.8600	1.3589	2.250
5.500	2.0100	1.4178	1.750	1.8600	1.3589	5.500	2.0100	1.4178	2.250
5.750	2.1600	1.4767	1.500	2.0100	1.4178	5.750	2.1600	1.4767	2.250
6.000	2.3100	1.5356	1.250	2.1600	1.4767	6.000	2.3100	1.5356	2.250
6.250	2.4600	1.5945	1.000	2.3100	1.5356	6.250	2.4600	1.5945	2.250
6.500	2.6100	1.6534	0.750	2.4600	1.5945	6.500	2.6100	1.6534	2.250
6.750	2.7600	1.7123	0.500	2.6100	1.6534	6.750	2.7600	1.7123	2.250
7.000	2.9100	1.7712	0.250	2.7600	1.7123	7.000	2.9100	1.7712	2.250
7.250	3.0600	1.8301	0.000	2.9100	1.7712	7.250	3.0600	1.8301	2.250
7.500	3.2100	1.8890		3.0600	1.8301	7.500	3.2100	1.8890	2.250
7.750	3.3600	1.9479		3.2100	1.8890	7.750	3.3600	1.9479	2.250
8.000	3.5100	2.0068		3.3600	1.9479	8.000	3.5100	2.0068	2.250
8.250	3.6600	2.0657		3.5100	2.0068	8.250	3.6600	2.0657	2.250
8.500	3.8100	2.1246		3.6600	2.0657	8.500	3.8100	2.1246	2.250
8.750	3.9600	2.1835		3.8100	2.1246	8.750	3.9600	2.1835	2.250
9.000	4.1100	2.2424		3.9600	2.1835	9.000	4.1100	2.2424	2.250
9.250	4.2600	2.3013		4.1100	2.2424	9.250	4.2600	2.3013	2.250
9.500	4.4100	2.3602		4.2600	2.3013	9.500	4.4100	2.3602	2.250
9.750	4.5600	2.4191		4.4100	2.3602	9.750	4.5600	2.4191	2.250
10.000	4.7100	2.4780		4.5600	2.4191	10.000	4.7100	2.4780	2.250
10.250	4.8600	2.5369		4.7100	2.4780	10.250	4.8600	2.5369	2.250
10.500	5.0100	2.5958		4.8600	2.5369	10.500	5.0100	2.5958	2.250
10.750	5.1600	2.6547		5.0100	2.5958	10.750	5.1600	2.6547	2.250
11.000	5.3100	2.7136		5.1600	2.6547	11.000	5.3100	2.7136	2.250
11.250	5.4600	2.7725		5.3100	2.7136	11.250	5.4600	2.7725	2.250
11.500	5.6100	2.8314		5.4600	2.7725	11.500	5.6100	2.8314	2.250
11.750	5.7600	2.8903		5.6100	2.8314	11.750	5.7600	2.8903	2.250
12.000	5.9100	2.9492		5.7600	2.8903	12.000	5.9100	2.9492	2.250
12.250	6.0600	3.0081		5.9100	2.9492	12.250	6.0600	3.0081	2.250
12.500	6.2100	3.0670		6.0600	3.0081	12.500	6.2100	3.0670	2.250
12.750	6.3600	3.1259		6.2100	3.0670	12.750	6.3600	3.1259	2.250
13.000	6.5100	3.1848		6.3600	3.1259	13.000	6.5100	3.1848	2.250
13.250	6.6600	3.2437		6.5100	3.1848	13.250	6.6600	3.2437	2.250
13.500	6.8100	3.3026		6.6600	3.2437	13.500	6.8100	3.3026	2.250
13.750	6.9600	3.3615		6.8100	3.3026	13.750	6.9600	3.3615	2.250
14.000	7.1100	3.4204		6.9600	3.3615	14.000	7.1100	3.4204	2.250
14.250	7.2600	3.4793		7.1100	3.4204	14.250	7.2600	3.4793	2.250
14.500	7.4100	3.5382		7.2600	3.4793	14.500	7.4100	3.5382	2.250
14.750	7.5600	3.5971		7.4100	3.5382	14.750	7.5600	3.5971	2.250
15.000	7.7100	3.6560		7.5600	3.5971	15.000	7.7100	3.6560	2.250
15.250	7.8600	3.7149		7.7100	3.6560	15.250	7.8600	3.7149	2.250
15.500	8.0100	3.7738		7.8600	3.7149	15.500	8.0100	3.7738	2.250
15.750	8.1600	3.8327		8.0100	3.7738	15.750	8.1600	3.8327	2.250
16.000	8.3100	3.8916		8.1600	3.8327	16.000	8.3100	3.8916	2.250
16.250	8.4600	3.9505		8.3100	3.8916	16.250	8.4600	3.9505	2.250
16.500	8.6100	4.0094		8.4600	3.9505	16.500	8.6100	4.0094	2.250
16.750	8.7600	4.0683		8.6100	4.0094	16.750	8.7600	4.0683	2.250
17.000	8.9100	4.1272		8.7600	4.0683	17.000	8.9100	4.1272	2.250
17.250	9.0600	4.1861		8.9100	4.1272	17.250	9.0600	4.1861	2.250
17.500	9.2100	4.2450		9.0600	4.1861	17.500	9.2100	4.2450	2.250
17.750	9.3600	4.3039		9.2100	4.2450	17.750	9.3600	4.3039	2.250
18.000	9.5100	4.3628		9.3600	4.3039	18.000	9.5100	4.3628	2.250
18.250	9.6600	4.4217		9.5100	4.3628	18.250	9.6600	4.4217	2.250
18.500	9.8100	4.4806		9.6600	4.4217	18.500	9.8100	4.4806	2.250
18.750	9.9600	4.5395		9.8100	4.4806	18.750	9.9600	4.5395	2.250
19.000	10.1100	4.5984		9.9600	4.5395	19.000	10.1100	4.5984	2.250
19.250	10.2600	4.6573		10.1100	4.5984	19.250	10.2600	4.6573	2.250
19.500	10.4100	4.7162		10.2600	4.6573	19.500	10.4100	4.7162	2.250
19.750	10.5600	4.7751		10.4100	4.7162	19.750	10.5600	4.7751	2.250
20.000	10.7100	4.8340		10.5600	4.7751	20.000	10.7100	4.8340	2.250
20.250	10.8600	4.8929		10.7100	4.8340	20.250	10.8600	4.8929	2.250
20.500	11.0100	4.9518		10.8600	4.8929	20.500	11.0100	4.9518	2.250
20.750	11.1600	5.0107		11.0100	4.9518	20.750	11.1600	5.0107	2.250
21.000	11.3100	5.0696		11.1600	5.0107	21.000	11.3100	5.0696	2.250
21.250	11.4600	5.1285		11.3100	5.0696	21.250	11.4600	5.1285	2.250
21.500	11.6100	5.1874		11.4600	5.1285	21.500	11.6100	5.1874	2.250
21.750	11.7600	5.2463		11.6100	5.1874	21.750	11.7600	5.2463	2.250
22.000	11.9100	5.3052		11.7600	5.2463	22.000	11.9100	5.3052	2.250
22.250	12.0600	5.3641		11.9100	5.3052	22.250	12.0600	5.3641	2.250
22.500	12.2100	5.4230		12.0600	5.3641	22.500	12.2100	5.4230	2.250
22.750	12.3600	5.4819		12.2100	5.4230	22.750	12.3600	5.4819	2.250
23.000	12.5100	5.5408		12.3600	5.4819	23.000	12.5100	5.5408	2.250
23.250	12.6600	5.5997		12.5100	5.5408	23.250	12.6600	5.5997	2.250
23.500	12.8100	5.6586		12.6600	5.5997	23.500	12.8100	5.6586	2.250
23.750	12.9600	5.7175		12.8100	5.6586	23.750	12.9600	5.7175	2.250
24.000	13.1100	5.7764		12.9600	5.7175	24.000	13.1100	5.7764	2.250
24.250	13.2600	5.8353		13.1100	5.7764	24.250	13.2600	5.8353	2.250
24.500	13.4100	5.8942		13.2600	5.8353	24.500	13.4100	5.8942	2.250
24.750	13.5600	5.9531		13.4100	5.8942	24.750	13.5600	5.9531	2.250
25.000	13.7100	6.0120		13.5600	5.9531	25.000	13.7100	6.0120	2.250
25.250	13.8600	6.0709		13.7100	6.0120	25.250	13.8600	6.0709	2.250
25.500	14.0100	6.1298		13.8600	6.0709	25.500	14.0100	6.1298	2.250
25.750	14.1600	6.1887		14.0100	6.1298	25.750	14.1600	6.1887	2.250
26.000	14.3100	6.2476		14.1600	6.1887	26.000	14.3100	6.2476	2.250
26.250	14.4600	6.3065		14.3100	6.2476	26.250	14.4600	6.3065	2.250
26.500	14.6.4								

B. DATA ANALYSIS AND RELEVANCE

Data relevance in relationship to statistical significance is discussed in this section and lead to study conclusions and recommendations.

1. Political Overseer Relations

Accuracy indicators were embodied in data collection and assessment techniques. One of the validity-checking questions is question #26, which states: "Your department has effective relationships with its political overseer, police commissions, etc., permitting the job to be accomplished with a minimum of interruption." This question, understandably, as the following elaboration explains, has the greatest variation of response means (3.1115).

In Calgary, the recently-released Morrow Commission Report on Civic Administration criticized Calgary's City Council and Mayor for interference in police matters (the Mayor was, until recently, chairman of this Commission).^{*} Particular reference was made to an instance where a city alderman moved an apple tree out of the city's urban renewal area (under police escort!) and had it replanted; and a directive from the Mayor's office, to the police, urging restraint during a "rock festival" held at the city's McMahon Stadium during the summer of 1970.

Calgary City Police respondees interviewed during the course of the Morrow Commission inquiry expressed strong dissatisfaction with interference in their activities from the Mayor and Police Commission.

^{*}The Province of Alberta Attorney General's Department has subsequently declared its intention to establish a provincial police commission to supercede local commissions, and unify standards. This has evoked criticism with regard to local autonomy and sensitivity to local conditions, and with regard to a potential excess of power in the hands of the provincial government.

This controversy highlights the dichotomy between the police forces, charged with enforcing laws, and public officials, obliged to maintain harmony, order and public approval in the community. Validity of the questionnaire appears to be supported since, as anticipated, question #26 relating to police-political interrelationships evoked the greatest response. It is interesting, however, that R.C.M.P. samples did not reflect the same strong reaction in this regard, indicating that the R.C.M.P.'s political overseer is not, at least at the working level, interrupting police activities. However, such situations can occur and the lack of immunity from such conflict was indicated in the Canadian Federal police force on one instance when the then Commissioner of the R.C.M.P., L. H. Nicholson, resigned as a result of a conflict with the Premier of the Canadian Province of Newfoundland (during a loggers' strike).

2. Change and Innovation (Question 17)

The second most significant response in terms of variation of means resulted from the question: "Change and innovation are encouraged in the Department."

In many organizations those at the lower levels feel that current practices are not susceptible to beneficial change. Police forces are typical in this regard. There is considerable impatience to bring into practice some of the innovative procedures and philosophies being used by various other departments to forestall criminal activity and obtain more effective police functioning. An example in this connection would be the "mod squad" used by the Toronto police department, which is novel in Canadian community relations. Response to this question is interesting because it indicates an upswelling of desire, within the lower echelons of police activity, for better ways to perform effectively. This tendency supports the contention that MBO -- heavily imbued with the idea of providing the climate for change and innovation -- can indeed be applied to and supported by police departments.

3. Crisis Intervention (Question 11)

Question 11 relates to crisis intervention, including domestic disputes and related matters, and asks about the adequacy of training in these areas. It was felt that if there was a wide variation of response means here between existing and preferred practice, this would be further validation of our approach. More policemen are killed investigating domestic disputes and involving themselves in crisis intervention than in any other form of police activity. Policemen appear to feel that they are not trained to handle these situations.

The New York City police department recently posed the problem to New York State University personnel, and psychologists there subsequently developed a program in crisis intervention which has been adopted by many other police forces. The New York program was assessed, and it involves a great deal of role playing with emphasis on understanding the complexity of human relationships. The material obtained was turned over to the Calgary City Police, which has now instituted Crisis Intervention Training in its program. Undoubtedly, most of the sampling has not been exposed to this training as yet.

4. Communications (Question 18)

The next question of note queries: "Communications between levels are effective," and ranked fourth in terms of variation of response means. Most organizations have communications problems, and police forces are no exception. Policemen appear to be clearly aware of communications problems both within their own organization, and between the police and other agencies and the public at large. There are also communications problems with other agencies in the criminal justice system. Most are convinced that police departments could and should be doing more in communicating with the public, particularly to enlist public support.*

* Calgary City Police provide excellent examples of public-related activities: An annual exposition stressing police activities, including traffic, drugs, home security, training and education; and the "Calgary Safety Roundup" television presentation which with young participants (including music and entertainment) stresses traffic safety -- a long-standing pioneering program which is a North American exemplar, both for effect and the improvement of the police image among the young.

5. Career Development and Reporting Procedures
(Questions 20 and 23)

Police responses to the question: "A career development plan insures continued development," are next in statistical significance. Equally significant is: "Reporting procedures give the best possible picture of the 'police problem'."

Many police departments have not developed career-development programs. Current patterns of structure, function and personnel "planning" have evolved on a basis of expediency, over the years, rather than as a result of rational planning.

Career planning for policemen requires re-examination, perhaps along the lines suggested by Mr. P. Chartrand of the Canadian Public Service. His concept of "work performance review" is based on the simultaneous consideration of both personal and organizational goals. Both productivity and personal growth are seen as two vital elements in the work environment; elements which are often lost sight of in the pressures of day-to-day police activity.

With regard to reporting procedures (Question 28), there is no doubt that a lack of resources exists in the research area. There is a plethora of statistical data relating to various facets of police activity, but few solutions have heretofore been presented, owing to poor application of personnel and resources. Recommendations in this area will be included in the concluding chapters.

Significant variation was also found in response to the proposition: "Planning and decisions take account of the views of all those who are concerned" (Question 23).

In a semi-military, hierarchial organization it is to be expected that not all persons involved are going to be consulted before decisions take place. The question is whether or not a police organization that is crisis-oriented and largely reactive can reasonably involve concerned parties in decisions. Of course, decisions must be made at various levels from overall philosophy, to policy, to operational matters. But ostensibly, each individual within the structure must be part of the goal-setting process at the appropriate level. Whether or not this is possible depends to a great extent on the prevailing organizational climate. Certainly MBO would go a long way towards clarifying the situation and rectifying it.

6. Job Structure (Question 15)

The question: "Jobs are structured to provide challenge and responsibility" applies to one of the key problems in police departments, as elsewhere. Walking the beat, traffic enforcement, and related functions, are jobs which must be done but do not involve, as currently structured, a satisfactory level of motivators. Although job rotation is utilized, Herzberg points out, that this is not always effective. i.e., one dull job to another dull job. Team policing and the realigning of tasks and responsibilities may be methods of instilling motivation in these areas, and are perfectly consistent with MBO practice.

7. Promotion (Question 12)

The responses to Question 12: "Members are promoted as a result of their achievement of established goals," indicates that there is some dissatisfaction with existing practice. This assimilates with the need for an improved career-development and evaluation system, and clearer statements of goals at every level. If police department reward systems are based more on the criterion of "criminal catching" than on community service and preventative police work, it is evident that members involved in the main lines of police enforcement activity (i.e. detectives) are going to reach success faster than members in non-enforcement functions -- where the results may be equally important but not as sensational or traditionally valued.

8. Employee Counselling (Question 34)

Employee counselling is a key problem in the police field. Several years ago a question was asked in the Canadian House of Commons concerning the high rate of R.C.M.P. suicides. From the writer's experience, there is seldom someone outside the line of authority with whom a policeman can consult on personal problems. The personnel officer would be the logical person, but in military organizations he is most often linked through formal channels and reporting procedures to higher authority. Apparently indicated is the need for a counselling system, as exists in certain government departments, where confidentiality is maintained and the person doing the counselling has adequate training and empathetic capacity.

Another alternative would be to engage counselling services outside the police departments where members with personal problems (such as domestic problems often relating to the necessity for shift work) and emotional problems, can go to seek professional help.

9. Suggestion Systems (Question 8)

"Channels exist and are used for better ways to do the job to come forward" is closely linked to its previous question, "Change and innovation are encouraged in the department." Results from the question indicate a considerable gap between existing and preferred practice. The R.C.M.P., however, participate in the Federal Government's Incentive Award Program and can circumvent, to an extent, line authority.

10. Police Effectiveness

The leading question regards police effectiveness. Data indicates that most members of police departments have more to offer than they are currently contributing. This is the essence of this dissertation.

11. Delegation and Public Communication (Questions 21 and 25)

The questions: "Delegation is used to develop managerial talent," and "Objectives are communicated effectively to the public," were relatively high in response means.

Members realize that delegation is not being used to its fullest extent, or an effective extent. With respect to public communication, most policemen feel alienated from the general public. This study's remarks on police cynicism are illustrative of this condition.

* * *

The foregoing comments indicate overall trends in police attitudes and responsiveness to and desire for beneficial changes. Most policemen appear to perceive the need to improve functions in a great many areas of their endeavor. One is compelled to wonder why, if the steps are desirable to both police and public, they have not been articulated or implemented in any meaningful manner.

XI - CLARIFICATION OF OBJECTIVES THROUGH TRIAL GOAL-SETTING SESSIONS

A. INTRODUCTION

This aspect of the examination of the topic deals with goal-setting for police forces in the areas of routine activity, innovative measures, problem-solving, and personal goals. A range of tests were made involving policemen in the following fields: training; commercial fraud; supervision; investigation; identification; and the city patrol division.

Each respondent was familiarized with the concept of Management By Objectives. Some, as indicated in the following response review, produced higher-level goals while others apparently were unable to relate to the concept of goal-setting and saw goals as improvements in the area of day-to-day activities. This is to be expected, as MBO involves a restructuring of job perception as compared with the conventional method of police "management". Almost all respondents, however, could see the merit of the approach. The query format was developed specifically for the purposes of this study, and the matter of follow-up is dealt with in the conclusions following.

The review of the philosophy of MBO provided each respondent (Appendix C) was substantiated by further discussion and interview -- to insure that the individuals involved had a clear grasp of the MBO concept and the purpose of the responses.

B. SESSION ONE - CITY POLICE TRAINING SECTION

The respondent is a sergeant in the City of Calgary police force, primarily responsible for recruiting and in-service training. He is oriented toward the behavioural sciences, and inclined to improve training and levels of performance. After a review of the material, the interview revealed that the subject had no difficulty in grasping the concept. The quality of his goals (Figure 11) and the fact that he could conceptualize them into routine, problem-solving, innovative and personal categories is testimony to the sergeant's astuteness. Predominantly, he realized the value of the approach and subsequently took the matter up with his immediate superior, a Staff Inspector. The Staff Inspector was interviewed and suggested that the implementation of such a system would have considerable merit, and was very useful in clarifying respective roles within the Training Section. Since this particular Staff Inspector reports directly to the Deputy Chief, it can be postulated that MBO might be favorably received and advocated by at least some of the command layers.

It should be stressed, however, that this particular unit is Theory "Y" oriented, as evidenced by the fact that the Inspector frequently encourages his staff to engage in "brainstorming" sessions for the purpose of producing better training ideas and methods. One of the current projects involves the identification of non-departmental resource persons for use as guest lecturers, to offset some of the inbreeding the training process is susceptible to.

Figure 11

POLICE WORK PLAN

NAME: Phil CROSBY-JONES.Sgt UNIT: Recruiting & Training DATE: 30th April, 1971 -93-

PERIOD July 1st - December 31 APPROVED: NEXT REVIEW:

KEY INDICATORS	ACHIEVEMENT MEASURES	TIME*			PRIORITY
		P	R	O	
A. ROUTINE GOALS					
1. Recruitment	Bring established strength of force up to 681 by Dec 31st, 1971	Dec 31st	Dec 1st	Nov 20th	1
2. Recruit Training	Complete one ten week course and commence a second one.	Dec 15th	Dec 1st	Nov 22nd	2
3. In-Service Training	Complete 1971 program to include all uniform personnel below the rank of Station Sergeant.	(Scheduled termination date)			3
4. Police Science Program - Mount Royal College	Expand course to include a further 20 members with tuition paid by the City of Calgary with a further 20 members on their own initiative	1972	Sept 1st	August 1st	4
5. Promotion Exams	Prepare 12 exam papers to cover all promotional areas within the force.	Dec 31st	Dec 15th	Dec 1st	5
B. PROBLEM/SOLVING GOALS					
6. Family Crisis Intervention	Achieve acceptance of techniques taught for the handling of Family Disturbances in accordance with New York Police experiment	(End of scheduled In-Service course)			1
7. Police Library	Re-locate police library to provide better accessibility and enlarge selection of literature	Dec 31st	Nov 1st	Oct 1st	2
8. Outside Lecturers	Bring in speaker from John Howard and Alcoholics Anonymous	Dec 31st	Oct 15th	Oct 1st	3
C. INNOVATIVE GOALS					
9. Training Time	Increase length of Recruit Training Course from 10 to 11 weeks.	1972	Nov 22nd	Sept 1st	1
10. Development of Research Section	Catalogue material suitable for future lectures and research papers.		Dec 21st		2
11. Training Evaluation	Evaluate the effectiveness of current Recruit Training & suggest new areas of concentration.	1972	Dec	Nov 22nd	3
D. PERSONAL GOALS					
12. College Education Mount Royal.	Maintain 'A' Grades in Police Science and Optional Subject (Psychology) during Fall Semester				1
13. New Lectures.	Prepare new series of lectures to cover the Bail Reform Bill	1972	Dec 31st	Nov 30th	2
14.					

~~P~~rognostic; ~~R~~ealistic; ~~O~~ptimistic.

*P=possibilistic; R=realistic; O=optimistic.

C. SESSION TWO - COMMERCIAL FRAUD SECTION

The goal-setting session with Constable Dave "Smith" was very informative (Figure 12). He mentioned that he had only been on the job for six months, and had such a heavy case load that he had not time to think much about what his precise goals were. The session was useful in clarifying the work situation. At first he declared that he did not have any innovative goals, but in the course of the session and during a coffee break he was able to articulate the goal of improving methods of case reporting. This indicates that problems in the work situation stimulate desire for and thoughts on improvements, regardless of routine pressures. Constable Smith is continuing his formal education in the field and showed a keen desire to learn as much as he could in the complicated field of commercial fraud ("white-collar crime"), often now referred to simply as "economic crime".

NAME: Cpl. Ron HarveyUNIT: Commercial Fraud Sec.
RCMP, CalgaryDATE: May 5, 1971PERIOD: May-Nov. 1971.

APPROVED: _____

NEXT REVIEW: Nov. 1971Objective: investigates and enforces commercial fraud legislation.KEY INDICATORSACHIEVEMENT MEASURESTIME*PRIORITY

<u>A. ROUTINE GOALS</u>		<u>TIME*</u>			<u>PRIORITY</u>
		<u>P</u>	<u>R</u>	<u>O</u>	
1. To investigate the collapse of "X" Trust Co. Alberta.	(a) to complete the submission of preliminary reports on all phases of investigation and forward to Provincial Attorney General and RCMP.	1-12-71	1-11-71	1-10-71	1.
	(b) to outline specifically what offenses have been committed and identify all parties involved.	1-11-71	1-9-71	1-8-71	2.
	(c) to commence gathering of documentary evidence and interviewing of some parties in (b) and other witnesses.	1-9-71	1-7-71	1-6-71	3.
					5.
	(a) documentation sufficient to initiate prosecution through Provincial Judge's Court obtained and analyzed.	1-10-71	1-8-71	1-7-71	4.
<u>B. PROBLEM SOLVING GOALS</u>					
3. Improve communication with other jurisdictions having similar functions, i.e. the Calgary City Police and the Alberta Securities Commission.	(a) liaison with officials of these agencies to clarify respective roles and to check-out additional means of joint co-operation.	1-2-72	1-1-72	1-11-71	1.
<u>C. INNOVATIVE GOALS</u>					
4. Improve method of case reporting to higher authority.	(a) formulate and introduce plan to eliminate day-to-day progress reports by substituting "synoptics" of evidence gathered, on a monthly basis. Write-up for adoption on a national scale; commenting on savings and efficiency in real terms.		1-7-71		1.
<u>D. PERSONAL GOALS</u>					
5. Continue education at University of Calgary.	Complete with passing grade course in Intermediate Accounting.		April 1972.		1.

* P=pessimistic; R=realistic; O=optimistic

D. SESSION THREE - R.C.M. POLICE, SECTION SUPERVISOR

Staff-Sergeant Jack Kenney could readily see the value of the MEO system (Figure 13), and suggested that generally the theory would complement the present atmosphere which is generally Theory "Y" oriented, with a few exceptions.

His prime reservation hinged on those cases when supervisory styles rely very heavily on resort to the "chain of command", and when individuals are not encouraged to learn from mistakes as part of the process of becoming an effective policeman -- but are in fact "slapped down." The old adage 'once bitten twice shy' would come into play in these cases. But where genuine delegation is practiced and risk-taking accepted as being a normal practice, he saw great room for personal growth. He saw this as particularly pertinent to the travelling MEO, the section supervisor responsible for morale and effectiveness in his area. This would include bringing to the attention of the Officer Commanding instances of good work deserving of recognition, as well as acts deemed to be harmful.

This officer mentioned that one need not be stymied by personalities in bringing forth innovative ideas, since under the suggestion award system prevailing in the R.C.M.P. ideas could be channeled around local authority for consideration at a higher level. He felt this was a healthy situation.

His goals in relation to subordinates would hopefully include indicators of stated police objectives, such as:

- (i) to "maintain prescribed levels of crime clearance under the Criminal Code";
- (ii) to reduce traffic accidents by five per-cent on the Calgary-Banff Highway during the next six months;
- (iii) to conduct fifty public education courses in home security ... etc.

NAME: S/Sgt. Jack Kenney UNIT: West Section NCO, DATE: May 5, 1971.
Calgary Sub-Division
 PERIOD: May-Nov. 1971 APPROVED: _____ NEXT REVIEW: 5 Nov. 1971

KEY INDICATORS	ACHIEVEMENT MEASURES	TIME*			PRIORITY
		P	R	O	
A. ROUTINE GOALS					
1. Consult with Sunff and Lake Louise Park Officials	(a) work out a preliminary study on increased law enforcement resources required to police new facilities.		1-9-71		3
2. Audit complaintsheets of all West Section Detachments.	(a) on monthly basis and report any problems or significant trends to Officer Commanding and HQ.		5th of each month.		1
3. Consult with town councils regarding progress and results of town-police contracts.	(a) each town council to be contacted at least once each six months.		5-11-71		4
4. Insure that all members are aware of changes in legislation, policy, rules regulations and orders.	(a) through mandatory inspection visits.		5-11-71		2
B. PROBLEM SOLVING GOALS					
1. Co-ordinate Drug Seminar involving three Detachments each session.	(a) orientation on latest methods of enforcing drug laws and novel methods of concealment from detection.	31-7-71	three by 15-6-71 31-6-71.		1
2. Procure tape-recording equipment for all Detachments to expedite investigations.	(a) all Detachments to be equipped (b/ followup with study of overall effects and need for possible training.		1-5-72		2
			1-6-72		3
3. Articulate Suggestion-Award System.	(a) all members to be aware of system	15-7-71	15-6-71	16-7-71	4
C. INNOVATIVE GOALS					
1. Implement missing persons (tourists) column on Tourist page of Calgary Herald to alleviate heavy demand on police during Summer.	(a) finalize with Herald officials (b) report on effectiveness to Herald and to "HQ" (c) write article on results for RCMP Gazette (national distribution to police agencies)		1-6-71		1
			1-10-71		2
			1-10-71		3
D. PERSONAL GOALS					
1. University of Calgary, studies leading to B.A. (Psychology)	Complete two courses in program, commencing Sept. 1971.		April 1972.		1

* P=pessimistic; R=realistic; O=optimistic

* P=pessimistic; R=realistic; O=optimistic

E. SESSION FOUR - CITY POLICE DETECTIVE BRANCH

The writer did not provide the same degree of coaching with Calgary City Police detective N. Graham as with the prior three respondents. The respondent did have the familiarization review, and one interview was conducted. As seen (Figure 14), the goals set are virtually valueless in the form submitted. They are vague and primarily related to activities or motion toward goals, not in the establishment of realistic, attainable and desirable end results.

Although with further consultation a tenable set of goals could undoubtedly be agreed on, this was not done for the express purpose of illustrating that goal-setting is a difficult job. It has been found in government that some managers never really get a feeling for MBO, although most do after varying degrees of coaching and consultation with their boss.

It should also be noted that the detective division is very reactive, and probably is one of the most difficult areas within a police force to make long-range plans for. This investigation suggests, however, that a good portion of the job would lend itself to motivational goal-setting which would include encouraging a greater degree of public cooperation.

POLICE WORK PLAN

Figure 14

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NAME: N. Graham UNIT: Detective DATE: 9 May 1971

PERIOD: May-Aug. 1971. APPROVED: _____ NEXT REVIEW: 9 Aug.

KEY INDICATORS	ACHIEVEMENT MEASURES	TIME*			PRIORITY
		P	R	O	
A. ROUTINE GOALS					
1. Have duties clearly defined.	1. Management has to be indoctrinated as to their function in regard to work required.	1 yr.	6-9 mos.	4 mos.	1
2. Have daily reports all read and all vital information assimilated prior to arrival of complainants in private informations.	2. Collect all reports in one specific area.				
3. Make out necessary particulars in a concise manner.	3. Make sure all information has been taken initially by investigating officers.				
B. PROBLEM SOLVING GOALS					
1. Management to assess duties.	1. Training Division to teach recruits procedure and methods in current practice.	1 yr	9 mos.	3 mos.	
2. Set-up daily routine in regard to reports.					
3. Standard form in regard to information particulars.					
C. INNOVATIVE GOALS					
1. Standard form for particulars in regard to private information and particulars.	1. Management to approve standard form.				
D. PERSONAL GOALS					
1. Complete Mount Royal College Diploma Course	1. Study and learn.	2 yrs.	1 1/2 yrs	1 yr	
2. Promotion on job.					

* P=pessimistic; R=realistic; O=optimistic

F. SESSION FIVE - CRIMINAL IDENTIFICATION SECTION

As in the previous case, the respondent was not coached to any great extent. It is noteworthy that with respect to about one half of the goal types, he was able to supply quantifiable achievement measures (Figure 15). Odiorne has suggested that qualitative goals are quite acceptable where quantification is not possible or feasible, and the subject of D.M. Nelson's Initial Achievement Measure ("lack of mistakes, errors and complaints") may fall into this category. Possibly, a positive reduction of errors by say ten per-cent is attainable, and would subsequently be mutually agreed to by the individual and his superior at the consultation stage.

With respect to innovative goals, it would appear that the individual's workload is so concentrated and duties so specified that little is possible at this time. However, this type of police function certainly lends itself to goal-setting procedures.

POLICE WORK PLAN

Figure 15

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NAME: D.M. Nelson UNIT: C.I.B. DATE: May 16th, 1971
 PERIOD: _____ APPROVED: _____ NEXT REVIEW: _____

<u>KEY INDICATORS</u>	<u>ACHIEVEMENT MEASURES</u>	<u>TIME*</u>			<u>PRIORITY</u>
		P	R	O	
<u>A. ROUTINE GOALS</u>					
1. Maintaining efficient & accurate operation of both records & fieldwork sections.	Lack of mistakes, errors & complaints		Constant		
2. Training detectives on two week indoctrination.	2 men per month 24 per year		yearly		
3. Training future bureau personnel -	4 months period - 3 per year indoctrination course plus assessment on potential as bureau staff (perm)		yearly		
<u>B. PROBLEM SOLVING GOALS</u>					
1. Emphasizing fact that bureau is necessary part of force.	Maintain accuracy and efficiency				
2. Morale of staff	Improve communications, Try to break down "end of line" barrier		constant		
3. Change to color process	Research and purchase equipment		3 years		
<u>C. INNOVATIVE GOALS</u>					
1. Method of training changed to have constables come in for 1 year periods	Nothing possible on this at this time, Keep in mind for future		3 years		
<u>D. PERSONAL GOALS</u>					
1. Complete school, receive Certificate.	2 semesters completed, 3 to go		1 1/2 years		
Achieve promotion	Keep up standards		1 year		

* P=pessimistic; R=realistic; O=optimistic

C.
A. SESSION SIX - CITY POLICE PATROL DIVISION

Sergeant Paul Gardam of the Calgary City Police patrol division was able to construct some realistic goals (see Fig. #16). To a considerable extent they deal with methods to improve efficiency, such as instituting a pursuit driving course to reduce damage to police units. This set of goals is submitted in the form received from this member to illustrate the fact that the actual "agreement" can and should be kept informal as it really is of prime concern only to the superior and his subordinate.

Insofar as actual implementation is concerned, the respondent indicated it would be quite difficult without overall direction from above. He could certainly see merit in the system particularly as a way to involve the "grassroots" in planning and decisions and to tap their ideas. The climate itself in the unit contains elements of both the "X" and "Y" attitude that has already been elaborated upon. Gardam mentioned that there are communication problems laterally within the unit involving other sergeants and that in this respect something like "BO" might be of considerable practical use.

It is interesting that one of the innovative goals cited involves the appointing of "crime preventive officers" whose duties would be of the pro-active type - to stop criminal activity before the fact.

NAME: P/Sgt. P. GARDAM UNIT: PATROL DIV DATE: MAY 25 1971PERIOD: JUNE 1/71 - DEC 31/71 APPROVED: _____ NEXT REVIEW: _____

KEY INDICATORS		ACHIEVEMENT MEASURES		TIME*			PRIORITY
A. ROUTINE GOALS				P	R	O	
1) CHECK-UP SLIPS	TO BE COMPLETED ON ALL RADIO CAR AN BEAT CSTS NIGHT CONTACTS.	OCT 1/71	SEPT 1/71	JUNE 1/71			1
2) FOLLOW-UP ON CASES.	IMPROVED MORAL AND INTEREST THROUGH PERSONAL MOTIVATION	DEC 1/71	NOV 1/71	SEPT 1/71			9
3) COMMUNICATIONS IMPROVEMENT.	TRAINING OF PATROL DIV MEMBERS IN THE POTENTIAL OF POLICE DOGS	OCT 1/71	SEPT 1/71	JULY 1/71			11
4) CAR CHECKS AT NIGHT.	INTENSIFIED CHECKING OF D.U., OUT-OF-PROVINCE CARS ETC. AND RANDOM CHECKING OF LOCAL ALBERTA CARS.	OCT 1/71	SEPT 1/71	JUNE 1/71			2.
B. PROBLEM SOLVING GOALS							
1) PURSUIT DRIVING COURSE.	TO REDUCE DAMAGE TO POLICE UNITS AND REDUCE LENGTH OF CHASES. SET-UP SYSTEM FOR ROAD BLOCKING.	NOV 1/71	SEPT 1/71	JULY 15/71			8
2) DANGER CALL TRAINING.	ROCK-TRAINING UNDER GUN-FIRE AND OTHER SITUATIONS SO MEN WILL BE BETTER ABLE TO COPE WITH REAL THING.	DEC 1/71	SEPT 1/71	JULY 15/71			3
3) PERFORMANCE RATINGS.	HAVE RATER AND RATEE BOTH SIGN FORM AS WILL FORCE SUPERVISOR TO TRAIN HIS MEN BETTER AND POINT OUT WEAKNESSES.	DEC 1/71	NOV 1/71	JULY 30/71			13
4) FIREARM TRAINING.	EVERY MAN TO QUALIFY AS A MARKSMAN WITH HIS REVOLVER.	DEC 1/71	NOV 1/71	SEPT 1/71			4
C. INNOVATIVE GOALS							
1) BENCH AREA ASSIGNMENTS.	MEN WOULD HAVE MORE INTEREST IN THAT ZONE AND BE CONVERSANT WITH PEOPLE AND PROBLEMS.	DEC 31/71	SEPT 1/71	SEPT 1/71			6
2) PRIME PREVENTIVE OFFICERS	MEN ASSIGNED TO AREAS TO ADVISE COMMERCIAL PLACES, SCHOOLS ETC ON IMPROVED LIGHTING, BARS ON WINDOWS, LOCKS, SKY-LIGHTS AND OTHER CRIME DETERRENTS.	DEC 1/71	SEPT 1/71	SEPT 1/71			5
3) CRIMINAL LISTS BY AREA.	SHOULD PROVIDE OFFICERS WITH GOOD SUSPECT FILE FOR THAT AREA - SHOULD INCLUDE DESCRIPTION, M.O., TYPE OF CRIME, AND LAST KNOWN NAME ETC ON AUTO.	NOV 1/71	SEPT 1/71	AUG 1/71			10
D. PERSONAL GOALS							
1) SQUAD SYSTEM.	EACH P/SGT TO BE ASSIGNED 25 MEN TO WORK WITH AS SUPERVISOR AND MEN RESPONSIBLE TO HIM FIRST. (IMPROVED TRAINING AND MORAL.	DEC 31/71	SEPT 1/71	SEPT 1/71			12
2) ARMA MENT CARS.	TO BE ASSIGNED TO SAME SETS ON ALL SHIFTS REGARDLESS OF AREA WORKED.	SEPT 1/71	AUG 1 st	JULY 31			7
3) RECOGNITION OF TRUE VALUE OF UNIFORM RANK.	THAT THE RANK AND DUTIES OF THE P/SGT, AS A SUPERVISOR AND CA-STREET TRAINER, BE CONSIDERED A HIGHER RANK THAN THAT OF A DETECTIVE.	DEC 31/71 OR NEVER	NOV 1/71	SEPT 30/71			14.

* P=pessimistic; R=realistic; O=optimistic

XII - FINDINGS AND CONCLUSIONS

A. GENERAL STATEMENT

We have dealt with the extent to which a police force might be rendered more effective through the application of MBO, a management philosophy which focuses on functionalism and commitment. These qualities are deficient in many police forces. It has been illustrated that if police are to be judged by their success in preventing crimes, generally speaking they are failures. If they are to be judged by their public service and preventative functions, they are also failures in many jurisdictions. Although the crisis in law and order is partially the result of social upheavals, as well as police inadequacies, the consequences are disturbing. For example, by the end of May, 1971 there had already been seven policemen slain and thirty wounded as the year's total for New York City.* Police are often regarded by the young and by the minorities, feeling themselves victims of a repressive and materialistic society (the establishment), as tools or repressors rather than maintainers of justice. As an extreme example, after the May 19th, 1971 murder of two policemen in New York City, a letter received by a Harlem radio station, and signed "Revolutionary Justice," stated:

All power to the people, Revolutionary justice has been meted out again by righteous brothers of the black liberation army with the death of two Gestapo pigs, gunned down as so many of our brothers have been gunned down in the past.⁴¹

* A heavy toll of policemen is being experienced in virtually all advanced nations -- Canada is no exception.

At present the police merely bring enough offenders to the bar of justice to remind the rest of us that proscriptive laws exist and that sanctions can be applied. Professor Morton of the University of Toronto has described the law as a "morality play," which is a propos to the above.

Political crimes (such as Canada's October 1970 crisis in Montreal, aforecited), and student and political protests on a massive and global scale, as well as soaring crime rates, focus universal interest on the reshaping and edifying of the police role in society. Critical factors are that police be educationally and psychologically prepared to perform their functions, and that they be provided with the organizational and motivational structure to enable them to do so.

Since enforcement per se is not effective, it seems incumbent that stress be placed on preventative and protective functions. But this is not a revelation -- the British police principles requested by Peel state the same thing, and they were expostulated in 1829!

Results of interviews indicate that the average policeman is confused about his role. He is, indeed, a Rorschach in uniform. He has certain role expectations which relate to his job -- and he is also a husband and father and neighbor and friend, which may clash with his job role. It may be that this dual role, complicated by the necessity to exercise discretion, is too much for some policemen to integrate.

Faced with societal and internal pressures, many policemen abandon either job-commitment or the job itself. Many that remain in police forces become cynical, as the Niederhoffer and Calgary studies show. Apart from cynicism, public-police relations are exacerbated by authoritarianism among police officers -- particularly prevalent in officers without adequate educational foundations. A study by A.B. Smith, B. Locke and W. F. Walker found that authoritarianism is substantially more pronounced among non-college educated policemen than among college-educated ones. ⁴² Authoritarianism destroys public understanding and decimates public cooperation, and cynicism is a debilitating disease which has epidemic-like qualities in that it can be transmitted during the police socialization process. The choices open at this stage are: to remain cynical, opt out, or professionalize.

B. THE FEASIBILITY OF SETTING GOALS IN POLICE FORCES

We conclude that setting goals at every level in police organization and operations is possible and desirable. Routine goals are standing requirements and can be well defined. Most policemen can identify innovative and problem-solving goals which can be qualitatively and quantitatively delineated. However, opportunities to think in the dimension of types of goals are limited, and conditioning will be needed.

In jobs of the reactive type, where the policeman is subject to immediate call, it is suggested that innovative and preventative goals could be established, and a judgment made during the review period of relative achievement. The suspicion exists that many policemen would rather not think about their job in terms of goals, since this means commitment and historically there has been some mistrust of "they," meaning management. Above the NCO level, MEO is particularly vital in defining jobs and relationships, maximizing delegation, and removing distrust. Even for the lowly patrolman on the beat, goals in the nature of public contact, security education, and related functions, could be set.

The writer's findings suggest that MEO is applicable to the police job given the adaptation that is needed for all organizational intricacies. In Canada alone, corporations, the Post Office, the Department of Transport, and the Alberta Government are implementing MEO -- and the preponderance of evidence suggests its usefulness in most forms of human endeavor.

C. THE POLICE ROLE IN SOCIETY

The both existential and efficiency conflict relates to whether the police role should be that of narrow law enforcement, or one of social control providing a host of services for society as a whole. The "anti-law-enforcing" role has been forsaken in most countries, or at least diminished, particularly since the 1967 United States President's Task Force Report, and other corroborating reports and studies.

At a time of crisis it is wise to go back to first principles, which in this instance is the British Police Principles aforecited. The police role includes the need to uphold the rule of law, including the right of each citizen to his day in court, presumed innocence until proven otherwise, and freedom from arbitrary action. In the daily functioning of his job the policeman must exercise discretion, and under crisis conditions (such as Canada's recent political crisis) some rights might be temporarily suspended, but the policeman's overall responsibility is to protect and help, rather than harass and intimidate, the populace.

The media are rampant with examples of police abusing the public, cloaked in a mantle of authority which would have assured survival in simpler times but not necessarily in the defensive city of today. In fact, policemen often find themselves in conflict with certain laws -- and although they cannot do much about them they can exercise discretion in their own right. However, this unilateral action increases regard for the police as human beings only in individual instances. What is required is more flexibility of approach in policing -- guided by principles. The police are obliged to collectively assimilate the available knowledge about the nature of democracy and citizen expectations, as well as make themselves more cognizant of current realities. The police have allowed themselves to become alienated and isolated, and this is an untenable position from which to safeguard either the public or democracy!

D. COMMUNITY CONTACTS

Renewed and broadened police contacts with the community they serve are a policing imperative. Accomplishing this involves intervention at significant points in the maturation process and in the community. The police preventative role must be aimed equally at the deprived segments of society, since it is here that it is most needed and the policeman can play a significant role as a representative of a "better" society. A young child living in deprived circumstances may know nothing of kindness or understanding until confronted with a sympathetic figure in the form of a policeman. This can have lifelong significance. Eighty percent of the police function is a public service role, but this point is not being well articulated and should be made a priority objective of modern police departments.

At present, preventative policing services are primarily informal and intuitive. Police must interact with other agencies, both in articulating needs and in determining solutions.

The Seattle, Washington police department has developed a comprehensive community relations program. To allay feelings of anxiety and mistrust in the community, the Seattle department aims to "... spread like a multi-fingered hand offering direct contact assistance to individuals and subgroups within the community." (See Appendix D)

The department's Community Relations unit is comprised of twenty individuals selected on the basis of individual suitability and high educational standards (most have a minimum of a Bachelor's degree).

The Seattle Police departments' philosophy is to be genuinely open, "with factual programs designed to present to the public the Department's programs, problems and goals. Hopefully, this will merit support and confidence. Few citizens understand a large police agency's problems. Understanding is the basis of mutual trust and confidence. We must hold our department open to public scrutiny if the public is expected to

understand -- then trust its police force." The program embodies numerous innovative means⁴³

The writer interviewed several members of the local police and they suggested that members could be performing many preventative-type functions without disrupting their normal operations. The possible long-range results could only be beneficial in breaking down police-public communication barriers. The Seattle Department, because of the polyglot nature of the City, has been forced to adopt new methods to attack and prevent criminal activity. We, in Canada, have at most, five years to take to heart the lessons which our American counterparts have learned to forestall an impending crisis of public confidence and police competence.

E. THE POLICEMAN AS AN INDIVIDUAL

The policeman is motivated and can be motivated similar to others. His role confusion is an adjunct of obscure objectives. Because it stresses commitment and role definition, MBO should be instrumental in assisting the policeman to develop a "self" more consistent with the demands placed upon him by society. In the past, authority patterns have enabled him to maintain a place in society. This puts him in the position of waging the "war on crime" alone and unprotected in a hostile environment.

With respect to his status, the North-Hatt Occupational Scale, which attempts to measure the relative prestige of occupations, places the vocation of policemen at a score of (67), only slightly above carpenters (65) and plumbers (63).^{*} Also, a study of police services by the British Home Office concluded that:

Unimaginative discipline, a predominance of routine work and promotion only after long service - this is the image of the police service among the better educated young men and women. A decision by a young man or woman of good academic quality to join the police service is still regarded as somewhat eccentric and needing special justification, this affects parents in particular.⁴⁴

^{*} Other studies have shown both higher and lower relative ratings depending on the community and the sampling.

Until this attitude of society is changed, the problem of status and self will continue to have adverse effects on the police psyche.

F. POLICE ORGANIZATION

Current police organization is not adaptive to needs. MBO would provide the impetus to realign organizational structure, which is merely a means of organizing people to achieve organizational purposes. If the purposes have not been specified, there is nothing to indicate that the present alignment has any utility at all. For example, better analysis of available statistics; establishing research capabilities; and attraction of persons with skills in the behavioral sciences and methods of quantification and analysis might indicate that current shift watches are totally out of phase with consumer demand. Perhaps, the division into the current functional areas of patrol, traffic and detectives could be replaced by a team approach as suggested by the Presidents' Task Force on the Police. In other words, outputs should determine organizational structure, not inputs!

The authoritative - military pattern used by many police forces may be inappropriate today. Historically, the military has been characterized by ritual and adherence to rules formulated for reasons long since forgotten. The Federal Bureau of Investigation, despite occasional complaints by Congress, appears to operate fairly effectively without recourse to footdrill, sword drill and saluting. These exercises in coordination and ambulation are only peripherally related to, for example, the skills required to investigate a crime or provide a community service. A conscious effort has been made by many American police departments to slough off military trappings by wearing blazers, baseball caps, etc. No value judgment can be made except to say that when you are on a losing team and can find a new combination that works, it is in your favour. This may also apply to organizational structure.

Syracuse, New York is experimenting with "crime control" teams of eight men responsible for carrying out all investigations from initial call to referral of evidence for prosecution. Chicago is using a task force approach in which members are objectively assessed according to performance.

The suggestion remains, however, that police departments have always lagged behind in respect to organization change which may be the result of isolation from the mainstream of public administration principles. There is an obvious need to better prepare police administrators for the tasks they face. If this cannot be done by preparing members within the respective departments for roles that are quite different to that of the police practitioner, then lateral entry to gain the required human resources might be a viable alternative. This is bound to have beneficial effects on the organization in providing some measure of cross-fertilization and disrupting the "old boys club" or mutual admiration society that often exists.*

The expansion of the scope of police activities, and centralization, has proved effective in practice -- particularly since educational opportunities and community contacts are broadened. In a study on "Centralization, Democracy and the Police" George E. Berkley comments:

"Large organizational size also increases opportunities for specialization and this permits increased use of civilian personnel. The more civilians in a police force, the more the force will take on the features of civil society. Furthermore, the increased specialization, along with the increased resources which are made available by increased organizational size, permit the police to undertake more positive programs in crime prevention, community relations, public relations, etc. Sweden's activities in all these respects were greatly accelerated by nationalization."

*The appointment of Mr. Starnes as Director of the RCMP Security and Intelligence subsequent to the Royal Commission on Security in 1969 is a case in point. He has a wide diversity of experience and a global perspective essential to the job. There has been some advocacy in the United States to make careers in the criminal justice system amenable to transfer. Thus, one could begin his career as a policeman, move to corrections, probation and back to the police. This would serve to break down some of the compartmentalization which is endemic today.

G. POLICE ORGANIZATIONAL CLIMATE

For MBO to be implemented in a viable way, the organization in question must be Theory 'Y' oriented. With the exception of certain units within the forces studied, this does not seem to be the predominant style. The military or semi-military pattern has generally been typified by instantaneous response to command. This is probably one of the major causes of current-day police problems inasmuch as the remainder of the population is not so programmed. Forces that are conscious of the negative image of the military may be the ones that are first able to embrace an organizational climate amenable to MBO. Again, much depends upon the character of leaders and the amount of innovation they are able and willing to make and take. The problem is exacerbated by the usually brief tenure by any one department leader since this coveted post is achieved near retirement age. This may be a strong argument for the encouraging of lateral entry of top police executives with solid experience in the skills of administration, personnel and financial management.

H. POLICE SUPERVISION

Someone once said that any supervisor who misuses his human resources should be horsewhipped, since people comprise about eighty-five percent of the operating budget. Although the "old hands" can rationalize the typical police system, it is quite destructive of young persons embarking on a career. As Douglas McGregor has pointed out, people are not indolent by nature - they are made that way by their organizational experience. If they are treated as children, incapable of responsibility or of exercising judgment, their incapacity for responsibility becomes a self-fulfilling prophecy.

On the other hand, if policemen are encouraged to accept responsibility and perceive growth potential in the organization they are

likely to behave accordingly. The police are skilled in the use of machines, radar, breathalyzers, polygraph, etc, but rarely is training given in human relations and other behavioral science skills. In a survey of police problems conducted by the writer at Mount Royal College, Calgary, during the fall of 1970 twenty-one of ninety-six responses by serving policemen indicated that internal departmental administration and supervision was a principal problem. The only higher responses related to poor public relations and general disrespect for the law. The motivation study also indicates the problem of supervision.

The Questionnaire highlights problems of communication,* delegation, job structure, promotional procedures and discipline. In particular, the lack of channels to promote innovation and change is a telling criticism. MBO would be a positive factor in the correcting of these facets of police administration which lead inevitably to poor performance.

MBO would enable the rationalization of police functions and the striking of a realistic span of control appropriate to the situation (situational management). Responsibility could be assigned and results rather than activities made the criterion of effective performance. Accountability in terms of the achievement of the various types of functions would be made possible. Risk taking would be encouraged and more than lip-service paid to the need for effectiveness.

- *One interesting example is a police order during the Calgary Rock Festival of 1970 to the effect that sidearms could not be worn, at the function. No particular reason was given (although perhaps obvious) and the policemen became disturbed and took the matter up with the police association.

I. THE POLITICAL UMBRELLA

There is no doubt that police forces operate under a political umbrella and are extremely susceptible to political interference.* This may obtain more at the municipal and provincial level but certainly, exists at the federal level.

Because political science is a relatively unpredictable field of endeavour, it seems obvious that it must be a police objective to understand the nature of the political umbrella. As. Dr. R. Blum of the School of Criminology, University of California states:

* The resignation of the then Commissioner of the R.C.M.P., W. Nicholson in 1959 over the Newfoundland loggers' strike is a case example. The Commissioner was 'caught in the middle' in a dispute between the Provincial Liberal Premier Joey Smallwood and the Minister of Justice, E. Davey Fulton, over the extent to which the R.C.M.P. should be involved in maintaining law and order during the strike. Amid cries of "strikebreaking" and union busting and a generally emotionally-charged atmosphere, the Premier called for more R.C.M.P. support, the Commissioner acceded but the Federal Government balked. On a matter of principle the Commissioner resigned.

Similarly, the current R.C.M.P. Commissioner, W. Higgitt in his now famous "first" press conference, spoke of the increased avenues for spy activity which would ensue from the Diplomatic recognition of Red China. However, because the Government's policy was to actively pursue for various (including trade) reasons ties with China, the Commissioner was reprimanded for his statements despite the undoubtable truth based on his insight into the matter.

"... the actual power of the administrative heads of many police organizations has been considerably watered down. This serves to dilute the ability of the department head to effectively determine all policy, but it does not, in any case, totally negate it. He is, at least left with the power of persuasion. Whatever power he may have, he has the solemn obligation to create as fine a department as he can within the limits of practical political reality."⁴⁵

In an era of restrictive budgets and increasing pressure to arrive at viable priorities, the police administrator can be no less well informed than the personnel administrator and the financial officer. Not only must his objectives and goals be formulated adroitly to gain his share of the purse, but he must justify by tangible evidence and results that the resources he has asked for in ever increasing amounts are justified. Hopefully, police departments, through PPB and MBO can, produce better results and more reasoned presentations, which will serve to improve the often-strained relations between the politicians and the police. Presumably, as effectiveness increases the need for political interference diminishes. For example, the suspicion of ineptitude causes doubts to be raised. It is noteworthy that, in the case of the Federal Bureau of Investigation, political attacks on the Director have sharply increased as "evidence" has come to light suggesting that improper techniques have been used - in this instance the wiretapping of politicians. Similarly, some years ago the Canadian Association of University Teachers was sharply critical of R.C.M.P. activity with respect to university

campus investigations. Perhaps, to an extent, these complaints are the result of poor communication which might be alleviated by improved articulation of goals cooperatively with concerned groups, including the political overseer. Of course, there is always going to be a certain amount of police activity which must be conducted out of the public eye. Even this, however, does not preclude the establishment of carefully formulated goals which provide justification if accountability is ever demanded.

J. RELATIONS WITH OTHER AGENCIES

One of the principal merits of MBO in police forces is the setting of goals aimed primarily at articulating the police purpose beyond the agency itself. This area is a vacuum at the present time. The proposed action might take several courses:

1. Inter-Agency Articulation

Historically, police forces have not included in their training and orientation programs the opportunity for cross-training. This term suggests bringing in practitioners from the rest of the criminal justice system to express the goals and purposes of their respective organizations. For example, judges, magistrates, wardens, probation officers, rehabilitation staff and parole representatives could probably perform a very salutary function by speaking to police recruit classes, so that the recruit has a "systems" view when he hits the streets as opposed to a

fixed notion that he is the sole soldier waging the "battle against crime" in society. Some police forces are doing this already, and these are encouraging beginnings. The point is that it does not suffice to have some forces doing it, and some not, because the police suspicion of the objectives of other agencies cannot be resolved on an ad hoc basis. With the foregoing as an overall goal, it becomes possible for the training officer to build the appropriate goals into his own working plan. Without a goal-setting system it is possible that an operation of this type might be lost sight of with long term deterrent results to the establishment of an effective policing system.

It should be observed that although the criminal justice process may seem fragmented to the member agents, an accused person going through it looks upon it as an integrated system and this is important to his self-concept as a person about to be "rehabilitated." The adversary system of justice, with the accused and council facing a crown prosecutor determined to get a conviction - can become for many an adversity system of justice. Antagonism to one element of the justice system can cause antagonism to the total system.

2. Articulation with Planning and Advisory Bodies

Another aspect of police work which should be included in a priority of goals is the need for police agencies to become involved on a consulting basis in community planning. A city is composed of highways,

residences, shopping-centres, industrial complexes and people. Since the police are responsible for law enforcement in the megalopolis, it seems reasonable to assume that they, together with the various other planning inputs, should contribute to such projects in the early stages. What types of buildings are less susceptible to attack by the criminal element? What traffic problems are involved in building a bypass near the local university, hospital, playground and residential districts? What are the implications of permitting liquor licences to be issued to premises situated on extremely busy highways? All of these inputs would tend to pinpoint some of the policing problems before they materialize and are a logical goal strategy under the concept of preventative policing.

Police participation in the planning process is already a fait accompli in some progressive police departments. Demographic and ecological factors in the incidence of crime and incongruent patterns of criminal activity are included in the St. Louis, Missouri PREWARNS plan⁴⁶. This force, through its connection with Washington University, has developed models in which up to eighty percent of crime can be predicted. Much of the information for the models has resulted from police monitoring of building codes and occupancy permits. When an apartment is vacated it is jointly inspected by the police and municipal inspectors to ensure that it meets minimum standards for human habitation. The permits provide tenant information which when processed through the criminal indices shows the absence

or presence of a criminal record. Large concentrations of persons in close proximity with criminal propensities may indicate a problem area. Also, police calls for assistance are correlated with blocks and areas of the city. It then becomes possible to discern trends in criminal activity and predict where the Friday and Saturday night crises are going to occur, and the dangerous crises interventions calls are likely to appear. The results, which relate to the previous comments on agency articulation, can then be made available to other concerned agencies.

K. MBO AND CONFLICT MANAGEMENT

MBO should facilitate new and innovative means to handle conflict and to control human behaviour. Because the current measures of prosecution, trial and incarceration have proven ineffective, we might expect that MBO would act as a catalyst in a future revolution in criminal justice operations. The police must accustom themselves to day paroles, suspended sentences, and other rehabilitative devices and become more involved in the supervision and rehabilitation of offenders. The Bail Reform Bill currently being enacted is going to reduce the number of persons held for court appearance, and detoxification units should terminate police arrest of drunks who are really a social problem not a law enforcement problem. The police may, through improved agency contacts, be in a position to be part of a resource bank in the community and they can often expand and refine the system. Instead of arresting, they may refer persons

to the courts for action. Even now provisions are being introduced to interrupt court proceedings once guilt is established to prevent the accused from obtaining a criminal record. Under recent amendments to the Criminal Records Act, individuals can apply to have records expunged after two years of successful crime-free activity in the case of summary conviction offenses, and five years in the case of indictable offenses. Recent amendments in Canada and some other jurisdictions to laws concerning homosexuality, gambling and abortion are further evidence of the changing nature of the punitive law. MBO should also provide the means by which the police could become part of a total environmental control function -- a banking of agencies interested in maintaining order with shared facilities and joint objectives. This is the post-bureaucratic model, i.e. the establishment of motive rather than method as the prime goal (when objectives decide structure, rather than structure deciding objectives).

TRAINING AND EDUCATION

Of all organizational activities, training is the area most amenable to MBO. Without establishing current levels of knowledge and need, and basing training on the mastery of predetermined terminal performance behaviour, the effort is futile. If one analyzes the police job (or conglomeration of tasks) it is evident that about eighty to ninety percent of the time expended is devoted to non-police tasks, on the average, and the remainder to law enforcement per se. Yet, the examination of most police training programs indicates that up to seventy-five percent of the curriculum is devoted to law enforcement! Thus, the average training program is diametrically out of phase with job actualities. Only recently have the human relations skills come to the fore, despite the obvious relationship to police clientele and role demands. The absence of crisis intervention training, despite the annual toll of police deaths in intervening in domestic disputes and political-social hostilities is a telling commentary, amplified by the Questionnaire referred to earlier. Increased analysis of the police function is required and the implementation of the training program based on empirical, rather than traditional and impressionistic, data. Communication skills are a first priority, since this seems to be the major point of contention between the police and their "customers".

Education relates closely to training, with the latter embracing the imparting of skills. The cognitive and affective aspects of education have much relevance for the police, particularly for persons who aspire to the higher ranks. Even this is no panacea, as emphasized by the following:

...samplings in the wilderness of anthropology,
sojourns in the jungles of political science,
wandering in the meanderings of sociology,

spinning in the mysteries of psychology,
strolling in the blind alleys of economics...
the law enforcement officer is expected to
be sufficiently chastened and thus become a
paragon of Solomonic wisdom.⁴⁷

The value of education can be overstressed, but the perils of under-education in an age of increased levels of education in the general populace makes it imperative for the policeman to maximize his understanding and sensitivity. Course patterns, according to Dr. Riddle, President, John Jay College of Criminal Justice, New York City, might include:

Deviance - the study of crime in its social setting:
its genesis, nature and effect; the process
of stigmatization and labelling; how crime
is learned.

Social Control - the theories of control of behavior
on behalf of social order; anthropology,
sociology, political theory; the philosophy
of law.

Comparative Social Justice Systems - how is conflict
handled in other jurisdictions; a systems approach
involving study of the constituent parts.⁴⁸

Implicit in the above is that if the police practitioner is to become a professional, he must constantly be involving himself in training and education, if for no other reason than to keep reasonably current in his chosen field. This exercise will also enhance his personal scope and enjoyment of life.

XIII.

LIST OF RECOMMENDATIONS AND POLICY SUGGESTIONS:

1. Management By Objectives Orientation

Police departments should send key administrators to MBO seminars which are held at many locations in Canada and the United States. A number of universities, government agencies, and private consultants need only be apprised of police interest and they would be pleased to offer seminars and advice. In those jurisdictions with police commissions established (such as Ontario and Alberta) the role may fall to them to assist in providing a co-ordinated jurisdictional program of indoctrination and follow-up. In the meantime, all departments should start formulating objectives and goals to meet these objectives with top-level support and approval and articulation to all organizational levels.

2. Planning, Programming and Budgeting

Police Departments, not already involved in a system of this type, should undertake a feasibility study with a view to immediate implementation as a prelude to the adoption of MBO.

3. Need for National Resources and Direction

It may be desirable to provide national assistance to police departments in the area of MBO, PPB and general administration, training, financial and personnel services. It is believed that the R.C.M.P.

have such a concept in mind, with a revised National Police College. This would supply the managerial impetus to meet the challenge of the '70's.*

4. Analysis of Police Departments

It may be desirable to implement a national task force, similar to the 1967 President's Task Force, to study and ultimately make recommendations concerning the best possible configuration for police agencies of the large, middle and small types. Included in the terms of reference should be a detailed study on the extent of co-operation and co-ordination desirable, and the barriers that have arisen in this area in the past.

5. Analysis of the Criminal Justice System

The above recommendation should also apply to the complete system, with emphasis on the police role in relation to the rest of the system. The 1970's will demand a more rational structure and the end to internecine strife, which has characterized relations in the past. The police may then become one resource in an integrated protective-rehabilitative pattern with less emphasis on the punitive aspects (see Appendix E).

6. Utilization of Community Resources

Police forces in all communities should articulate their training and education needs to educational institutions, such as

* The United States has a nation-wide Law Enforcement Assistance Act which provides some \$30 million per year for law officer training and education on a localized basis, chiefly at community colleges.

community colleges. Police agencies are primarily operational and not training-oriented (with the exception of the R.C.M.P.) and need only to outline their needs to the colleges which pride themselves on responsiveness. Particularly, with relation to the behavioral and natural sciences, human relations and communication skills, this would prove useful. These are "people skills" and police departments, despite themselves, are in the people business.

7. Research Facilities in Police Department

The paucity of research on the police culture and functions suggests the requirement for police departments to develop resources in this area. Accurate data on crime rates and long-term trends would be of value in deciding the most appropriate organizational response. Subsidized education and the active hiring of persons with these qualifications is suggested. Debriefing of operational personnel to gain insight is indicated.

8. Public and Community Relations

"Justice not only has to be done, it has to be seen to be done" Police departments cannot afford to operate in a vacuum, as has often been the case in the past. The sceptre of the service agency engaged in warfare with its clientele holds little promise for the democratic system. Police departments are nothing without public support, and efforts of the most imaginative nature are needed. Some of these have been cited but ones consistent with the "post-bureaucratic" era, not yet devised, will be required. The police reward system should be changed to recognize outstanding contributions by individual policemen to the "prevention" of crime. Criminal catching, although necessary, is not mutually exclusive of the other roles.

Openness in public relations should be stressed.

9. Police Management

Through education and the infusion of new managerial talent, the police manager must stress development, coaching and production of results. Motion and activity does not necessarily mean effectiveness. A theory "Y" climate should be developed, members held responsible for results, and incompetents recognized at an early stage in their service. Separation is more humane than carrying an individual for some thirty years with destructive results for himself and the organization. No policeman should be placed in a supervisory position until he has, through in-service training, learned some of the basic skills of the supervisor. It is difficult to imagine a department that could not impart this knowledge. Virtually every educational institution offers courses in human relations, correspondence courses are available and programmed learning packages can be purchased at nominal cost (e.g. Kazmier's Principles of Management). Films, cassettes and other learning aids are also available. Career planning, personnel research, use of delegation, communications, job analysis, and planning all contain elements of cognition.

10. Relations with Political Overseers

It would be naive to assume that politics can be divorced from any form of organized effort. Nevertheless, police departments should seek to formulate their position and resource demands on the basis of objective criteria. We have already spoken of the dilemma that most police administrators are confronted with, in terms of asking for more resources from an untenable position occasioned by spiralling crime rates. The police should be able to guarantee some results at some

stage - they should have routine, innovative and problem-solving goals which provide measuring rods of success or failure. Societally - oriented forces will be able to maximize policing - political accord and minimize conflicts.

11. Training Programs

Improved training and identification of training needs is required. This point has already been explored at some length and is a hallowed demand. Particular care should be exerted on the consonance between the training program and the actual demands of the job. Training the trainers should also be encouraged because it, like personnel management, should not be left to the amateurs.

12. Establishing a Professional Police Force

Professionalism, according to Niederhoffer "... is a wonderful tonic for the police occupation because it brings to an institution in transition the enthusiasm, pride, and ideals it needs to rebuild. Necessarily, tensions will result as the professional policeman creates friction with the "pragmatic" policeman of the past. Cynicism, authoritarianism and lack of motivation are not conducive to a successful police function. The means to achieve professionalization and commitment seem to be embodied in MBO.

13. Involvement in Planning and Political Functions

Since many forms of human activity are subject to regulation and enforcement through ordinances, bylaws and statutes, there would seem to be considerable advantage in the police planning where potential police hazards are involved. Also, the inter-agency and political interaction in MBO functions as applied to policing would stimulate

positive relationships.

14. Establishment of a True Criminal Justice System

The criminal justice "non-system" suggests the need for cross-fertilization of personnel to break down the compartmentalization which exists today. Because the police, courts and corrections are all based on the same general body of knowledge, there may be advantage in encouraging persons to transfer from one subsystem to the other. This would tend to break down the hostilities, which the writer has often noted do exist.

XIV.

AMPLIFICATION REQUIREMENTS

1. The Sample - Goal-Setting Trials

Ideally, persons who are asked to set goals should have an in-service training session on what MBO is and its implications as a way of managing. Since this was not possible the writer had to give each person selected a short resumé of what is involved and to explain the difference between a goal and an activity. This was time-consuming, but seemed to have the desirable effect in most cases. Although it was stressed that the goals should be realistic, attainable and measurable, the true test of this would be their overall usefulness in achieving organizational goals. Also, the goals should be mutually agreed to by superior and subordinate. With one notable exception, this was not possible. The goal-setting exercise proved that goals could be set. The extent to which most of the sample enthusiastically entered into the experiment suggests that the experiment could have practical application.

2. The Motivational Study and Investigational Limitations

Police men are motivated by the factors of achievement, recognition and self-fulfillment that have been recognized elsewhere. Having recognized this, the problem is to create change. One optimistic factor is that as policemen become aware of the value of the behavioral sciences in understanding their own motivation, and that of others, they will gain more scope. Persons now at the junior and intermediate level may someday have their chance to manage and to innovate. They will not have the excuse that they are not aware of developments elsewhere, an excuse they often attribute to their current superiors.

3. Professionalization of the Police

Whether education, professionalization, and organizational development would solve the problems of the police would have to be studied further. What has the experience been of other professions that have become professional in the true sense of the word? Police agencies will still have to operate on a twenty-four hour basis, and to a large extent will have to continue to do the dirty jobs in our society. Will an infusion of professional ethics mean increased effectiveness and service?

4. Need For Top Level Support

The writer's research and experience suggest that top management, as a body, will not adopt MBO on a voluntary basis. This is not just a problem in police forces but in virtually all organizations. Management may pay lip-service to the behavioral sciences; however, when the "chips are down" they invariably return to the relative safety of the chain of command. The dilemma is; how can the top managers encourage innovation and still retain the same degree of control and accountability? The system suggests delegation and this is very difficult to articulate to "managers" who have been nurtured in an organization where this is not encouraged, where risk-taking is at a minimum, and where there is no room for, or toleration of, mistakes. However, many police departments have effective "Y" type managers in the wings, and it may only be a matter of time, given the necessary pressures from the public and the politicians, until police forces move to improve management and overall effectiveness. This combination of events would suggest that MBO will be achieved.

5. Lack of Staff Services

There is probably not one police force in Canada, or

anywhere else, that could institute MBO without outside assistance in the form of specialist or consultant help. Such assistance is becoming increasingly available. For example, the R.C.M.P. could readily call upon the many specialists in other federal government departments to provide assistance. University resources can also be utilized. For example, Dr. W. R. Blair, a consulting psychologist and Head of the Department of Psychology, University of Calgary, has assisted the R.C.M.P. in the past in the areas of personnel training. Also, the Federal force has many bright middle-managers who have been exposed to the theory of MBO and better methods of organizational development. Municipal departments could call on consultants in the civic government proper, as well as the professional consultants in the community. Studies along these lines might effectively link the police function and the community on a symbiotic basis.

6. The Need for Follow-up

The logical extension of this study would be a follow-up evaluation in the form of an actual implementation of the theory of MBO to a police force. It was gratifying to the writer that two serving policemen expressed an interest in the system and a possible follow-up. Inspector Evans of Calgary City Police could see the positive motivational and functional value of the system. It is noteworthy that this officer is extremely Theory "Y" oriented and has had considerable exposure to the behavioral sciences.

Inspector Duff of the R.C.M.P., a training officer, also expressed an interest in implementing the system. He is a graduate of Carleton University (Political Science and Public Administration) and has had training in personnel management. Although he expressed doubts about implementing the system on an organizational basis he suggested that, in at least two areas within the sphere of his jurisdiction, he

would be willing to consider MBO on a trial basis.

Persons trained in the behavioral sciences, who are committed to enlightened accomplishment, and themselves practice person-oriented management, are the transmission belts to implementation. Hopefully, they will also become opinion leaders in their chosen field.

In order that people may be happy in
their work, these three things are
needed: They must be fit for it.
They must not do too much of it.
And they must have a sense of success
in it.

John Ruskin, 1819 - 1900

XV. EPILOGUE

What is lacking now in police administration and implementation is a conception and understanding of the protective, positive and creative social role the police forces must assume. The policeman in a society which is challenging its bases and motives must be much more than an agent of the established order, obliged to impose the law -- he must also be a human being linked to the conscience of society itself. Order must be maintained with sensitivity, not imposed with fear and force.

The police function depends for its effectiveness on the support and understanding of a large segment of the populace as a whole. Many police forces have lost this support and understanding because of their often shallow concept and authoritarian implementation of their role.

Society itself is founded on the ability of people to coordinate and cooperate in their endeavors, and respect of one another's rights and privileges. Police forces prevent harm to the individual at the day-to-day level of maximum exposure -- and their performance of this task has come close on occasion, to shattering the fragile structure of civilization itself.

This examination has indicated that individual policemen themselves are willing and able to expand and enrich their role. New approaches to and the more sensitive performance of policing, protective and rehabilitative functions are among the crucial imperatives of our times.

APPENDIX A. PLANNING-PROGRAMMING-BUDGETING DATA

ENFORCEMENT OF FEDERAL STATUTES AND EXECUTIVE ORDERS

1971-72 (VOLS 20 & 22)

(1060)

NATIONAL POLICE SERVICES

POLICE SERVICES UNDER CONTRACT

SUPPORT SERVICES

ADMINISTRATION

FIGURE 1

FIGURE 2

FIGURE 3

FIGURE 4

ANALYSIS

Step 1

Calculate projected crime rates and mean yearly increase by class of crime - in total and by incidence per 1000 population (see figures 1 and 2).

Class of Crime	A	B	C		D	E		F	G
	RI for /68	Projected for RI /70	RI/1000*			Percentage Increase			Clearance Rate /68
			/68	/70		in RI	in RI/1000		
SA	1104	1300	.84	.93		17.8	10.7		.48
OA	7019	8600	5.35	6.16		22.5	15.0		.80
BET	12875	15000	9.80	10.75		16.5	9.7		.26
T>50	10624	12500	8.10	8.95		17.5	10.5		.22
T<50	21914	27000	16.70	19.32		23.2	15.8		.22
F	4766	5750	3.63	4.12		20.6	13.5		.71
SG	1020	1400	.77	1.02		37.3	32.5		.90
OC	25685	29300	19.55	21.00		14.0	7.5		.43

*Projected Population 1968 = 1312(000) B.C. Rural and Municipal Areas.

Projected Population 1970 = 1390(000) B.C. Rural and Municipal Areas.

ANALYSIS

Step 2

Using the performance curves of the Effectiveness Workload model (see figures 3 and 4) find values of RI/Investigation Hours appropriate for the Clearance Rates prescribed for each class of crime (same as for 1968). In the tabulation below RI/IH is inverted to read Investigation Hours per reported crime.

	H	I	J	K	L	M
Class of Crime	Projected RI for 1970	RI for 1968	Prescribed Clearance Rates(69)	Invest. Hrs. per Crime	Reqd Invest. Hrs. for 1970	Reqd Invest. Hrs. for 1968
SA	1300	1104	.48	14.28	18570	15770
OA	8600	7019	.80	.85	7290	5950
BET	15000	12875	.26	5.55	83330	71530
T>50	12500	10624	.22	3.12	39060	33200
T<50	27000	21914	.22	.85	23080	18730
F	5750	4766	.71	2.38	13690	11350
SG	1400	1020	.90	7.69	10770	7850
OC	29300	25685	.43	5.00	146500	128450
Sums	100850	85000			342290	292800

Step 3

Calculate Resource Increase Rates and Percentage Increase

$$\text{Pragmatic Method} = \frac{\text{Sum Col.H}}{\text{Sum Col.I}} = 1.186 \quad \text{increase} = 18.5\%$$

$$\text{Analytic Method} = \frac{\text{Sum Col.L}}{\text{Sum Col.M}} = 1.169 \quad \text{increase} = 17.0\%$$

NEW YORK POLICE DEPARTMENT
PPB DATA

Table 4
A PROGRAM COST STRUCTURE

Program Structure	Cost Elements									
	Facilities	Transportation Equipment	Command and Communications Equipment	Other Equipment	Personnel	Facilities O&M	Transportation O&M	Other Equipment O&M	Administration	Debt Service
I. Crime Prevention Program Level Subprogram Level Program Element Level		X X	X X	X X X	X X X	X X X	X X	X X X	X X X	
II. Apprehension Program Level Subprogram Level Program Element Level		X X		X X X	X X X	X X X	X X	X X X	X X X	
III. Traffic Program Level Subprogram Level Program Element Level		X X		X X X	X X X	X X X	X X	X X X	X X X	
IV. Emergency Services Program Level Subprogram Level Program Element Level		X X		X X X	X X X	X X X	X X	X X X	X X X	
V. Support Program Level Subprogram Level Program Element Level	X	X X		X X X	X X X	X X X	X X	X X X	X X X	X

Table 1 -- Continued

3.04.00	School Crossing Guards
3.04.01	Administration
3.04.20	Operations
3.05.00	Congestion Relief
3.05.01	Congestion Assignment Administration
3.05.20	Congestion Assignment Operations
3.06.00	Tow-Away Program
3.06.01	Administration
3.06.20	Operation
4.00.00	Emergency Services
4.02.00	Land
4.02.20	Land
4.03.00	Sea
4.03.21	Marine
4.03.22	Aviation
5.00.00	Support
5.01.00	Department Administration
5.01.01	Administration
5.02.00	Community Relations
5.02.21	Civilian Complaint Review Board
5.02.22	Press Relations
5.02.23	Public Relations
5.03.00	Departmental Services
5.03.21	Personal Services
5.03.22	Pension
5.03.23	Chaplain
5.03.24	Medical
5.03.25	Printing
5.03.26	Accounting and Payroll
5.03.27	Equipment and Supplies
5.03.28	Engineering
5.03.29	Records
5.03.30	Property Custody
5.03.31	Electronic Data Processing
5.03.32	Civil Defense
5.03.33	Motor Transport
5.04.00	Licensing
5.04.01	Administration
5.04.21	Taxicab Owners
5.04.22	Taxicab Drivers
5.04.23	Taxicab Investigation and Enforcement
5.04.30	Pistols
5.05.00	Police Academy
5.05.01	Administration
5.05.21	Inservice Training
5.05.22	Recruit Training
5.06.00	Base Facilities
5.06.21	Station House
5.06.22	Service Facilities

Table 1

PPBS PROGRAM STRUCTURE

1.00.00	Crime Prevention and Control
1.02.00	Patrol
1.02.01	Administration
1.02.20	Operations
1.03.00	Plainclothes
1.03.01	Administration
1.03.20	Operations
1.04.00	Communications
1.04.01	Administration
1.04.20	Operations
1.04.40	Maintenance
2.00.00	Investigation and Apprehension
2.01.00	Administration
2.01.01	Administration
2.02.00	Special Squads
2.02.21	Special Squads
2.02.22	Homicide
2.02.23	Burglary
2.02.24	Youth
2.02.25	Narcotics
2.02.26	Riverfront
2.02.27	Missing Persons
2.02.28	Central Investigation Bureau
2.02.29	Bureau of Special Services
2.03.00	Borough and Precinct Commands
2.03.01	Administration
2.03.20	Operations
2.04.00	Technical Services
2.04.21	Laboratory
2.04.22	Ballistics Section
2.04.23	Bomb Squad
2.04.24	Photographic Section
2.04.25	Identification Unit
2.05.00	Investigation and Indictment
2.05.21	Investigation and Indictment
2.06.00	Investigation of Municipal Affairs
2.06.21	Investigation of Municipal Affairs
3.00.00	Traffic Control
3.02.00	Traffic Safety
3.02.21	Safety Education
3.03.00	Enforcement
3.03.21	Districts and Precincts
3.03.22	Motorcycle
3.03.23	Mounted
3.03.24	Accident Investigation
3.03.25	Accident records

APPENDIX B. CYNICISM STUDY QUESTIONNAIRE
AND DATA.

Neiderhoffer.

QUESTIONNAIRE

In each of the following items, please circle the letter of the statement which, in your opinion, is most nearly correct:

1. The average police superior is _____
 - a. Very interested in the welfare of his subordinates.
 - b. Somewhat concerned about the welfare of his subordinates.
 - c. Mostly concerned with his own problems.
2. The average departmental complaint is a result of _____
 - a. The superior's dedication to proper standards of efficiency.
 - b. Some personal friction between superior and subordinate.
 - c. The pressure on superiors from higher authority to give out complaints.
3. The average arrest is made because _____
 - a. The patrolman is dedicated to perform his duty properly.
 - b. A complainant insisted on it.
 - c. The officer could not avoid it without getting into trouble.
4. The best arrests are made _____
 - a. As a result of hard work and intelligent dedication to duty.
 - b. As a result of good information from an informer.
5. A college degree as a requirement for appointment to the police department _____
 - a. Would result in a much more efficient police department.
 - b. Would cause friction and possibly do more harm than good.
 - c. Would let into the department men who are probably ill-suited for police work.
6. When you get to know the department from the inside, you begin to feel that _____
 - a. It is a very efficient, smoothly operating organization.
 - b. It is hardly any different from other civil service organizations.
 - c. It is a wonder that it does one-half as well as it does.
7. Police training of recruits _____
 - a. Does a very fine job of preparing the recruit for duty.
 - b. Cannot overcome the contradictions between theory and practice.
 - c. Might as well be cut in half. The recruit has to learn all over when he is assigned.
8. Professionalization of police work _____
 - a. Is already here for many groups of policemen.
 - b. May come in the future.
 - c. Is a dream. It will not come in the foreseeable future.
9. When a patrolman appears at the police department Trial Room _____
 - a. He knows that he is getting a fair and impartial trial with legal safeguards.
 - b. The outcome depends as much on the personal impression he leaves with the trial commissioner as it does on the merits of the case.
 - c. He will probably be found guilty even when he has a good defense.

10. The average policeman is _____
 - a. Dedicated to high ideals of police service and would not hesitate to perform police duty even though he may have to work overtime.
 - b. Trying to perform eight hours of duty without getting into trouble.
 - c. Just as interested in promoting private contracts as he is in performing police work.
11. The Rules and Regulations of police work _____
 - a. Are fair and sensible in regulating conduct off and on duty.
 - b. Create a problem in that it is very difficult to perform an active tour of duty without violating some rules and regulations.
 - c. Are so restrictive and contradictory that the average policeman just uses common sense on the job, and does not worry about rules and regulations.
12. The youth problem is best handled by police who are _____
 - a. Trained in a social service approach.
 - b. The average patrolmen on post.
 - c. By mobile, strong-arm Youth Squads who are ready to take strong action.
13. The majority of special assignments in the police department _____
 - a. Are a result of careful consideration of the man's background and qualifications, and depend on merit.
 - b. Are being handled as capably as you could expect in a large civil service organization.
 - c. Depend on whom you know, not on merit.
14. The average detective _____
 - a. Has special qualifications and is superior to a patrolman in intelligence and dedication to duty.
 - b. Is just about the same as the average patrolman.
 - c. Is a little chesty and thinks he is a little better than a patrolman.
15. Police department summonses are issued by policemen _____
 - a. As part of a sensible pattern of enforcement.
 - b. On the basis of their own ideas of right and wrong driving.
 - c. Because a patrolman knows he must meet his quota even if this is not official.
16. The public _____
 - a. Shows a lot of respect for policemen.
 - b. Considers policemen average civil service workers.
 - c. Considers policemen very low as far as prestige goes.
17. The public _____
 - a. Is eager to cooperate with policemen to help them perform their duty better.
 - b. Usually has to be forced to cooperate with policemen.
 - c. Is more apt to obstruct police work if it can, than cooperate.

18. Policemen _____
 - a. Understand human behavior as well as psychologists and sociologists because they get so much experience in real life.
 - b. Have no more talent in understanding human behavior than any average person.
 - c. Have a peculiar view of human nature because of the misery and cruelty of life which they see every day.
19. The newspapers in general _____
 - a. Try to help police departments by giving prominent coverage to items favorable to police.
 - b. Just report the news impartially whether or not it concerns the police.
 - c. Seem to enjoy giving an unfavorable slant to news concerning the police and prominently play up police misdeeds rather than virtues.
20. Testifying in court _____
 - a. Policemen receive real cooperation and are treated fairly by court personnel.
 - b. Police witnesses are treated no differently from civilian witnesses.
 - c. Too often the policemen are treated as criminals when they take the witness stand.

NIEDERHOFFER DATA

Results of the Study

TABLE VIII
CYNICISM SCALE—RANK OF ITEMS BY TOTAL SAMPLE

1: highest cynicism; 20: least cynicism; N=220

Rank by Whole Sample	Topic of Item	All Police but Control	Control	Recruits	Ptl. 2-12 Years	Ptl. 13-19 Years	Detectives	Superiors	Original Item #
1.	Newspapers' attitude toward police	1	1	1	1	1	1	1	19
2.	Reason for departmental complaints	2	7	10½	2	2	2	2	2
3.	The attitude of police superiors	3	8½	9	5	3	8½	3½	1
4.	Is P.D. trial fair to policemen?	4	10	8	3	4	6	7	9
5.	Method of special assignments	5	12	3	6	5	3½	11½	13
6.	Qualities of average detective	6	13	4	4	7	11	6	14
7.	How policemen are treated in court	7	3	2	8	14	11	3½	20
8.	Policemen as judges of human nature	11	2	7	12	13	3½	5	18
9.	Why policemen issue summonses	8	18	15	7	6	5	9	15
10.	Appraisal of rules and regulations	9	14	5	11	10½	14	13	11
11.	An inside view of the department	10	16½	12½	10	8	7	9	6
12.	Public's attitude toward police	12	5	14	9	9	16	11½	16
13.	Best solution of youth problem	13	8½	10½	13	17	8½	14	12
14.	Effect of requiring college degree	14	6	16	14	10½	15	16	5
15.	Public's cooperation with police	16	4	12½	15	19	13	15	17
16.	Professionalization of police	17	11	18	17	12	11	9	8
17.	Police Academy training program	15	15	6	16	16	17	19	7
18.	Policeman's spirit of dedication	18	19	17	19	15	19	18	10
19.	How the best arrests are made	19	19	19	18	20	18	17	4
20.	The cause of the average arrest	20	16½	20	20	18	20	20	3

NIEDERHOFFER DATA

APPENDIX C. MBO RESUME - GOVERNMENT
OF ALBERTA

MANAGEMENT BY OBJECTIVES

1. Philosophy

Douglas McGregor, in his book "The Human Side of Enterprise" (1), proposes that: "The motivation, the potential for development, the capacity for assuming responsibility, the readiness to direct behavior towards organizational goals are all present in people". The essential task of management is "to arrange organizational conditions and methods of operation so that people can achieve their own goals best by directing their own efforts towards organizational objectives". Participative management is one condition for Management by Objectives.

Management by Objectives (MBO) (2), Management by Results (3), and Management through Commitment are systems of management in which activities are geared to reaching a pre-determined set of concrete, attainable, desirable, measurable objectives. These objectives are determined by mutual agreement between a manager and his subordinate in such a way that they both become committed towards the objectives.

MBO can be connected to Motivational Theory (see the session on motivation). Dr. Fred Herzberg of Case Western Reserve University (4) indicated from his research that the common motivators are:

1. The work itself
2. Responsibility
3. Achievement
4. Room for growth
5. Recognition.

These five factors appear in the Management by Objectives process as:

1. Tell me what you expect from me
2. Give me the resources to perform the task
3. Let me know how I am getting on
4. Give me guidance where I need it
5. Reward me according to my achievement.

The idea of setting objectives is not new to government supervisors who have been accustomed to "living within the estimates" and may therefore be relegated to just common sense. But, the two unique features of MBO are:

1. the regular and clear expression of those objectives and
2. the commitment that is demanded from boss and subordinate to mutual objectives.

MBO is a systematic way to help supervisors achieve these factors.

2. Steps in MBO

The MBO process contains several distinct steps or techniques. These general techniques apply to MBO, Management by Results, and Management through Commitment. Differences between the systems depend largely on the

MBO 2

emphasis given to the various steps. These are:

- A. The Clarification of Organizational Purpose
- B. The Establishment of Evaluation Criteria
- C. The Setting of Targets
- D. Periodic Reviews.

A. The Clarification of Organizational Purposes

According to economic theory (5) a business man in setting up a firm would go through a series of decisions in order to determine what he would produce and sell. These decisions could be expressed as the answers to the questions:

1. What business do I want to be in?
2. What resources have I got?
3. What can I produce and in what quantity?
4. What is the market price for my product?
5. Is the profit margin adequate?

The Cabinet goes through a similar sort of process in determining what services the government will provide to the public, only the questions are compounded by legislation, the involuntary nature of its income and the popular vote. The net outcome of the Cabinet's decision-making process is the conglomeration of government departments with their own purposes and terms of reference (usually embodied in legislation).

The departmental purposes disintegrate throughout the organization into a series of local sub-objectives, the sum total of which is the departmental objective.

Each section of each department in the government must have a purpose which contributes to the purpose of the government as a whole. It is so very easy in a bureaucracy for us to lose all purpose in activity.

In his novel, "Little Dorrit", Charles Dickens wrote of a certain government department that he called the 'Circumlocution Department' and whose members he named 'Barnacles':

When that admirable Department got into trouble and was, by some infuriated member of Parliament, whom the smaller Barnacles almost suspected of labouring under diabolic possession, attacked ... then the right honourable Barnacle who represented it in the House would smite that member and cleave him asunder with a statement of the quantity of business (for the prevention of business) done by the Circumlocution Office. Then would that noble or right honourable Barnacle hold in his hand a paper containing a few figures, to which, with the permission of the House, he would entreat its attention ... Then would the noble or right honourable Barnacle perceive, sir, from this little document, which he thought might carry conviction even to the perversest mind (derisive laughter and cheering from the Barnacle small fry) that within the short compass of the last financial half-year this much maligned Department had written and received fifteen thousand letters (loud cheers) ... had made twenty-four thousand,

five hundred and seventeen memoranda (vehement cheering).

The situation has changed since Dickens, but many government employees are task-oriented rather than objective-oriented. Ask any one of your employees what he does to justify his being on the government payroll and his answer will probably be in terms of what he does rather than what he accomplishes: "I get out these reports," or "I keep these books," etc. Job descriptions which precipitate this task-orientation are equally at fault.

What is the purpose of your organization? How does your section or branch contribute to the purpose of your department? The answers to these questions must be sought before real objectives can be set. MBO is focused on effectiveness rather than efficiency.

In any organization, there is a hierarchy of people and purposes. Each individual modifies the organization's objectives at his position by his own interpretation of those objectives. We have reasons for working, and therefore purposes for doing the job. There are demands upon us from other people, both within the organization and without. Those demands may not be at cross-purposes with the departmental objectives, but they usually do modify the way we communicate the objectives. We usually add time or quantity or quality factors to objectives as we pass them on. This is the reason that objectives have to be set by agreement between subordinates and their bosses. Personal goals and abilities must be taken into account in setting objectives. This is sometimes achieved by the addition of personal goals to organizational ones in MBO sessions and the introduction of individual career plans.

B. The Establishment of Evaluation Criteria

Having answered the question, "Why are we here?", the next question is, "How do we know if we are doing our job or not?". Sometimes this question is asked after the job has been done and in task-oriented jobs, the answer is given in terms of the work that has been done, the number of reports, files, etc. By asking the question after the definition of purpose, we are setting objective criteria for results. The question may be answered in terms of material results, or in terms of observable changes in behavior. In either case, it is imperative that the results of the activities which reflect the organizational purpose be measurable. If you cannot tell if your section is doing real work, and contributing to the department's objective, why do you work?

Evaluation criteria may be classified into internal and external categories. The internal category has to do with the utilization of physical and human resources and the fulfillment of personal objectives: it speaks of the efficiency of the organization. External criteria are associated with results visible outside the immediate organization. Examples of these

criteria for the Organization Development Division would be:

- Internal: Cost per course-member, volume of training done, development of trainers, etc.
- External: Changes in supervisory behavior as a result of training as indicated in a reduction in employee turnover or number of grievances, and an increased number of cost reduction schemes, etc.

The external criteria may present difficulty in measurement and there may not be results for which the cause can be isolated and directly related to the organization's activities. The more complex a behavior change expected, the greater the number of evaluation criteria required.

Evaluation criteria have to be objective and agreed upon between the supervisor and his staff. Undoubtedly some criteria will be missed at first, but these must be added to the existing criteria as soon as possible.

C. The Setting of Targets

A hunter who knows what he is aiming at, and where it is, has a far greater chance of hitting something than one who fires blind. Too often we are trying to second-guess our bosses in our efforts and we don't know what we have achieved until it is too late. The crux of MBO is the setting of concrete, measurable, attainable and desirable goals. This utilizes the achievement motive, whose importance is stressed by both Herzberg (4) and McClelland (6).

In determining targets, a prime concern is the direction in which to aim. "Where do we want to be?" and "Where are we at?" are two of the basic questions in ascertaining direction. This includes the consideration of alternatives of reaching a goal and the integration of targets into departmental direction.

The nature of the targets agreed on will depend entirely on the evaluation criteria used. It is desirable that the targets should be assessed quantitatively or in recognizable states. Examples of such targets would be "to revise the filing system by July and to improve the speed of service to the public by reducing the average waiting time by 10% by July", or "to increase the number of cases handled per worker by 20% without reducing the quality of service as indicated by complaint letters".

Targets must be agreed on between supervisor and subordinate. An impossible target will eliminate effort and will be an imposition on the subordinate. Targets must be attainable. McClelland (6) has shown that the best achievers in our society have been raised on the reinforcement of achievement: they are accustomed to winning; they rarely attempt the impossible; and they find no challenge in too-easy targets. A good goal for a new MBO system would be an extrapolation of previous results, after allowance was made for the change in the management

system and the usual predictable variables over the next period. The shorter the time scale of achievement, the greater the achievement motivation.

Targets can be set in three areas, corresponding to the routine, unexpected and 'stretch' areas of the position. Routine objectives can be set on those parts of the job that are routine, regular and well known. A second part of the job deals with problems or irregularities which occur from time to time, or problems which consistently reduce performance. A third factor is the extent to which a person can extend his job: the unique contribution he can make above and beyond minimum performance.

D. Periodic Reviews

The purpose of performance review is to audit past performance with a view to predicting future performance. Past performance is reviewed against the objectives set for the period. If there has been constant and clear communication between supervisor and subordinate, the performance review will not reveal many surprises. The review is the scene for the clarification of objectives for the coming period, the integration of those objectives into the long-range plans of the department, and the setting of a new group of verifiable targets for the next period. Weaknesses in managerial performance can also be pointed out at this time.

The major factor in the review is the commitment of both supervisor and subordinate to the objectives for the next period. This cannot occur unless the objectives are a mutual compromise, rather than an imposition by one person on the other. But a second element is the authority and resources to achieve the objectives. A subordinate must have the complete authority in the area of his objectives and freedom to act in that area. This demands delegation on the part of the supervisor and clear, two-way communication between the two on a shared responsibility basis.

Emphasis in the performance review has to be on the accurate assessment of committed objectives for the future rather than the failings of the past.

The frequency of periodic reviews will depend on the nature of set objectives and the department. The shorter the time scale of objectives, the greater the re-inforcement principle, and therefore the greater the achievement motivation. Short time scales must be balanced with the time-consumption of the MBO system. An average objective period of 3 - 6 months is not unreasonable.

3. Pitfalls in MBO

Any new system of management has teething troubles. One of the biggest of these troubles is the lack of understanding of the

system, right down the line. The material has been prepared to assist you to meet the installation of MBO in the government. All levels of management must understand the concepts of MBO before it can be implemented on a government-wide basis. It can, however, be implemented by individual supervisors for that area in which they have already authority to act.

Other pitfalls of the system can be expressed in the chart on the following page (MBO 7).

4. MBO in Government

Although MBO is relatively new in the Alberta Government, it has been practised in the Federal Government, the U.S. states and federal governments, and industry for some time. The 1962 Glassco Report (7) was silent on the specific topic of MBO, but it insisted that:

The first guarantee of administrative integrity lies in the proposed new concept of management, with its emphasis on the sharper definition of responsibility, authority and accountability, and on the systematic encouragement of strong administrative leadership.

... The importance to the public of efficiency and integrity in the machinery of government by which it is served is unquestionably great and grows with each new increase in the size and scope of government. But even greater is the importance of a service responsive to public wants and expectations ... This is the test, not merely of the machinery of government, but also - and principally - of the political process by which goals are set.

A number of government systems, known as Program Planning and Budgeting System (PPBS) or Work Plan and Review (WPR) are readily amenable to the MBO approach, and while the exact form of MBO or Management through Commitment (MTC) adopted by various departments must be experimental and flexible, it appears that a MBO system can apply to government as much as to industry.

Dr. D. Barrett of York University was responsible for the evaluation of a pilot project of the Federal Government's WPR system. His major findings can be summarized as:

1. Most, but not all, the individuals in the pilot group were highly enthusiastic about the concept and were very vigorous in following it in practice.
2. Most, but not all, of the individuals were able, with assistance, to get the hang of sorting out objectives and putting them in meaningful terms.
3. Major discrepancies appeared in every case between what the individual's superior expected him to accomplish and what he, in fact, was attempting to accomplish.

CRITERIA FOR JUDGING OBJECTIVES	
GOOD	BAD
1. Stated in terms of end results.	1. Stated in terms of processes and activities.
2. Achievable in definite time period.	2. Never fully achievable, no target date.
3. Where possible, stated in terms of quantities, quality, cost.	3. Indefinite, long or complex.
4. Definite as to the form of accomplishment.	4. Ambiguous in defining what is expected.
5. Important to success of business.	5. Not of real consequences, idealistic.
6. Alternatives selected are the best.	6. Only alternative considered does the job.
7. Priorities for different objectives set.	7. Relative merits of different objectives are not set.
8. All cards, including personal ones, laid open.	8. Real purposes of objectives hidden.
9. Other alternatives fully considered.	9. Used to rationalize existing procedures.
10. Various standards of performance set out.	10. No indicator of what is 'good'.
11. Objectives the basis for delegation.	11. Objectives beyond the supervisor's control.
12. Focus on opportunities for improvement.	12. Routine-orientated.
13. Unique to the individual.	13. Same for everybody.
14. Check points listed.	14. No controls established.
15. Open communication.	15. Once-a-year fight.
16. Dates can be changed by agreement if there is new evidence to do so.	16. Rigid scheduling.
17. <u>Subordinate has equal input to objectives.</u>	17. Supervisor lays the objectives down.
18. Radical re-appraisal of management system.	18. "Just a new PAO 5".
19. Objectives set down in regular manner.	19. Verbal agreement on vague objectives.
20. Personal objectives included.	20. Department's objective only considered.

4. All the individuals found that they ended up with a significantly different list of priorities and a different set of work aims than had previously existed.
5. The operation precipitated an uncataloguable variety of issues having to do with organization, staffing, communication and other administrative matters, and assisted in their clarification.
6. A pattern of superior-subordinate dialogue was established which created a richer communication flow than had previously existed.
7. It took two to three times as much time for individuals to work out objectives, discuss them with their superior, and have them ratified than had been visualized.
8. There is a need for following the full approach to implementation. No easy short-circuiting of the process is possible.
9. The need for skilled staff assistance in implementation and training was confirmed. Two men working full time for two years would have been the minimum requirement for the department, taking into account the fact that the system calls for performance review and appraisal as well as goal-setting.
10. Impressionistic judgment strongly suggests that such an investment would have an economic benefit ten, twenty-fold or more of its cost.
11. The conclusion to be drawn from the pilot project is that management by objectives should be further extended. Conversely it should not be extended unless the necessary support service is made completely and fully available.
12. The model for extended implementation is the complete approach described rather than any abridged approach.

These findings give considerable incentive to the implementation of MBO in the Government of Alberta.

5. Bibliography

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7. J. Grant Glassco: "The Royal Commission on Government Organization"; Queen's Printer; 1962.

PART 1 - WORK PLAN

DATE PREPARED _____

EMPLOYEE _____

MANAGER _____

PROJECTS AND ACTIVITIES TO BE CARRIED OUT	ACHIEVEMENT MEASURES AND INDICATORS INCLUDING DUE DATES	PRIORITIES
<p>PROJECT 1</p> <p>A three-year plan for the development of a Canadian Industry Assoc. to be completed by 31 Dec. 1969 (see attachments). This sheet covers the period 1 Jan. - 30 June 1968.</p> <ol style="list-style-type: none"> 1. Complete analysis of existing statistics and identify trends in R and D, production and export-import figures. 2. Design and distribute questionnaire to all Canadian Manufacturers, Distributors and Agents in the field to obtain more detailed and up-to-date information on R and D, production and export-import figures than now exists. 3. Analyse the results of (2) and combine with (1). Prepare report on domestic industry and market. 	<p>-- Deadlines met.</p> <ol style="list-style-type: none"> 1. To be completed by 31 Jan. 1968. 2. Success measures by response: 90% replies will be very successful. Replies by 31 March 1968. 3. Comprehensive report on the economic, financial and technical state of the industry and a well supported estimate of its future prospects. Acceptance of conclusions by senior management. Completed report by 30 April 1968. 	

PART 2 - PROGRESS REVIEW

DATE: _____

PROGRESS TO DATE	PROBLEMS	SUGGESTED ACTION TO BE TAKEN
<p>1. Statistics to Oct. '65 collected & are being analyzed on time.</p> <p>2. Questionnaire designed after consulting companies. 91% response obtained.</p> <p>3. Completed one month late.</p>	<p>• Latest figures DBS & Trade Assoc. can provide are 2 years old. Also breakdown not fine enough.</p> <p>• Problem centered around not obtaining 40% response or better.</p> <p>• Delay caused by pressure of casework</p>	<p>• Suggest branch undertake its own survey (see 2 below) to update information.</p> <p>• Solved by making replies anonymous & releasing the final consolidated results to participating companies.</p>

FORMAT FOR DEFINING COMMITMENTS

A. WHERE ARE WE NOW?	B. WHERE DO WE WANT TO BE?	C. HOW DO WE GET THERE?	D. HOW SOON?
1. Purpose: _____ _____ _____	1. Consensus? Relevant? Needs a) _____ b) _____ c) _____ d) _____ e) _____ f) _____	1. Request an offer of action calculated to meet needs in B.	1. Terminal date on each action
2. Strengths: a) _____ b) _____ c) _____ d) _____ e) _____ f) _____ etc.	2. Use more fully? In danger? etc.	2. Negotiate agreement as to the appropriateness of the action offered (boss and subordinate).	2. Beginning date
3. Weaknesses: a) _____ b) _____ c) _____ d) _____ e) _____ f) _____ etc.	3. Can we correct this year? a) _____ b) _____ c) _____ d) _____ e) _____ f) _____ etc.		3. Checkpoint dates.
4. Trends () _____ _____ _____ (Including such things as vitality and productivity, and other selected factors. In the past 3-5 years are you winning/losing?)	4. Reinforce winning? Correct losing trend? a) _____ b) _____ c) _____ d) _____ e) _____ f) _____ etc.	3. Actions which are approved are designed as commitments.	
	Challenge = Total of what needs doing	Sum total of approved actions = commitment	

**APPENDIX D. SEATTLE CITY POLICE
COMMUNITY RELATIONS PROGRAM**

SEATTLE POLICE DEPARTMENT
NOVEMBER 1970

Introduction

PROJECTION 70's

A COMPREHENSIVE PROGRAM OF POLICE-COMMUNITY RELATIONS

To be effective, community relations must involve face-to-face contact with those who have an identifiable need to understand, accept and utilize the police service. Community relations becomes even more effective when these opportunities for communicating face-to-face are somewhat outside the normal expected pattern of contact. The direction of the 70's must be "people" rather "project" oriented, with a de-emphasis on the formal committee approach to the general problem of improving community relations.

The roots of anxiety, mistrust and fear develop in the home and spread like tentacles into the community. The only productive police-community relations effort must be to channel communications along those same root channels in a multi-directional approach. The community is made up of many different age and interest groups, and each major grouping has sub-divisions that require specific problem identification and police-citizen involvement.

PROJECTION 70's is offered as a comprehensive approach to the many faceted needs that have become apparent through past and present efforts. It is designed to spread like a multi-fingered hand offering direct contact assistance to individuals and sub-groups within the community.

February 13, 1969

SEATTLE POLICE DEPARTMENT
Community Relations Division

GOALS AND PURPOSES

The Community Relations Division's primary goal is -- to assist in achieving social order within the framework of the law, and with a consideration for the dignity of all involved in the process. Safety and security are everyone's business. Social order can best be achieved by a concerted mutual effort of both the citizens of the community and their police.

The purpose of our Community Relations Program is to establish and develop a unified cooperative approach to our mutual problems by the citizens of Seattle and their Police Department. "Minimal enforcement with a high degree of public support is the hallmark of law enforcement in a democracy."

Before any real progress can be achieved toward attaining public support, the police must realize their increasing obligations and responsibilities for those conditions which contribute to the goals of voluntary citizen compliance and minimal enforcement. Conditions such as --

1. The Seattle Police Department continually striving to improve its administration and operation.
2. Developing public understanding of the consequences of crime.
3. Understanding public service needs.
4. Building confidence in the Seattle Police Department as an organization and in the individuals who compose it.

The Seattle Police Department's philosophy is to be genuinely open, with factual programs designed to present to the public the Department's programs, problems and goals. Hopefully, this will merit support and confidence. Few citizens understand a large police agency's problems. Understanding is the basis of mutual trust and confidence. We must hold our Department open to public scrutiny if the public is expected to understand -- then trust its police force.

The Public Support Program is dichotomous:

1. Increasing the pride in performance of our Seattle Police Department. The image depends upon the courtesy, efficiency and integrity of each individual officer.
2. A sound, continuing and factual program to present information to the public about the Police Department. This includes press program, meetings with citizens' groups, public appearances, reports, displays, and tours of the Department's facilities.

The Community Relations Division is responsible for external activities, internal operations, field operations, identifying training needs; meeting these needs and administrative and staff services.

Some functions the Division will perform are:

1. Act as liaison with the Mayor's Advisory Commission on Crime Prevention and the Neighborhood Crime Prevention Councils to coordinate the Police Department's information and activities with the Commission and the neighborhood councils.
2. Maintain contacts with individuals and groups in the community in order to increase police-citizen cooperation and understanding.
3. Establish and maintain working relationships without counterparts in other police and government agencies in the metropolitan area.
4. Coordinate police-community relations programs within the Department. Suggestions for strengthening the programs and methods for improving police service are analyzed to insure that they comply with Department policy.
5. Be present at all demonstrations, riots and other disturbances. The Community Relations Division will receive a report from command personnel who were present at the scene. To improve operations procedures, the reports should be analyzed and critiqued with the command staff who were present at the event.
6. Spend time in the field with patrolmen, to examine the problems at the level of execution. When procedures or practices are observed which detract from good community relations -- recommendations for improvement will be sent to the Chief.

7. To identify community relations problems which require special analysis and/or research. The Research and Development Division is requested to conduct special staff studies and research projects when special skills are required.
8. To continually perform services for the operational units. Providing staff assistance and assisting line commanders in developing programs are primary tasks of this Division.
9. To identify training needs in Community Relations through observation, review and analysis of citizens' complaints (through consultation with the Inspectional Services Division), critiques, field operations, reports from command officers, and interviews with citizens.
10. Formulate crime prevention programs. This is creative work and requires imagination, initiative, knowledge of police problems, and the ability to translate programs to the public. Not only programs for the Community Relations Divisions are developed, but also, the Division assists in developing programs concerned with auto theft, traffic, youth delinquency, burglary, robbery, etc. The Community Relations Division devotes particular attention to developing programs for the Neighborhood Crime Prevention Committee and the Mayor's Advisory Commission on Crime Prevention. Suggestions for programs are solicited from all segments of the community.

The Division solicits the aid of public relations agencies, the news media, and all other groups to assist in program development and execution.

In order to succeed in our endeavor, we must:

1. Identify the sources of tensions and hostility.
2. Establish a two-way communication between the individual police officer and the citizens of the community which he serves.
3. Recognize the types of behavior and events which act as barriers to mutual understanding, trust and respect.
4. Respond appropriately to expressions from the community about those police practices which may be either misunderstood or need revision, or clarification.
5. Develop methods for community-police cooperation.
6. Establish understanding in the community of the difficult task performed by the uniformed police officer, and his need for community support to perform to his optimum.
7. Encourage as many people as possible to become involved in improving their community, their police, and the relationship between the community and the police.
8. Seek out those who have been alienated, discover affective communications methods and devise methods of working together.

PROPOSED COMMUNITY RELATIONS PROGRAMS

It will require involvement in almost every area of the police operations to effectively implement many of the present and proposed Community Relations Programs. Each program is designed to directly attack a specific problem area.

CODE 99 PROGRAM

The "Cut to eat" code is used here to designate the program in which Patrol Officers have their lunch break at the high school or junior high in their patrol area. This gives the officer the opportunity for an informal visit with the students and demonstrates to the students that police officers have more than an "official" interest in their activities.

SCHOOL RESOURCE OFFICER

This is an ambitious program that requires the full-time involvement of one police officer for each high school in the Seattle area. However, it has proved to be a very successful program in other cities. A Police Officer is assigned to each high school where he is available for counseling and class instruction and the role of law enforcement in the community, both in his high school and in feeder junior highs. (See Appendix A.)

MOBILE DISPLAY UNIT

The advantages of having a specially equipped mobile unit that could be used as a "walk in" information center are obvious. The unit could be moved to schools, shopping centers, parks and playgrounds, business areas in residential districts, etc. on a "floating" basis and would be available where there is a specific need to any area in the city. (See Appendix B.)

OPERATION COFFEE BREAK

Those high-crime areas, particularly those with high incidents of daytime burglaries, street assaults, vandalism, purse snatches, etc. have within their perimeters residents who could measurably benefit from crime pre-

OPERATION COFFEE BREAK (cont.)

vention advice and, even more important, would develop a sense of security from knowing that their police officers are interested enough in their welfare to personally offer such advice. It would be necessary to enlist citizen cooperation in having neighborhood coffee hours where the Community Relations Officer and, if possible, the District Patrol Officer, could sit down in a private home and discuss specific crime and safety problems. It is suggested that Policewomen would be very effective in talking to housewives, as much of the problem could predictably be child protection and welfare.

ONE PARENT DISCUSSION GROUPS

The problems of juvenile delinquency, drug involvement, proper parental supervision are particularly apparent to those raising their children in one-parent homes. The problems are apt to be even more acute in the low-income families where financial burdens are contributing to the anxieties within the home. Informal discussion groups where such parents can discuss their fears, compare problems, and learn how the police and other social agencies can assist them with these problems would be a productive and positive approach.

CITIZEN "WHAT TO DO" BULLETINS

Using a "Your Police Department Suggests" format, a series of brief bulletins telling the citizen who to contact or what to do in common emergency situations could be prepared and posted in supermarkets, laundromats, employment agencies, recreation centers, schools, beauty shops, etc. The number of calls received by the Police Department that involve non-police emergencies (lighting, street damage, civil matters, etc.) indicate the need for such an educational effort.

TEEN ADVISORY COUNCIL

If we are to effectively attack the juvenile drug problems, delinquency and alienation of the juvenile from authority figures in all areas, it is vital that the police develop constructive, non-conflict contacts with those citizens between the ages of 12 - 18 years of age. A teen Advisory Council, or series of councils, organized in a geographical basis would provide the opportunity for young people to express their views, and for law

TEEN ADVISORY COUNCIL (cont.)

enforcement representatives to motivate them to apply peer group pressure in certain problem areas.

OPERATION DRUG OUT

The drug scene merits a SPECIAL EFFORT combining the resources available in the Police Department and in all other agencies concerned with prevention, suppression and rehabilitation. An imaginative, public service campaign including radio, TV and news publications should be running simultaneously with the personal contact program. A cartoon character depicting the "drug out" juvenile could be effectively utilized in a series of drug prevention messages.

WALK AND TALK PROGRAM

The main purpose of this program is to get the uniformed officer out of the patrol car and on the street. An officer equipped with a 450 series radio could function in the dual walking beat and car role and still maintain contact with the Communications Center. He would thus be able to become better acquainted with the people in his district and would be able to provide information on crime prevention to businessmen and area residents.

PRESENT COMMUNITY RELATIONS PROGRAMS

The following Community Relations Programs are presently being implemented by the Community Relations Division of the Seattle Police Department. These programs have demonstrated the effectiveness of directing communications efforts to specific target areas. Each program has singled out a problem, an area of concern, a service or a group that could benefit from a specialized program. The main emphasis has been to reach as many individuals as possible in highly personalized programs. The Community Relations Division plans to continue and expand each of these programs.

OFFICER FRIENDLY PROGRAM

The Officer Friendly Program was developed as a cooperative effort of the Seattle Police Department, the Sears Foundation and Seattle Public Schools. A Seattle Police Officer makes three visits to each second grade class in the schools that request the program. Thirteen elementary schools participated in the pilot program during the 1969-1970 school year, and the program has been expanded this school year to reach all 135 public and private elementary schools in the Seattle area. The program is designed to develop a cooperative rapport between the primary grade child and the uniformed officer, and to be a valuable learning experience on the role of the officer and the role of the young citizen in the community.

OBSERVATION CAR RIDE PROGRAM

Citizens who are interested in the operation of the Police Department or who may have some fears concerning the integrity or efficiency of the police service are encouraged to participate in this program. Citizens are able to observe, first hand, police officers performing their regular duties. In addition, they have the opportunity to informally converse with officers about their concerns. The program consists of a tour of the Police Headquarters building conducted by an officer assigned to the Human Relations Unit. The participants are then taken out into the community in unmarked, radio equipped police vehicles and have the opportunity to respond to police calls and observe the manner in which such a call is handled. They may also stop and talk to beat officers and make inquiries concerning police policies and procedures.

INDUSTRIAL RELATIONS PROGRAM

A special Industrial Relations Unit was formed on October 28, 1970 after careful study of the few units now in existence in other law enforcement agencies and meetings with representatives from both labor and management. The main objective of the program is to create a liaison between the labor groups and industry. The new unit will also coordinate the activities of the Police Department in handling labor related incidents and will become familiar with trends in matters affecting labor-management relationships.

EXPLORER PROGRAM

Exploring is a program for high school aged boys and girls. It was designed by the Exploring Division of the Boy Scouts of America. The law enforcement group, which is under the direction of the Community Relations Division, is designed to attract young people who are interested in a law enforcement career. The group is divided into three units which meet two week nights and one weekend a month at each of the three precincts. The Explorer Program gives young people in the community the opportunity to meet with members of the Seattle Police Department and study every aspect of police service.

PAROLEE ASSISTANCE PROGRAM

When a parolee registers with the Seattle Police Department, he is referred to the Community Relations Division for counseling assistance. He is advised he may request assistance on the interpretation of prior records to prospective employers and receives orientation on services available in the City of Seattle and residence information. From January 1 - November 4, 1970, 381 parolees were interviewed by Community Relations Officers, and 25 subsequently requested assistance from the Community Relations Division.

COMMUNITY RADIO WATCH

This program was designed by Motorola Radio Corporation to utilize the services of citizens with two-way communications in their vehicles in observing and reporting crimes. The present program involves approximately 2,500 citizen-band radio operators and approximately 1,200 mobile units with commercial band radios. A citizen-band monitor will be installed

COMMUNITY RADIO WATCH (cont.)

in the Police Communications Center, and this will greatly expand the effectiveness and scope of the program.

SUMMARY

The Community Relations Division staff works very closely with the Crime Prevention Advisory Commission and the individual Crime Prevention Councils. Community Relations Officers function as a resource unit to the Commission and Councils and provide advice and assistance in specific crime prevention programs. Close liaison is also maintained with the Human Rights Department of the City of Seattle, and there is a mutual effort to cooperate in providing information and productive involvement in handling programs of mutual concern.

A Speaker's Bureau is one of the responsibilities of the Public Information Section and Police Officers assigned to this unit respond to public requests for talks in every area of crime prevention and police operations.

The Public Information Section is also in direct contact with representatives from all the news media and assists them in obtaining information on matters of public interest.

Informal citizen-police dialogue continues to be one of the most important functions of the officers assigned to the Community Relations Division. Walk-in office traffic, phone calls and individual contacts in the community are effective ways to provide the citizen with the assistance he needs and at the same time develop confidence in the police service. The number of such individual contacts has continued to grow and presently consumes a significant percentage of the staff's time.

APPENDIX A

SCHOOL RESOURCE OFFICER PROGRAM

I. Program Description.

A. Objectives.

1. To strengthen cooperative efforts between high school students and the Seattle Police Department.
2. To develop a wholesome image of the Seattle Police Department.
3. To acquaint students with the need for policemen and situations that confront him in his job.
4. To reinforce an understanding of the urgent need for mutual cooperation and effort between the Police Department and members of the community in the prevention of crime.
5. To provide the primary grade child with the opportunity to develop an intelligent understanding of his rights, responsibilities and obligations as a junior citizen living in a large city.

B. History of Program.

1. This is an ambitious program, presently under consideration.
2. It is being utilized with success in other cities.

C. Program Operation.

1. An officer would be assigned to each high school in the Seattle School District.
2. The officer would be available to classes in that school and feeder junior high schools.
3. The officer would be available for counseling and guidance.
4. The officer would do only emergency police work while in the school.

II. Involvement.

A. Schools.

1. Twelve public high schools, nine Catholic schools, one private high school.
2. Eighteen feeder junior high schools.

SCHOOL RESOURCE OFFICER PROGRAM
Page 2

B. Police Department.

1. Twenty-two officers.
2. Two supervisors, sergeant and/or above.
3. Selected training.

III. Value and Effect of Program.

A. This program is not in operation because of the following:

1. Lack of funding to establish effective program.
2. Lack of program research personnel.
3. Non-availability of officers to staff high schools.

B. The program would be effective for the following reasons:

1. Young people would be aware of rights and responsibilities.
2. Young people would have third person to talk with. Most police officers are wordly persons and can give beneficial advice concerning every day problems.
3. As a result, more community programs could implement using parents, teachers and youths.

APPENDIX B

MOBILE DISPLAY UNIT

I. Program Description.

A. Objectives.

1. To readily bring to the community displays and information concerning the City of Seattle's criminal and community problems.
2. To make communities aware of the functions, personnel and services available from the City of Seattle and its Police Department.
3. To show the citizens of the State of Washington a progressive city and Police Department that is located in the state.

B. History.

1. The Police Department has, on occasion, borrowed a mobile unit and performed the functions listed above.
2. The mobile display unit is an excellent way to foster good feelings regarding city police services.
3. Several private organizations utilize mobile display units to create public relations and good feelings regarding wares and services.

C. Program Operation.

1. The mobile display unit would be staffed with:
 - a. Personnel and material provided by the Seattle Police Department.
 - b. Visit selected areas.
 - (1) Creating good will.
 - (2) Displaying services.
 - (3) Showing operations.
 - (4) Making the public aware of community problems.

II. Involvement.

A. Selected agencies from the City of Seattle.

B. Police Department.

1. Two officers.
2. One mobile display unit.
3. Manhours cannot be calculated.

MOBILE DISPLAY UNIT
Page 2

4. Selected display material.
5. Selected training in the field of public relations.

III. Value and Effect of Program.

A. The program is not in operation for the following reasons:

1. Lack of funds to -
 - a. Staff the Community Relations Section with a Program Research Section.
 - b. Purchase a mobile display unit.
 - c. Non-availability of officers to perform services mentioned.

B. Effectiveness of Program.

1. This program would be effective in the following areas:
 - a. Crime prevention techniques.
 - b. Solving community problems.
 - c. Bringing members of the community together.
 - d. Showing crime trends.
 - e. Gathering of data to improve services.

APPENDIX E. CORRECTIONAL CONSULTATION
CENTRE (SOLICITOR GENERAL'S DEPARTMENT)
PROJECT PLANS

PROGRAMME AND STAFFING REQUIREMENTS

CORRECTIONAL CONSULTATION CENTRE

FEBRUARY 22, 1971

Background

The objectives and functions of the Correctional Consultation Centre are described on the attached material. Essentially, staffing needs for this Unit are dependent upon a clarification of policy and organizational development to be effected by senior management at the direction of the Solicitor General.

The Thesis of This Paper

The premise of this brief paper is the fundamental role of the Departmental Headquarters to create a Canadian perspective in a social defence framework and to give leadership within this broad context that must include law enforcement, the courts, and corrections as a total system. Clearly the trend in this country is toward regional and local development and any plan within the Department of the Solicitor General should be sensitive to regionalism and also prepared to move toward decentralization. In the process, the task of the Correctional Consultation Centre is to develop communication patterns that bridge old barriers represented by unresolved conflict between the levels of government, eg. Federal-Provincial; fields of service, eg. justice and welfare; and professional disciplines, eg. legal-social science.

A Period of Transition - Regional and National Development

As a result of the emerging concepts of the role of the Federal Government, the Department of the Solicitor General should establish a broad programme over the next three to five years to bring about comprehensive regional planning. All consultation, demonstration and training projects should be undertaken within this planning structure.

- 2 -

Developmental Areas

Programme 1 - Comprehensive Social Defence Planning

The creation of regional planning bodies to bring about regional co-ordination of law enforcement, the courts, and corrections.

This priority would be achieved through consultative processes and include existing local and regional structures comprising lay and employed personnel.

Budget - \$500,000 - Five regional staff positions; Atlantic, Quebec, Ontario, the Prairie Region and British Columbia. A programme budget for consultation to bring about broad planning.

Programme 2 - Youth Service Bureaus

The testing of co-ordinating control, preventative, and rehabilitative services in urban areas. The role will be to enter into co-ordinated programming largely through existing structures. eg. police, juvenile courts, probation, child and family welfare, and youth recreation. An important development will be to create a role for the youth population to participate in the decision making process. Research and demonstration projects will be conducted within this comprehensive framework.

Budget - \$250,000 - Staff requirement of 1 staff and secretarial position at the Headquarters with the five regional staff engaged on the basis of programmes developed in their region.

Programme 3 - Police and Community Relations

A nation-wide task force to examine how municipal, provincial and the Royal Canadian Mounted Police are undertaking police and community relations to offset youth alienation and community apathy toward law and order.

Budget - \$150,000 - Staff requirement of 1 central based staff position, an experienced law enforcement officer skilled in human relations and a capacity to understand new life styles. Regional staff to act in liaison for programmes conducted in their area.

...3

- 3 -

Programme 4 - Alternatives to Incarceration

Several broad task forces to be established in this area to examine and appraise current alternatives to prison. For example, the attached outline for residential services would be undertaken over a two year period and indicate the potential of residential programmes and patterns of financing, together with the linkage of these services to the total correctional rehabilitation service network.

Budget - \$200,000 - Staff requirement of 1 centrally based staff position with a regional liaison established by programmes conducted within it.

Programme 5 - Ex-offender Programmes

A broad task force to offset the growing confrontation emerging from ex-offender groups. A programme designed to test ex-offender programmes of prison visiting and ex-offender sponsored after care programmes to determine ways and means for this positive trend to become a part of the correctional network.

Budget - \$100,000 - Staff requirement of 1 central based staff position, a former inmate of a penitentiary or provincial prison having demonstrated effective experience in rehabilitation. Regional staff carry out liaison in regard to programmes carried out in their region.

Programme 6 - Community Training

A broadly based service to carry out training and public education at all levels, from citizen volunteers, para-professional, training line staff in new techniques, conferences of an interdisciplinary nature, and advanced training carried out in conjunction with institutions of higher learning such as the community colleges and universities.

Budget - \$250,000 - Staff requirement of 1 central based staff position with regional staff liaison by programme project.

...4

- 4 -

Total Staff Requirements

This indicates a total staff complement of nine professional positions with additional secretarial and support staff as required. The total budget for the Correctional Consultation Centre for this programme is \$1,450,000.00.

The consultation projects carried out with the Provinces would fall within Programme 1, as would all projects of a broad, comprehensive nature. The major staffing for developing consultation, demonstration and training projects would still be undertaken on a short-term basis and the ratio of staff contracted through programmes will be considerably higher than the full-time staff employed by the Department.

The above development of a consultation programme should also be closely coordinated with information services. Probably one of the more acceptable roles for our Department is the expansion of information giving a Canadian perspective in social defence. Perhaps one of the more appropriate ways of developing an information service will be to contract with outside individuals and university centres for the creation of back-ground materials on the Canadian scene. (see paper Organizing Consultation, Information, Programme Demonstration, and Training Resources within the Department of the Solicitor General, attached p.5). The circulation of project reports for consultation and research together with a digest representative of a social defence viewpoint are important attributes for the consideration of information service expansion.

Summary

This modest proposal is presented as one means for developing an alternative to the current fragmented state of Canada's social defence network. In this regard the consultation service is visualized as a part of the total departmental headquarter's function. The major underlying principle of this paper is that one of the more ineffectual social institutions in our society is the prison and its related system. Therefore, a long term approach emphasizing citizen participation, a regional perspective crossing the lines of the various levels of government, and an interdisciplinary framework is required.

- 5 -

The above is suggested as a foundation for consultation services that hopefully may be refined through review by all head-quarter units and followed with technical detail as will be required.

I look forward to your review.

D. R. M. Cook

Attachments

1. Statement of Priorities.
2. List of Projects (by Classification).
3. Residential Services Task Force Proposal.
4. A Review of the Canadian Committee on Corrections:
Toward Unity, Criminal Justice and Corrections
(p. 283 and p. 284).
5. Organizing Consultation, Information, Programme
Demonstration and Training Resources Within
The Department of the Solicitor General.

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INTERVIEWS

Insp. R. Duff, R.C.M.P.

Mr. R. Dowdell, Director, Personnel (Air), Ministry of Transport,

Insp. K. Evans, Calgary City Police,

Sgt. P. Gardam, Calgary City Police,

Det. N. Graham, Calgary City Police,

Sgt. Crosby-Jones, Calgary City Police,

Insp. I. Blehm, R.C.M.P. now Security Director National Hockey League,

Cpl. R. Harvey, R.C.M.P.,

S/Sgt. J. Kenney, R.C.M.P.,

Sgt. D. Nelson, Calgary City Police,

Cst. B. Olsen, Calgary City Police,

Officer H. Roach, Seattle City Police Community Relations Section,

and numerous others.

CORRESPONDENCE

Sgt. E. Woods, R.C.M.P.

Insp. A. Tuttle, R.C.M.P.*

Mr. J. Wilson, Attorney General's Dept. Government of Alberta, Edmonton.

**END OF
REEL**