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**An evaluation approach applicable to North Carolina police
management development programs**

Simerson, Byron Keith, Ed.D.

The University of North Carolina at Greensboro, 1987

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AN EVALUATION APPROACH APPLICABLE TO
NORTH CAROLINA POLICE MANAGEMENT
DEVELOPMENT PROGRAMS

by

Byron Keith Simerson

A Dissertation Submitted to
The Faculty of the Graduate School at
The University of North Carolina at Greensboro
in Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

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1987

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APPROVAL PAGE

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Police administrators recognize the importance of determining how well training programs function. However, generally only a limited number of variables are taken into consideration when police management training programs are evaluated.

While there is relatively little information about assessing police management training, there is considerable information about the evaluation of educational programs in general. Due to organizational and professional constraints, police managers tend to ignore the use of these general education evaluation approaches. Moreover, none of these approaches alone are completely adequate for police management development program evaluation.

The purpose of this study was to remedy this problem. It developed an evaluation model drawing on each general evaluation strategy's contribution to the design of effective evaluation studies. However, it is broad based enough to reduce many of the liabilities associated with program assessment using any one evaluation strategy.

The resulting model for evaluation has four major parts: (1) assessment of the needs of the training program's "interest groups" to determine whether the program meets their needs; (2) determination of the degree to which the official program description coincides with the actual training program; (3) assessment of whether students achieve the training program learning objectives; (4) discovering how the training program affects subsequent students behavior or job performance.

The appropriateness and usefulness of the developed evaluation model was investigated by its application to the Police Executive Development Program conducted by the Institute of Government at the University of North Carolina at Chapel Hill. In addition, a detailed description of the approach was disseminated to a sample of North Carolina Chiefs of Police to obtain their views about its appropriateness and usefulness.

Program administrator and police chiefs' views suggest that the developed evaluation approach can effectively be applied to North Carolina police management development programs.

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CHAPTER I
INTRODUCTION

There is considerable evidence that "human resource development," and specifically management skills development, is being increasingly emphasized in organizations. During 1982, organizations with fifty or more employees spent approximately 2.9 billion dollars on human resource development, with sixty-seven percent offering formal training in management skills (Zemke, 1982: 30-40). During 1984, organizations employing fifty or more individuals spent approximately 4.2 billion dollars for human resource development. A significant portion involved management development; eighty-nine percent of such organizations offer some type of formal management skills development (Zemke, 1984: 16-44). Among human resource development officials surveyed in 1984, almost thirty-five percent responded that training was "much more important" to the organization's success than in 1982 (Zemke, 1984: 73-74).

Organizations support formal management development programs for a variety of reasons. Drucker (1981), McGehee (1979), and Kirkpatrick (1983) argue that management development programs benefit both those who attend them and their organizations, though evidence that these benefits actually occur is generally not provided. Kirkpatrick suggests that individual benefits include increased knowledge, skills, and opportunity for organizational advancement. Organizational benefits include better management, increased profitability, and an enhanced organizational image (Kirkpatrick, 1983: 125-127).

Like other organizations, law enforcement agencies invest a significant amount of time and money in management development, assuming that training will benefit both the organization and its employees. Because of this significant investment, as well as the possible benefits, it is increasingly important for administrators to determine how well such training programs function. Only after the worth of the current program is assessed can rational decisions about program improvement occur.

Information about law enforcement training in general (Lohela, 1981; Younce, 1981; Tully, 1980; Seay, 1979) indicates that decision-makers in some police organizations do recognize the importance of determining how well training programs function. Nevertheless, only a limited number of variables usually are taken into consideration when training programs are evaluated. These include: (1) attendance pattern analysis (Shagory, 1977: 39-42), (2) feedback from participants at the conclusion of each class week (Shagory, 1977: 39-42), (3) comparison of pre- and post-test scores (Seay, 1979: 30), (4) review to determine the relevance of training to job performance (Bettiol et al., 1974: 33), and (5) follow-up surveys to determine how participating in the course affects the participants' subsequent job performance (McMullen, 1977: 60).

While relatively little information is available about the evaluation of police management development training, there is much more information about the evaluation of educational programs in general (see Chapter II). Unfortunately, approaches developed in the general literature on evaluating educational programs require some modification to fit police training. Moreover, due to organizational and professional constraints, police managers may tend to make little use of this

literature (Myers and Myers, 1973; Katz and Kahn, 1966; Katz and Lazarsfeld, 1955; Festinger et al., 1950). As a result, important factors are typically ignored when evaluating the effectiveness of management development programs for police personnel.

The Purpose Of The Study

This present study undertakes to remedy this deficiency. It develops an evaluation model for police management training which incorporates multiple variables. It then examines the usefulness of this approach. The evaluation model synthesizes existing evaluation approaches to develop a broad based approach appropriate to police management development programs. The usefulness of the approach is examined by applying it to evaluation of the four week "Police Executive Development Program" conducted by the University of North Carolina at Chapel Hill's Institute of Government. In addition, the appropriateness and usefulness of the approach developed is investigated by disseminating a description of it to a sample of North Carolina Chiefs of Police to obtain their reactions and evaluation of it.

The model for evaluation of this management development program for police personnel has five primary objectives: (1) assessment of the particular needs of the program's "interest groups" to determine whether the program meets their needs, (2) determination of the degree to which the official descriptions of the course coincide with the actual program, (3) assessment of whether those participating as students achieve the objectives of the program, (4) discovering how the program affects subsequent student behavior or job performance, and (5) providing information to help program administrators determine the strengths and

weaknesses of the course. This information suggests how the program should be modified in content or process to (a) better serve current students or (b) be introduced to a different student population.

Methodology

The evaluation approach is based on a review of the general literature about evaluation of management development programs. General evaluation approaches that can be applied to police management training are synthesized to identify information needed for a comprehensive evaluation. Information about the current status and needs of law enforcement management training and the effectiveness of the Institute of Government's program is obtained through "descriptive research." Descriptive research determines and describes "the way things are" by examining opinions, attitudes, conditions, and procedures through self-reports and observation (Gay, 1981: 154-155).

Self reports from questionnaires and interviews are used to (1) collect data from participants in the "Police Executive Development Program" and their supervisors about their knowledge, opinions, attitudes, and characteristics, as well as about expected and actual program benefits, content, and procedures; (2) determine how course administrators view the evaluation approach developed here after it is made available for their use; and (3) determine how the appropriateness and usefulness of the management development evaluation approach developed is seen by North Carolina Chiefs of Police.

Nonparticipant, observational research is used to evaluate the four week Police Executive Development Program at the Institute of Government

in Chapel Hill. Care is taken not to intentionally affect the opinions or attitudes of course participants or the content or procedures of the Program. Observation times are randomly selected so that different days and times of days are represented.

SUMMARY

In short, this study develops an evaluation approach for police management development programs that provides needed information to program administrators and participants. The evaluation model is based on a review of relevant literature focusing on current police management development evaluation practices. To determine usefulness, the approach is applied to the evaluation of a four week police management development program. A sample of Chiefs of Police is surveyed to obtain feedback about their perceptions, and feedback is obtained from the administrator of the program studied.

Limitations of the Study

Information from descriptive research is inevitably somewhat limited by the lack of generalizability. The information collected and the interpretations describe the Institute of Government's Police Executive Development Program. The study should not be assumed to describe subsequent management development programs offered by the Institute of Government.

Definition of Terms

The following terms used throughout this study require clarification and/or definition:

Evaluate - To appraise, to determine the worth of. The process involves the collection, analysis, and dissemination of information. The product enables program decision-makers to determine program strengths and weaknesses, possibly leading to program modification.

The Institute of Government - As part of the University of North Carolina at Chapel Hill, the Institute is devoted to research, teaching, and consultation for state and local governments. The Institute conducts schools and short courses for state, county, and municipal officials.

Police Executive Development Program - A four week course designed for mid- and upper-level managers of North Carolina police and public safety agencies. This particular management development program is offered by the University of North Carolina's Institute of Government.

Interest Groups - These groups consist of individuals having a direct or indirect interest in the evaluation of management development programs. This includes course participants, program decision-makers, and supervisors and subordinates of individuals participating in the course as students.

CHAPTER II

REVIEW OF LITERATURE

Little information is available about evaluation of police management development training. There is, however, considerable information about the evaluation of education programs in general. Five salient topics emerge from a review of this general literature and the limited available information about the evaluation of police training. These are (1) the definition and purpose of evaluation, (2) the evaluation of management training programs, (3) the evaluation of police management development programs, (4) strategies for planning educational evaluations, and (5) the use of evaluation information. Each of these is discussed below. Chapter III describes how they are used in developing the evaluation approach for this research.

Definition and Purpose of Evaluation

Evaluation, as understood in this study, is the collection, analysis, and dissemination of information to determine the worth of a program's procedures and product (Worthen and Sanders, 1973: 14-19). It aids in planning and decision-making, leading to improved teaching and improvements in the instructional program (Wentling, 1980: 20-22).

The major goal of evaluation is to determine whether the "phenomenon under observation has...sufficient value of itself that it should be maintained" (Worthen and Sanders, 1973: 26). Evaluation of an educational

program includes collecting information about the worth of existing instructional activities and materials. It answers such questions as "Are the benefits of the management development program worth its cost?" and "Will this training manual benefit course participants upon return to their organization?" Evaluation may contribute to the improvement of an existing program or to the development of a new program. It aids program developers by providing information needed to administer the program, and it provides data to guide constructive program modification (Worthen and Sanders, 1973: 14-26).

The Evaluation Of Management Development Programs

A comprehensive review of relevant indexes and journals found little information about the evaluation of management development programs in general. Discussions of human resource development programs in the private sector (Schmuckler, 1971; Parker, 1973; Monat, 1981; Truskie, 1981; Benjamin, 1982; Spitzer, 1982; Preziosi and Legg, 1983; Wehrenberg, 1983; Carlisle, 1984) indicate that decision-makers in some organizations do recognize the importance of determining how well management training programs function. However, only a few variables are generally considered when management development programs are evaluated.

Baker and Gorman (1978: 249-251) report that most human resource development program evaluations are deficient because they focus only on variables such as participants' reactions or pre- and post-test scores. Spautz (1971: 1-68), in a survey designed to determine how the private sector validates management training, found that decision-makers usually "infer" program effectiveness from measurement of participants' attitudes

toward various aspects of the program, assessment of change in the participant's managerial values, and feedback from course observers.

Formal evaluation of employee and management training programs is almost nonexistent. Owen and Croll (1974) surveyed almost two hundred federal agencies and obtained detailed reports about over five hundred training programs. While the purpose of those training programs could be described by the reporting organizations, a majority of respondents indicated that no attempts to formally evaluate the programs are made. Goldstein (1974) and Porras and Berg (1978: 249-266) also report that training managers in the private sector seldom attempt to formally evaluate the effects of the programs they offer. Wagel (1977: 4-10), in a survey of fifty companies, found that approximately 75% had no formal method of evaluating the effectiveness of their training programs.

Police Management Development Program Evaluation

A review of relevant indexes and journals revealed very little information about the evaluation of police management development programs. In a similar review, McGreevy, Rosbrook, and Lateef (1978) reported that only one follow-up study of law enforcement training course graduates had been conducted for program evaluation. They concluded that "programs in police science have rapidly increased in number during the last ten years, but little is known about what happens to the graduate of such programs" (McGreevy et al., 1978: 42-43).

Decision makers in some police organizations do recognize the importance of determining "how well" training programs function (Shagory, 1977; McMullen, 1977; Seay, 1979; Tully, 1980; Younce, 1981; Lohela, 1981).

The four major law enforcement executive associations in the United States have developed 940 standards for law enforcement agencies. Their Standards Manual of the Law Enforcement Agency Accreditation Program (1983) includes standards for the training and development of law enforcement personnel. Training is identified as "one of the most important responsibilities in any law enforcement agency" (Standards Manual, 1983: 33-1). The Commission on Accreditation for Law Enforcement Agencies stresses that training programs should ensure that the needs of the agency are addressed and that there is accountability for training provided (Standards Manual, 1983: 33-1). One standard mandates that law enforcement agencies have a written directive establishing "an annual process for evaluating, updating, and revising all agency training programs" (Standards Manual, 1983: 33-2).

But again, only a few variables are typically considered when police management development programs are evaluated. For example, Shagory (1977: 39-41) presented an evaluation approach for assessing the training activities of the New England Institute of Law Enforcement Management. It involved the assessment of participant performance during the course, attendance pattern analysis, and feedback from surveys at the end of each class week. Seay (1979: 28-31) reported that command level training is an important component of human resource development in the Nassau County Police Department. Although acknowledging that "the effectiveness of any training will have to be evaluated according to its impact on job performance over an extended period," Seay contends that until "such evaluation can be accomplished, training results can be measured through testing procedures" (Seay, 1979: 30). McMullen (1977: 58-60) describes three levels of career development courses established by the Florida Police Standards and Training Commission. McMullen stresses the importance of

determining whether training is relevant to actual job performance in the evaluation of courses for officers at the mid-management and executive levels within their organizations (McMullen, 1977: 60).

Wright (1973) evaluated the impact of several law enforcement training courses at the North Dakota Law Enforcement Training Center. His evaluation consisted of questionnaires forwarded to course participants and their supervisors at the end of the course. Respondents were asked to comment on course content, materials, and instructors' rate of presentation, time allotted to each topic, and opportunity for questions (Wright, 1973: 1-11). Bettiol, Freed, and Mayer (1974: 33) recommended that a regular "review and evaluation of all training programs offered by the Tennessee Law Enforcement Training Academy be done at least yearly." Their review determined whether training received was relevant to job performance. Methods of evaluation included weekly student surveys, an overall student questionnaire at the end of the course, and a follow-up participant critique (Bettiol et al., 1974: 12-38). Ulberg, Fogarty, and Schram used several information sources to evaluate the Washington Criminal Justice Education and Training Center, including interviews with program administrators, questionnaires from participants, and analysis of attendance patterns (Ulberg et al., 1974: 1-40).

The writer (Simerson, 1983) surveyed thirty-five state law enforcement and public safety training academies. Among the 25 responding, 83% offered management training. Forty-five percent of these indicated that they formally assess training impact. The variables used to evaluate training impact included feedback from course participants through surveys and exit interviews, pre- and post-test score comparisons, and the assessment of

changes in the participants' behavior during the period following the training program.

Studies like these do provide useful information; but they are not guided by a comprehensive model of training evaluation, and they typically use only a few variables selected on an ad hoc basis. Guleck (1982, pp. 410-436) recommends that multiple variables should be taken into consideration when evaluating the effectiveness of an education program. He suggests that effectiveness can be measured in social, economic, and legal terms. All of these dimensions must be considered because a program may appear to be effective from one perspective and ineffective from another. Thus, it is important for evaluation of police management development programs to use an adequate number of measures of effectiveness, as guided by a model of evaluation.

General Strategies For Program Evaluation Studies

Because of the limited amount of available information about the evaluation of police management training programs, the evaluation approach developed here draws heavily on the general literature on educational evaluation. Strategies for planning education evaluation studies have been divided into three basic types: judgement models, decision-management models, and decision-objective models (Worthen and Sanders, 1973: 42). This study makes use of ideas from all three evaluation approaches.

The Judgment Model

Judgment models evaluate programs by noting discrepancies between program performance and pre-existing standards identified by the evaluator. The program evaluator must assume the responsibility for rendering judgments. Evaluation is concerned not only with whether program

objectives are achieved, but also with whether the course as a whole is adequate to meet student need.

Cronbach, the leading advocate of this approach, defines evaluation as the "collection and use of information to make decisions about an educational program" (Cronbach, 1963: 672). He stresses that evaluations must take different program factors into consideration according to the situation in which the evaluation is being conducted. Judgment is central to Cronbach's evaluation model which emphasizes the collection and analysis of information for use in judging program instructional methods, materials, and outcomes.

Cronbach considers program evaluation to be a fundamental part of curriculum development. Its job is to collect information the course administrator "can and will use to do a better job, and facts from which a deeper understanding of the educational process will emerge" (Cronbach, 1963: 683). The purpose of evaluation is to assist program administrators in making three types of decisions: (a) decisions about course improvement -- deciding which instructional materials and methods are satisfactory and where changes are needed; (b) decisions about individuals -- identifying the needs of the student for the purpose of instruction planning; and (c) administrative regulation -- judging how "good" the educational program is by determining, for example, the quality of instruction (Cronbach, 1963: 673).

Cronbach warns against evaluations based solely on limited measures of effectiveness. He points out that if one places too much emphasis on a single score, success in another direction may be masked. If the evaluation study is to contribute to the improvement of all courses and not just the course under evaluation, the evaluation results should

lead to an understanding of how the program produces its effects and what factors influence its effectiveness (Cronbach, 1963: 675).

Cronbach's approach to conducting evaluations includes process studies, proficiency measures, and attitude measures. The process study examines what actually occurs in the training session. Studies using proficiency and attitude measures look at changes in course participants during and after the course (Cronbach, 1963: 677-678). Each of these evaluation approaches involves the analysis of single items or types of items, rather than the analysis of "composite" scores that try to cover the whole course. Such "single item" analysis is more informative if one wishes to identify areas of the course, such as quality instruction, that need revision (Cronbach, 1963: 683).

Scriven, another advocate of the judgment model, argues that program evaluation provides information for use in making judgments about a program. His model identifies two basic roles for evaluation, the formative role and the summative role. He argues that the evaluation role determines what types of questions should be addressed by the evaluator.

Use of evaluation in the on-going improvement of a program is referred to as its "formative" role (Scriven, 1973: 61-62). Formative evaluation focuses on factors such as instructional processes, procedures, or materials. Each is considered in terms of how well it performs, the benefits and costs associated with its use, and whether it is worth what it costs. In its "summative" role, evaluation enables program administrators to decide whether the "entire finished curriculum, refined by use of the evaluation in its first role, represents a sufficiently significant advance on the available alternative to justify the expense of adoption" (Scriven, 1973: 62-63). Summative evaluation results may be disseminated

to prospective students and serve to improve program recognition among possible clientele.

Stake, a third advocate of the judgment model, considers both descriptive information and judgment to be essential evaluation of educational programs. According to Stake, antecedent, transaction, and outcome information are all necessary for comprehensive evaluation. Antecedent information describes conditions existing before instruction. It includes students' aptitudes, previous experiences, and personal interests. Transaction information concerns encounters during the training. Examples of transactions are film presentations, small group exercises, or class discussions. Outcome information pertains to the consequences of the instructional process. Stake suggests that, traditionally, evaluations have mainly used information about program outcomes (Stake, 1967: 528). These types of information are obtained from observation or instruments such as inventories, biographical sketches, interviews, check lists, or questionnaires (Stake, 1967: 531). He believes this should be supplemented by antecedent and transaction information.

The "judgment model" of evaluation emphasizes the collection and analysis of information to judge a program's instructional methods, material, and outcomes. It involves identifying discrepancies between observed performance and pre-existing standards. It considers not only whether the course objectives are achieved, but also whether the course as a whole meets student needs. Information is collected to describe the program and make judgments about its effectiveness. Conditions before instruction, experiences during the training period, and the consequences

of instruction are all important. The purpose of evaluation may be the further development of the program or collection of information to help prospective students choose among training programs.

Decision-Management Approach

The decision-management evaluation approach is characterized by a primary focus on collecting information for use in management decision-making, rather than for assessing whether program objectives are attained. Identification of program decision-makers, the kinds of decisions to be made, and the information required to make these decisions are the key elements of this approach.

Stufflebeam, the leading advocate of this view, defines evaluation as the "process of delineating, obtaining, and providing useful information for judging decision alternatives" (Stufflebeam et al., 1971: 40). Delineating means identifying information that is needed by decision-makers. Obtaining information involves the collection and analysis of data. Providing information means furnishing the information to program administrators in a form that will aid in their decision-making (Stufflebeam et al., 1971: 40-43).

Stufflebeam argues that, while "judging" is central to the definition of evaluation, the act of judging is not central to the evaluator's role. The evaluator compiles information to be used by others in judging the program. To ensure that the necessary information is collected, the evaluator must know who the decision makers are, what questions they must answer, what alternatives are to be considered, and what criteria are to be used in making decisions. The projected timing of the various stages in this process must also be taken into account. (Stufflebeam et al., 1971: 49).

Stufflebeam's model identifies four types of evaluation that can provide information for decision-making. These are context, input, process, and product evaluation. Each type has a specific objective, uses certain data collection methods, and provides information for decisions about a particular aspect of the program.

Context evaluation seeks to determine prospective program participant need and to identify deficiencies causing these needs. Data collection methods include surveys and interviews. Context evaluation provides information for use in developing training program goals and objectives (Stufflebeam, 1983: 128-130).

Input evaluation seeks to identify strategies and procedures that meet participants' needs. Relevant data collection methods include reviewing current instructional materials, analyzing available human resources, and surveying teaching strategies and procedures. Input evaluation provides information used in designing instructional methods and optional learning activities (Stufflebeam, 1983: 128-130).

Process evaluation provides information to administrators about the degree to which training program activities are on schedule, are being conducted as planned, and are being effectively implemented. Data collection methods include course observation, participant interviews, and questionnaires completed by participants. Process evaluation provides information that can help administrators conduct a training program as planned, or modify it as needed (Stufflebeam, 1983: 132-134).

Product evaluation attempts to determine how well the training program has met the participant's needs. Data collection methods include interviews and surveys of participants. Product evaluations provide

information needed to determine whether the program under study merits continuance or modification" (Stufflebeam, 1983: 134-136).

Alkin, another advocate of the decision-management model, also considers program evaluation to be central to making decisions about programs. He asserts that evaluations can provide several kinds of information to program decision-makers. Program planning evaluation, which occurs prior to the implementation phase, provides information that helps decision-makers decide which programs might be more effective in addressing specific needs. Program implementation evaluation provides information about whether the program has been introduced as intended to the population for which it was designed. Program improvement evaluation provides information about how well the course is functioning and whether interim objectives are being achieved (Alkin, 1969: 2-7).

In summary, evaluation using the decision-management approach thus focuses on collecting information for use in management decision making. The approach involves identifying information that is needed by program decision-makers, collecting and analyzing the information, and furnishing the results to program administrators.

Decision-Objective Model

The decision-objective model of program evaluation suggests that training programs need to be organized around objectives. Objectives serve as the basis for program planning and act as guides for selecting program content, procedures, material, and tests. This approach to evaluation is based on one's determining how well educational objectives are being realized.

Tyler, the "father" of this approach, presents six assumptions that serve as a basis for developing an evaluation model:

- (1) Education is a process which seeks to change the behavior of human beings;
- (2) Changes in behavior patterns the program seeks to affect are its educational objectives;
- (3) The program should be evaluated by determining the extent the program objectives are being realized;
- (4) The way the student relates to the information gained is an important aspect of his or her development and is an important part of the program evaluation;
- (5) The method of evaluation is not limited to the pen and paper test;
- (6) The process of evaluation should involve all individuals involved in the educational process.

(Tyler, 1942: 496-497).

The six assumptions,

show the necessity of basing an evaluation program upon educational objectives, and they indicate that educational objectives for purposes of evaluation must be stated in terms of changes in behavior of students; they emphasize the importance of the relation of various aspects of behavior rather than the treatment of them in isolation, they make clear the possibility of a wide range of evaluation techniques, and they suggest the cooperative responsibilities of teachers, pupils, and parents (Tyler, 1942: 497).

Tyler believes that evaluation can have six purposes:

- (1) Evaluation monitors the effectiveness of the program and may identify those areas in which improvement is needed;
- (2) Evaluation can validate premises on which the program operates;
- (3) Evaluation provides information for appraising student growth and development;

- (4) Evaluation provides reassurance of quality to program participants as well as prospective clientele;
- (5) Evaluation provides information needed to establish good community relations;
- (6) Evaluation clarifies the mission of the program and helps instructors and students clarify their purposes (Tyler, 1942: 494).

Tyler divides the evaluation process into several major steps. First, the program administrator must formulate a statement of educational objectives. Second, the objectives must be defined in terms of observable behavior. This prevents the objectives from being too abstract or vague. Third, situations in which the students are expected to display these behaviors are identified. Fourth, promising methods for obtaining evidence about each type of behavior change are selected. These methods are tested and modified when necessary- resulting in a more accurate assessment of student progress. Finally, results of the various data collection instruments are interpreted to see whether the objectives are being met (Tyler, 1942: 498-500).

More recently Popham has argued for using behavioral objectives in evaluation. Explicitly stated objectives enable educators to attend to the "important" instructional outcomes. Arguing against the common criticism that behaviorally stated goals focuses instruction too narrowly, Popham holds that they simply make the instructor question the real purpose of such instructional activities. He acknowledges that outcomes other than behavioral change are important, but he contends that the benefit of using behavioral objectives outweighs possible liabilities. Behavioral

objectives emphasize student responsibility, measurable goals create accountability, and only the ineffective instructor need feel threatened by measurable goals (Popham, 1969: 46-52).

While Popham unreservedly supports the use of behavioral objectives, Metfessel and Michael do so with a note of caution. They note that the evaluator needs to be aware that measures of whether behavioral objectives are met may yield indications of false gains or false losses (Metfessel and Michael, 1967: 936). These false results may result from student experiences outside the program, uncontrolled differences in the effects different instructors have on different students, and inaccuracies in collecting, analyzing, and reporting data (Metfessel and Michael, 1967: 936).

Atkin (1968: 27-30) also argues for caution in using the decision objective model of evaluation, since the instructional objectives one should strive for are not always clearly known or readily identifiable. If the specification of desired program outcomes in behavioral terms comes to be standard, eventually the curriculum will emphasize only the elements which are so identified. The result, according to Atkin, is that the early articulation of behavioral objectives inevitably tends to limit program development.

Evaluation based on the "decision-objective model" thus involves determining how well formally stated educational objectives are being realized. It includes defining educational objectives in terms of observable behavior and identifying situations in which the students are expected to display these behaviors. The model involves selecting methods for collecting information, testing these methods and modifying them, when necessary. The final step in the process is the development of methods for interpreting and using the results of the various data gathering

instruments to assess how well behavioral objectives are met.

The Use Of Evaluation Information

Managers do not always use evaluation results, even when the decision management approach with its focus on providing useful information to managers, is used. Thus, additional steps may be necessary to help ensure use of evaluation information by decision makers. In evaluations,

...considerations of usefulness take on an importance equal to that of validity. The credibility, value, and worth of an evaluation study is enormously decreased if its usefulness cannot be demonstrated. Hence the need to conceptualize the notion of usefulness in a manner which will allow evaluators and planners to systematically consider issues of usefulness in the process of developing evaluation plans (Morrell, 1979: 218).

Morrell recommends that evaluation studies be tailored to provide one or more of the following types of usefulness: (1) the evaluation can provide program administrators with realistic expectations about what the program can and cannot do, (2) the evaluation may provide information about methods that can be used by administrators and staff to improve their performance, (3) evaluation can assist program decision-makers in determining whether basic changes in program content or procedures is warranted, (4) evaluation can be used as political ammunition to attack or defend a program (Morrell, 1979: 218). In order for the evaluation to be useful to the decision-maker, the evaluator must determine who the user of the evaluation information is, what actions this individual can actually take, and how the evaluation information is to be used.

Alkin and Daillak (1979: 41-48), studying a sample of ESEA Title I and Title IVC programs in schools, found that evaluations seldom have "make or break" impact on a program and that major modifications as a direct

result of program evaluation are quite rare. However, it was found that the following steps help promote greater use of evaluation: (1) focus the evaluation directly on the needs of program director; (2) encourage the program director's involvement in the evaluation; (3) immediately establish rapport with the program director; (4) put the resulting information in a form preferred by the program director.

Anderson and Ball (1978: 104-108) note that communication and dissemination promote evaluation use. Opening communication channels early in the planning stage increases the likelihood of providing an evaluation that is responsive to the needs of program administrators. Evaluations should be conducted within the time constraints of program administrators. To enhance readability and use, evaluation results should be summarized at the beginning of the report.

To help ensure use of evaluation information, Weiss (1971: 140) recommends that evaluation include an explicit analysis of program goals and objectives and the process by which the program is expected to obtain these results. She points out that the potential users of the evaluation results should be identified and involved in the evaluation. Finally, the results of the study should be released as soon as possible using the most effective presentation and dissemination methods available.

Certain steps are thus necessary to promote use of evaluation information by decision makers. The evaluator should assist the organization in defining training needs, address research issues as they emerge, and discuss information with program decision makers as it becomes necessary. The program evaluation should include identifying potential users of the

evaluation information, involving them in the evaluation process, and using the most effective presentation and dissemination methods for releasing evaluation results.

Summary

The literature review suggests that decision makers in many organizations, including police departments, recognize the importance of determining "how well" management training programs function. Although they provide a useful start, existing approaches to evaluation are poorly grounded in theory, typically include few variables, and do not give enough attention to application of the results.

Three basic strategies for planning evaluation strategies were described. Each may be considered in terms of how it contributes to or compromises the effectiveness of program assessment.

The judgment model contributes to program assessment by providing administrators and prospective clients with information for use in making judgments about the program. Information is collected from various sources using several data collection instruments. The model provides for both formative and summative evaluation, allowing for program improvement at any stage of course implementation as well as overall assessment. It provides continuous communication between the program administrator and evaluator. However, applications of the judgment model typically provides no method for determining whether benefits resulting from course participation are transferrable to the work setting. The model also pays too little attention to assuring that evaluators provide information that program administrators can actually use in making decisions.

The decision-management model contributes to good program assessment by emphasizing that evaluation reports must provide useful and relevant

information to program administrators. However, the decision-management model leads to an overly narrow approach by not emphasizing judgment of the evaluator in the evaluation process.

The decision-objective model contributes to the effectiveness of program assessment by insisting on precise statement of objectives and the extent to which they are actually realized. The approach is easily understood, allowing program administrators to design evaluation studies. However, it places little emphasis on whether the objectives actually add up to a worthwhile program. It may result in a narrowly focused evaluation by assessing only program goals that can be readily measured. Moreover, it may not provide the information program directors need to make good decisions.

Managers do not always use evaluation results, even when the decision-management approach with its focus on providing useful information to managers, is used. Certain steps are thus necessary to promote use of evaluation information by program directors. The literature review suggests that the evaluator should assist the organization in defining training needs, address research needs as they emerge, and discuss information with program directors as it becomes necessary. The program evaluation should include identifying potential users of the evaluation information, involving them in the evaluation process, and using the most effective presentation and dissemination methods for releasing evaluation results.

CHAPTER III

THE EVALUATION MODEL

Information about law enforcement training in general indicates that only a limited number of variables usually are taken into consideration when police training programs are evaluated. While relatively little information is available about the evaluation of police management development training, there is much more information about the evaluation of educational programs in general. Unfortunately, approaches developed in the general literature on evaluating educational programs require some modification to fit police training. Moreover, due to organizational and professional constraints, police managers may tend to make little use of this literature. As a result, important factors are typically ignored when evaluating the effectiveness of management development programs for police personnel.

The evaluation approach developed here undertakes to remedy this deficiency. It draws on each evaluation strategy's positive contribution to the design of effective evaluation studies. However, it is broad based enough to reduce many of the liabilities associated with assessment using any one evaluation strategy.

Consistent with the judgment model described in Chapter II, the developed approach contributes to effective program assessment by providing administrators and prospective clients broad based information about the program. As suggested by Cronbach, it collects information from program administrators, participants

and their supervisors, using questionnaires, interviews, and non participant observations. As Scriven recommends, the model provides for both formative and summative evaluation, allowing for program improvement at any stage of course delivery as well as overall assessment. As suggested by Stake, it considers conditions before instruction, experiences during the training period, and consequences of instruction.

The model overcomes judgment model liabilities reported in Chapter II. Follow-up surveys completed by participants and their supervisors provide a method for determining whether benefits resulting from course participation are transferrable to the work setting. Interviews with program administrators prior to assessment help ensure that evaluators provide information that can actually be used in making decisions.

Consistent with the decision-management model described in Chapter II, the developed approach contributes to effective program assessment by producing a report that provides useful and relevant information to program administrators. As suggested by Stufflebeam, it (a) provides information for use in developing training program goals and objectives, (b) provides information for use in developing teaching strategies and materials, (c) provides information about the degree to which the program activities are being conducted as planned, (d) attempts to determine how well the training program meets participant needs.

The developed model overcomes decision-management model liabilities reported in Chapter II by emphasizing judgment of the evaluator in (a) deciding which instructional strategies and materials are satisfactory

and where changes are needed, (b) identifying the needs of students, (c) judging how "good" the training program is by determining, for example, the quality of instruction.

Consistent with the decision-objective model described in Chapter II, the developed approach contributes to effective program assessment by insisting on precise statement of objectives and the extent to which they are actually realized. As suggested by Tyler, it (a) considers educational objectives, (b) identifies situations in which participants are expected to display this behavior, (c) selects promising methods for obtaining evidence about each type of behavior change, (d) interprets collected information to determine whether the objectives are met.

The developed model overcomes decision-objective model liabilities reported in Chapter II. It focuses on whether the course objectives actually add up to a worthwhile program. The model collects broad based information about expectations, procedures, and benefits, from program administrators, participants and their supervisors, using questionnaires, interviews, and non participant observations. Follow up surveys completed by participants and their supervisors provide a method for determining whether participants have the opportunity to change behavior upon return to the work setting.

In summary, the approach collects information to describe a police management training program that can be used to make judgments about the effectiveness of the program and its components. The information can be used to improve the training program, as well as to be forwarded to prospective students to help them choose among available programs. Information is gathered about conditions existing prior to instruction,

encounters occurring during the training period, and instructional consequences.

Managers may not use evaluation results. However, Chapter II reported certain steps that promote use of evaluation information by program administrators. The developed model incorporates these steps. As Morrell recommends, it is tailored to provide information that program administrators can use to determine the strengths of the program and make decisions about how the program should be modified for current students or be introduced to a different student population. As suggested by Alkin and Daillak, it identifies information actually needed by program decision makers, collects and analyzes this information, and furnishes the information to them, using methods which will aid in decision making.

The evaluation approach developed here has four primary objectives: (1) assessment of the particular needs of a program's various "interest groups" to determine whether the program as it presently exists meets these needs; (2) determination of the degree to which planning descriptions of the program coincide with the actual program; (3) assessment of the extent to which those participating as students achieve the objectives of the program; (4) determination of the degree to which the program affects subsequent student behavior or job performance.

The evaluation approach assesses particular needs of a program's various "interest groups" to determine whether the program as it presently exists meets these needs. It is assumed that participants attend a particular training program because their perceptions of program purpose, curriculum, and benefits leads them to believe it will meet needs identified by them or their supervisors. Information about

program expectations obtained from participants and their supervisors through a pre-course questionnaire is compared with the official program purpose, curriculum, and expected benefits, as described by the course information brochure and in interviews with program administrators.

The evaluation approach next determines how well the actual program coincides with the official course description. To accomplish this, information provided by the program administrator and written information about program purpose, curriculum, instructor methods, and expected benefits are compared with the actual course as described by participant and supervisor questionnaires, interviews and personal observation.

The evaluation approach then determines the extent to which participants achieve program learning objectives. Information about program learning objectives is provided by the program information brochure and the program administrator. Interviews with program participants and a course critique completed by participants on the final class day are used to determine whether they consider the program successful in enabling them to achieve program learning objectives.

The evaluation approach determines the degree to which the program affects subsequent student behavior or job performance. It is assumed that participants attend a particular training program to meet needs identified by them or their supervisors. They expect the course to have an impact on particular behavior or performance upon return to the agency. Therefore, information is collected about whether participants and their supervisors believe the program actually affects behavior or job performance upon return to the agency.

The evaluation approach developed here consists of a sequence of steps. Following is a chronology of the evaluation effort:

Prior to the Training Program -

- Identification of potential users of evaluation information
- Identification of information needed by program administrators
- Development of instruments for collecting needed information
- Questionnaire completed by participants and their supervisors to gather information about expected course curriculum, instructional methods, and benefits

During the Training Program -

- Non-participant observation of course content and procedures
- Structured field interviews with participants
- Completion of course evaluation by participants the final day of class

Following the Training Program -

- Surveys completed by participants and their supervisors to collect information about whether expected changes in student behavior or performance occurred
- Results analyzed
- Evaluation report developed, presented and disseminated

The evaluation furnishes information to program directors using methods which will aid in decision making. However, the resulting report normally consists of the following sections:

Section I - Evaluation Objectives

- A. Evaluation audience
- B. Anticipated decisions about the program
- C. Evaluator's goals

Section II - Methodology

- A. Methods and procedures
- B. Chronology of evaluation activities
- C. Data analysis

Section III- Program Description

- A. Philosophy of the program
- B. Subject matter covered
- C. Instructional methods
- D. Student characteristics

Section IV - Program Outcome

- A. Fit of the program with client need
- B. Congruence between official program description and actual program
- C. Extent to which students achieve the program objectives
- D. Program effects on subsequent student behavior or job performance

Section V - Judgment of Value

- A. Value of program outcome
- B. Usefulness of evaluation information

CHAPTER IV
METHODS AND PROCEDURES

Overview

The review of literature revealed that little work has been done pertaining directly to the evaluation of police management development programs. However, considerable information about educational evaluation in general is available. The information most relevant to police management training evaluation was summarized in Chapter II. Since none of the existing evaluation approaches were completely adequate for the present study, general evaluation approaches were synthesized to develop an approach directly applicable to police management development programs. The developed approach was summarized in Chapter III. Its appropriateness and usefulness is investigated in the remainder of this dissertation in two ways. First, it was applied to the four week Police Executive Development Program conducted by the Institute of Government at the University of North Carolina at Chapel Hill. Second, a detailed description of the approach was disseminated to a sample of North Carolina Chiefs of Police to obtain their views of its appropriateness and usefulness.

General information about the data collection is provided in this chapter. More specific information about the various data collection methods used are included in Chapters V and VI.

Data Collection

The general methodology used to collect the information used here is descriptive research. It describes "the way things are" by assessing opinions, attitudes, conditions, and procedures. Information about these variables is collected using self-reports and observation (Gay, 1981: 149-155).

Self-reports are used in the study to: (1) collect data from the participants in the Police Executive Development Program and their supervisors to measure relevant knowledge, opinions, attitudes, and characteristics, as well as to collect information about expected and actual program content, process, and benefits; (2) determine how program administrators view the appropriateness and usefulness of the evaluation approach developed here; (3) determine how North Carolina Chiefs of Police view the appropriateness and usefulness of this method of management development evaluation approach.

The following is a chronological list of steps in the evaluation:

Prior to the Course -

- Identification of potential users of evaluation information
- Identification of information needed by program administrators
- Development of instruments for collecting needed information
- Questionnaires completed by participants and their supervisors to gather information about expected course curriculum, instructional methods, and benefits

During the Course -

- Non-participant observation of course content and procedure
- Structured field interviews with participants

- Completion of course evaluation by participants the final day of class

Following the Course -

- Surveys completed by participants and their supervisors to collect information about whether expected changes in student behavior or performance occurred
- Results analyzed
- Evaluation report developed, presented and disseminated

Prior to evaluating the four week Police Executive Development Program, the author met with the program administrator to identify issues of concern to him. The evaluation was developed to emphasize these issues to be sure that the results would be useful in decision making. The administrator was informed that evaluation results would be forwarded for use in decision-making. He was asked to provide information about the preferred methods for presenting and disseminating the results to be sure the information would come to him in the most useful form.

Letters were sent to all course participants summarizing the purpose and methodology of the course evaluation prior to assessment. The letter emphasized the evaluation objectives, the significance of the study to the Institute of Government, and the implications of the study for police management development in North Carolina. A signed "research participant consent form" was obtained from each course participant, and a letter authorizing the course evaluation was obtained from the Program Director. To ensure honest responses to evaluation question, all course participants were assured anonymity. Copies of the information letter and consent forms appear in Appendix A.

Prior to participation in the training program, questionnaires were used to collect information from both program participants and their supervisors. This includes data about (1) expected course content and instructional methods, (2) characteristics of the students, and (3) changes in student behavior or performance (or other benefits) expected to result from the course. Copies of these instruments are included in Appendix B. These surveys were pretested using a sample of recent Police Executive Development Program graduates to identify deficiencies and make improvements. When problems of clarity were identified, improvement to the instrument was made by rewording several phrases and terms. Twenty-two of the 23 participants (96 percent) and 18 of their supervisors (79 percent) returned these questionnaires. Participants attributed their supervisor's lower response rate to the reluctance of city managers to complete and return the instrument. In addition, two supervisors were absent from duty when the survey was received and as a result were unable to complete and return the report prior to the due date. These questionnaires were used to identify participant characteristics, needs, and expectations before the training for use in evaluating the program.

Field interviews supplement the surveys conducted before and after the program by gathering information about program curriculum, instructional methods, and benefits in more depth than would be possible using questionnaires. Seventeen twenty-minute interviews with randomly selected course participants were conducted during the program. Each interview was semi-structured. The subject of discussion and questions were determined by the researcher before the interview, but enough time

was allotted to allow clarification of questions and follow-up questions and discussion. A copy of the interview schedule is included in Appendix C. The interviews were used to gather information about participant reactions to the course while it was in process. Detailed notes were made for analysis and comparison with survey and observation results.

A problem encountered during the field interview was that certain participants were extremely reluctant to discuss course deficiency. This problem was resolved when additional time was allotted for restatement of the evaluation goal and reemphasis of the significance of the study to the Institute of Government.

Nonparticipant, naturalistic observation was also used during the evaluation of the Police Executive Development Program. An evaluation instrument guided notetaking during each observation period. A copy of this instrument is included in Appendix D. The evaluation form and rating procedures used were designed so that validity, reliability, and other measurement weaknesses are minimized.

Validity, the extent to which the instrument measures what it is intended to measure, was ensured in five ways: (1) Intended course content and instructional methodology served as a basis for the evaluation criteria. (2) Evaluation criteria were stated in a clear and unambiguous manner. (3) Evaluation criteria were found to be consistent with those listed in comparable evaluation forms used in critiquing similar training programs. (4) Coordinators and instructors in an instructor certification program judged the evaluation criteria to be based on intended course content and instructional methodology. (5) Coordinators and instructors in an instructor certification program

judged the evaluation criteria to be stated in a clear and unambiguous manner.

Reliability, the extent to which the instrument yields consistent results, was maximized as follows: (1) The evaluation is in the form of a checklist, requiring the evaluator to respond about whether particular procedures were or were not performed. (2) Evaluation criteria were broken down into specific observable elements. (3) Space was provided for the evaluator to comment on each criteria evaluated. (4) Time lapse between the observation and the rating was kept to a minimum. (5) The form was designed so that the evaluator must allow sufficient time to observe the instructor's performance. (6) Evaluation criteria were stated in a clear and unambiguous manner.

Other measurement weaknesses were minimized through the use of additional evaluation construction procedures. These include (1) the form was designed so that specific comments accompany ratings - decreasing the likelihood of evaluator bias, (2) the form was designed so that adequate information is provided on whatever factor is being assessed, and (3) the form was designed so that it is relatively easy to administer and interpret.

The researcher did not intentionally affect the opinion or attitude of course participants or the course conditions or procedures during the observation. Seventy-five percent (N=15) of the twenty class meetings were observed at random so that different days were represented in the evaluation. Detailed notes on program curriculum and instructional methods were made for comparison with survey and interview responses. This allowed the researcher to have an observational record of the instructional methods and materials used during the course.

A problem encountered during observation periods was the tendency of participants to ask questions of the observer and otherwise attempt to have the observer actively participate in the program. This was a particular problem when observations were made in small group exercises. This problem was resolved when the importance of observer nonparticipation was reemphasized to program participants.

A course critique questionnaire was completed by participants on the last class day. It included questions about attainment of program objectives, course curriculum, instructional methods, and suggestions for Program improvement. A copy of the instrument is included in Appendix E. It was pretested using a sample of recent Police Executive Development Program graduates to identify possible deficiencies. All course participants completed this questionnaire. It provides information about participant opinions of the course right after its completion.

An additional survey was sent to participants and their supervisors three months after the course to measure the long term effects of the course and whether changes in participant behavior not initially identified appeared in the long-term. Questions focused on whether expected change in behavior or performance upon return to the agency occurred and whether other benefits expected to result from course participation actually appeared. Copies of these instruments are included in Appendix F. The survey was pretested using a sample of recent Police Executive Development Program graduates to identify and eliminate deficiencies. A problem regarding the length of the proposed follow-up survey was identified. A change in the structure and wording of the survey

decreased the length of the instrument, increasing the likelihood of survey completion and return.

The resulting evaluation report (see Appendix I) furnished information to the program administrator using a method conducive to decision making. It consisted of five sections: (1) evaluation objectives, (2) evaluation methodology, (3) program description, (4) program outcomes, and (5) judgment of value.

The Police Executive Development Program Director was interviewed after he had reviewed course evaluation results. Information collected during this two hour interview included his views about whether the evaluation provided information of enough value to justify its costs and whether the report's organization and content was appropriate to the decision-making process. The Director was also asked whether (1) the evaluation's costs in time and money prohibit its general application to police management development programs, (2) the evaluation's content has enough value to justify its cost in general application, (3) the necessary cooperation of the training staff, course participants, and participants supervisors to allow its general application to police management development programs could be obtained and (4) the evaluation report organization would be conducive to the general decision-making process of police management development program administrators.

Finally a survey was sent to the Chiefs of all North Carolina police and/or public safety agencies with fifty or more employees to obtain their views about the appropriateness and usefulness of the management training evaluation approach used in the case study. The information collected using this instrument includes perception about (1) whether evaluation costs in terms of time and money would prohibit

its application to police management development programs, (2) whether the evaluation content is likely to provide information of enough value to justify its cost, (3) whether the necessary cooperation of training staff, course participants, and their supervisors to allow its application to police management training programs could be obtained and (4) whether the organization of the evaluation report is conducive to the decision-making process. Copies of the instruments used are included in Appendix G. The evaluation approach description and survey was again pretested using a sample of recent Police Executive Development Program graduates. Twenty four of 28 Police Chiefs (86 percent) responded to this survey.

CHAPTER V
EVALUATION CASE STUDY

The evaluation approach developed here was tested using the North Carolina Institute of Government's four week Police Executive Development Program as a case study. This case study allowed both collection of information about the Police Executive Development Program and the appropriateness and usefulness of the evaluation approach. An overview of the methods used was included in Chapter IV.

The resulting report to the Institute of Government consisted of the following sections:

Section I - Evaluation Objectives

- A. Evaluation audience
- B. Anticipated decisions about the Program
- C. Evaluator's goals

Section II - Methodology

- A. Methods and procedures
- B. Chronology of evaluation activities
- C. Data analysis

Section III - Program Description

- A. Philosophy of the Program
- B. Subject matter covered
- C. Instructional methods
- D. Student characteristics

Section IV - Program Outcomes

- A. Fit of the present program with client needs
- B. Congruence between official program description and actual Program
- C. Extent to which students achieve the Program objective
- D. Program effects on subsequent student behavior and job performance

Section V - Judgement of Value

- A. Value of Program outcomes
- B. Usefulness of evaluation information

Evaluation Objective

The evaluation undertook to collect and subsequently provide adequate, broad-based information to program administrators and students to aid them in making decisions about the Police Executive Development Program.

Evaluation Audience

The evaluation report was intended to provide information for use in management decision-making. The primary audience, the Police Executive Development Program administrator, was identified before the evaluation study. To ensure the applicability and usefulness of evaluation results, the program administrator identified information needed by him before the evaluation. Every effort was made to provide this information. He was also asked about preferred methods for presenting and disseminating the results. The administrator requested that the evaluation provide specific information about (1) whether participants

consider course topics to be adequately covered and (2) whether participants feel that they have adequate input into the planning and structuring of the programs. He also considered the report format developed here and reported in Chapter III to be conducive to decision making. These specifications posed no problems to the evaluator.

The evaluation was also designed to allow for information to be disseminated to a secondary audience. Prospective Program clientele can use the information to help them choose among available training programs.

Anticipated Decisions About the Training Program

The major goal of the evaluation was to provide information that the administrator could use to identify the strengths and weaknesses of the Program. Such information would suggest how the Program should be modified to better serve the needs of current students or be introduced to a different student population.

To accomplish this, the report provided four basic types of information: (1) information about the needs of the program's interest groups and how well the program met their needs; (2) information about how well official descriptions of the program coincide with the actual program; (3) information about the extent to which students achieve program objectives; (4) information about program effects on subsequent student behavior and job performance.

Based on the argument developed in Chapter III, it was expected that these four types of information would provide a broad based data base for assessing and making decisions about the program.

Evaluator's Goals

The Institute of Government's Police Executive Development Program evaluation provides information to the audience which is adequate to describe the training program and its effectiveness. Of interest to the evaluator was information about conditions existing before the training, the nature of the training period, as well as the consequences of the instructional process. Specific information needed by the program administrator was identified, collected, and analyzed. Evaluation results were furnished to the program administrator using methods which aided in his decision-making. Evaluation information was used by the administrator to further develop the program and may be released to prospective clientele to help them choose among available training programs.

Methodology

The next section of the report to the Institute of Government contained a description of the methods used to gather data for the evaluation. A complete account of program evaluation methods appears in Chapter IV.

Data Analysis

Two types of criteria for evaluating training guided the analysis. Internal criteria included course objectives, subject matter covered, instructional methods and other variables associated with the program content and process. External criteria included whether the course had long term effects on participant's behavior or yielded other benefits that were transferrable to the work setting.

Official Program Description

The Police Executive Development Program is designed to provide personal executive development to a select group of police practitioners who qualify for the program. It is operated by the Institute of Government at the University of North Carolina at Chapel Hill and reflects its philosophy and procedures.

Philosophy Behind the Program

The Institute of Government provides research, training, and consultation to state and local government. From 1931 to 1964, the Institute offered recruit training to state and local law enforcement officers. Since 1964, the Institute of Government has offered training programs only to executive level law enforcement officers (Coates, 1983: 114-115).

The Police Executive Development Program is designed for state and local law enforcement executives who want to increase their understanding of the professional issues that challenge them and who wish to develop their managerial skills. It undertakes to (1) provide law enforcement executives with the necessary techniques for personal executive development and (2) explore practical behavioral approaches to personal development.

The Program assumes that previous training and experience have already given the participants basic supervisory skills and a good understanding of the technical aspects of law enforcement. It builds on this foundation by giving the executive an opportunity to think creatively about executive level law enforcement management, to further

develop personal skills necessary to be an effective police executive, and to explore current techniques in management as applied to law enforcement (Personal Course Notes, 1985).

Subject Matter

The Police Executive Development Program is designed to expand both "higher level" psychological skills (for example, communication, leadership, understanding of human behavior) and functional management skills (planning, decision-making). Each topic is developed in a way that relates important issues, effective techniques, and innovative approaches specifically to law enforcement. The four week Program is designed to explore thirteen topics (Personal Course Notes, 1985):

1. Leadership Styles - This unit considers the characteristics of a successful leader, including discussion of how the characteristics of a successful leader may be learned or developed. Specific feedback is given to each participant about how his or her personality relates to leadership.
2. Relationships with City/County Manager - This unit focuses on the roles played by each party, how the roles may blend or clash, and how the police executive and City/County Manager can deal with each other's expectations. Problems that may arise are emphasized. As an exercise, participants work in small groups to solve assigned problems.
3. A Personal Preference Inventory is used to examine fifteen participant desires (or "preferences") and explain how they relate to leadership. Personal examination is accomplished through completion of the Edwards Personal Preference Inventory.

4. The Myers-Briggs Type Indicator is also completed by each participant to allow him or her to develop a better understanding of personal preferences and decision-making characteristics. This instrument evaluates how the participant relates to the environment and information the executive is likely to take into consideration when considering and resolving leadership issues.
5. Communication - This topic focuses on how the participant perceives communication to flow within the police agency. Specific feedback is given on whether the executive is likely to influence others using their current communication "style." Coverage of this topic is intended to help the executive in developing skills needed to effectively present ideas and influence others.
6. Planning - This part of the course examines how the participant perceives the planning strategies used in his or her agency. Planning is discussed in terms of developing goals and establishing steps needed to reach these goals. Three planning styles are analyzed, and specific feedback is given to participants about how their personal planning styles relate to law enforcement management.
7. Power - This unit analyzes the use of formal and informal power. Sources of power and techniques leaders may use to develop and use power are discussed. Small group exercises based on actual situations adopted from North Carolina law enforcement agencies are conducted to support this instruction.

8. Personnel Law - This segment considers how the legal requirements for personnel administration in North Carolina relate to the law enforcement management. Information is provided about historical and recent landmark court decisions in the field. A discussion of the development and implementation of promotion assessment centers is also included.
9. Human Behavior - This unit attempts to increase the participant's self-understanding and helps the executive understand the behavioral patterns of others. It is intended to improve understanding of how the participant is likely to approach different tasks, react to different situations, and relate to others. Strategies the participant can use to identify effective methods for self-development and subordinate development are presented.
10. Comparative Law Enforcement - Law enforcement practices, techniques, and management styles in the United States, Great Britain, and Ireland are examined. Participants engage in small group exercises to identify implications for North Carolina.
11. Law Enforcement of the Future - This section describes and analyzes current trends in law enforcement technology and management. It provides information about the type of individuals entering law enforcement and their views of how law enforcement agencies should operate. Criminal justice practitioners provide information on which projected future trends are based.

12. Decision Making - An effort is made to help the participant develop decision-making strategies that are effective in dealing with current law enforcement issues. A variety of decision-making techniques are introduced and their strengths and weaknesses are reviewed.
13. Development of Personal Plan - Participants receive individual feedback from other program participants in this segment. They have an opportunity for one-on-one consultation with instructors to receive feedback about the results of psychological testing. These consultations help the executive develop a plan for personal development.

Program Objective

In short, the Police Executive Development Program is designed for state and local law enforcement executives who want to increase their understanding of the professional issues that challenge them and who want to develop their managerial skills. It (1) provides law enforcement executives with the necessary techniques for personal executive development and (2) explores practical behavioral approaches to personal development. The Program builds on the executive's existing skills to develop "higher level" psychological and functional management skills.

Instructional Methods

The Police Executive Development Program is designed to include a variety of instructional methods, including lectures, psychological tests, small group exercises, and class discussion.

Lecture, intended to convey information to program participants, is the basic method of instruction. Lectures are organized around single topics. Each incorporates relevant examples to illustrate theory and uses visual aids to help convey ideas.

Psychological tests are used to provide feedback to participants about their personal preferences and characteristics in order to increase their understanding of how they are likely to approach different tasks, react to different situations, and relate to others. Psychological tests used during the program include the Myers-Briggs Type Indicator, Ego State Assessment, Styles of Management Inventory, Managerial Philosophies Scale, Personnel Relations Survey, Edwards Personal Preference Inventory, and the Power Management Inventory. Psychological test results are interpreted. Feedback is provided to the participant about how he or she relates to the world and what information is likely to be considered when examining and resolving management issues.

Groups of five to six participants are assigned small group exercises, designed to provide an opportunity to discuss some of the assigned topics. Before beginning the exercise, each participant understands what is to be done and the amount of time allotted for the exercise. A group leader is responsible for assisting those group members needing help and redirecting groups that stray off the assigned discussion topic. The leader reports results of exercises to the entire class.

The last instructional method is guided class discussion. It is intended to involve class participation by students under the guidance and control of the instructor. The instructor suggests a problem or question for analysis, and volunteers or selected class participants discuss it. Guided class discussions are planned so that each participant understands the topic. Discussion is controlled by the instructor to be sure the discussion contributes to the topic.

Student Characteristics

The Police Executive Development Program is designed for a select group of law enforcement executives who qualify for the program. Participants must be police officers in active service in a command capacity with municipal, county, or state agencies. They must be recommended by the Chief of Police, Sheriff, City Manager, and/or governing body.

Evaluation of the Program

The Police Executive Development Program evaluation collected information about program purpose, curriculum, instructional methods, and benefits. Program effectiveness was determined through: (1) assessment of the needs of the program's clientele to determine whether the course meets their needs, (2) determination of the degree to which official descriptions of the program coincide with the actual program, (3) assessment of the extent to which students achieve program learning objectives, and (4) discovering how the program affects subsequent student behavior or job performance.

Extent to Which the Program
Meets Clientele Need

It was assumed that participants attend the Police Executive Development Program because their perceptions of program purpose, curriculum, and benefits lead them to believe it will meet needs identified by them or their supervisors. Information about program expectations obtained from participants and their supervisors through a pre-course questionnaire was compared with the official program purpose, curriculum, and expected benefits, as described by the course information brochure and in interviews with program administrators.

An important objective of the pre-course questionnaire (see Appendix B) was to determine how well participants understood the program's purpose. This issue was explored by asking each participant "as a current participant in the Management Development Course, I understand the general goal(s) of the program" (Item 1a). Ninety-five percent (N=21) answered affirmatively. Participants were also asked to list specific program goals (Item 2). Seventy-two percent (N=16) stated either that the course was designed to provide the necessary techniques for personal executive development or explore practical behavioral approaches to personal development. These perceptions were consistent with the goals described in the course information brochure. Twenty-three percent (N=5) of them listed the program goal as described in the course information brochure.

The pre-course questionnaire was also used to determine whether participants knew what topics would be addressed in the program (Item 5). The results indicate substantial knowledge of the topics the course brochure identified as addressed in the program. Table 1 shows the

percentage of participants who expected each of the 13 topics to be included. Ten of the topics were mentioned by over 70 percent of participants; however, most did not expect three topics that are actually included in the program. Only 23 percent (N=5) each expected personnel law and computer literacy to be explored, and only one expected a comparative analysis of law enforcement management practices.

Table 1
Expected Course Topics - Participants

	Expected Topic To Be Addressed	
	N	%
Communication Skills	19	86
Human Relations	16	72
Decision Making	21	95
Performance Evaluation	16	72
Planning	22	100
Management Styles	22	100
Management By Objectives	16	72
Budgeting	16	72
Computer Literacy	5	23
Personnel Law	5	23
Civil Liability	14	63
Human Behavior	21	95
The Future of Law Enforcement	16	72
Management Practices - Comparative Analysis	1	5
	N = 22	

Items 3 and 4 asked participants to identify one or more benefits they expected to result from the course. Ninety-five percent of participants (N=21) could identify one or more benefits they expected to result from the course. All the benefits identified were benefits that might reasonably result from exposure to the course as described in the information brochure. Benefits listed most often were (1) an enhanced ability to solicit cooperation and support from both superiors and subordinates through a better understanding of their behavior and (2) improved management ability through increased awareness of personal behavior traits.

Participants were also asked about their sources of information about program purpose, curriculum, and benefit (Items 6a and 6b). Respondents indicated that this information was gained through a variety of official and unofficial sources, including the information brochure, program administrators, and colleagues (including previous program graduates) (see Table 2).

Table 2
Information Sources Used By Participants

Information Source	Receiving Information From This Source	
	N	%
Information Brochure	8	36
Program Administrator	7	32
Program Graduate	4	18
Colleague (Other than graduate)	3	14
	N = 22	

Another objective of the pre-course questionnaire was to determine whether participants were formally advised by their agency of what curriculum or benefit to expect from the program. Participants were asked whether "After enrolling in the management development program, an orientation session was conducted at my agency." If the response was affirmative, the next item inquired about whether the participant was provided with information on what to expect of the program, how their supervisor expected the information to be used, what the objectives of the program are, and what changes in behavior or performance (or other benefit) were expected to result from program participation.

All participants indicated that their agencies provided no information about what curriculum or benefit to expect from the program. No participant was told what changes in behavior or performance (or other benefits) were expected to result from program participation. However, one of the participants had been told how the supervisor expected certain information to be used upon return to the agency.

A pre-course questionnaire (see Appendix B) with items parallel to those on the participant survey was sent to the supervisor of each program participant. Eighteen responded. Eighty-three percent (N=15) reported an understanding of the program's goal. Seventy-three percent (N=11) stated either that the course was designed to (1) provide the necessary techniques for personal executive development or (2) explore practical behavioral approaches to personal development. These perceptions about program purpose were consistent with the program goals described in the course information brochure. Twenty-seven percent (N=4) of the respondents listed the program objective in its entirety.

There was also a general understanding of what topics the course addressed. Table 3 lists topics supervisors generally expected to be included in the program. All but four items were anticipated by over 70 percent of supervisors, and six topics were expected by all supervisors.

Table 3
Expected Course Topics - Supervisors

Program Topic	Expected Topic To Be Addressed	
	N	%
Communication Skills	15	83
Human Relations	13	72
Decision Making	18	100
Performance Evaluation	18	100
Planning	18	100
Management Styles	18	100
Management By Objectives	18	100
Budgeting	15	83
Computer Literacy	1	5
Personnel Law	7	39
Civil Liability	17	94
Human Behavior	18	100
Future of Law Enforcement	7	39
Management Practices - Comparative Analysis	0	0
	N = 18	

All the supervisors could identify benefits expected to result from the course. Again, all the benefits were consistent with benefits that would be likely to result from subordinates' exposure to the course described in the course information brochure. Benefits listed most often were improvement in ability to understand and deal with the complexities of modern police organizations, increased understanding of various leadership styles used in organizations, and improvement in ability to respond to various situations using the planning process.

The supervisors reported that they based their expectations about program purpose, curriculum, and benefits on information received from four sources: the course information brochure, the program administrator, and colleagues, including previous program graduates (see Table 4). The sum of percentages in Table 4 does not equal 100 due to respondents receiving information from more than one source.

Table 4
Information Sources Used By Supervisors

Information	Receiving Information From This Source		
	Source	N	%
Program Graduates		7	39
Information Brochure		6	33
Program Administrator		4	22
Colleagues (Other than graduate)		2	11
		N = 18	

Half (N=9) of the supervisors indicated that their agencies provided information to participants about what to expect from the program and what changes in behavior or performance (or other benefits) were expected to result from program participation. The difference between participant and supervisor response to this item may result from the supervisor delegating to others (assistant supervisor or training officer) the responsibility of providing the information failing to follow-up to ensure that the information was in fact conveyed.

This section has provided information about the extent to which the course, as it is designed, is likely to meet client expectations. Participant and supervisor responses indicated that they had a good understanding of what the program would provide in terms of purpose, curriculum, and benefit. However, there was a lack of understanding of a few aspects of the program. While a majority of the participants and their supervisors had at least some understanding of the purpose of the program, only twenty-three percent of participants and twenty-seven percent of supervisors were able to list the program goals as described in the course information brochure. While the participants and their supervisors generally understood which topics would be discussed during the program, three topics listed in the course information brochure (personnel law, civil liability, and comparative analysis of law enforcement) were not expected by participants to be included. Four topics were expected by less than 70 percent of supervisors: civil liability, personnel law, future of law enforcement, and comparative analysis of law enforcement. The participants and their supervisor were all able to identify one or more reasonable benefits they expected to obtain from course participation. However, in no case did a participant

report having been told by their supervisor what change in behavior or performance (or other benefit) was expected to result from program participation. On the other hand 50 percent of supervisors believed that such information had been conveyed.

The likelihood that the course as designed, will meet client expectations presumably depends on the extent to which participant and supervisor perceptions of program purpose, curriculum, and benefits are correct. Information provided in this section suggests that a majority of supervisors and participants had a general understanding of program purpose, curriculum, and benefits likely to result from course participation.

The Police Executive Development Program might benefit if the course information brochure were revised to include a section summarizing program purpose, curriculum, and benefits, including a strong recommendation that during a formal pre-course conference sponsoring supervisors personally communicate program information and expectations to the enrolled subordinate.

Extent to Which Official Program Descriptions Coincide With the Actual Program

The goal of this section is to determine how well the actual program coincides with the official course descriptions. To accomplish this, information provided by the program administrator and written information about program purpose, curriculum, instruction methods, and expected benefits are compared with the actual course as described by participant and supervisor questionnaires, interviews and personal observation.

The program administrator and information brochure (see Appendix H) describes the program as being designed for a select group of law enforcement practitioners who want to increase their understanding of the professional issues that challenge them and to improve their managerial skills. Building on the participants' previous training and experience, the program is designed to offer the executives the opportunity to think creatively about executive level law enforcement management, to further develop personal skills considered necessary to be an effective police executive, and to explore current techniques of management as applied to law enforcement.

Ninety-five percent (N=22) of the participants were found to meet or exceed the minimum enrollment qualifications as recommended in the course information brochure. They were currently employed by a municipal, county or state agency in a command capacity and were recommended for attendance by the Chief of Police, Sheriff, City or County Manager, and/or their agency's governing body. The single exception was a police officer employed by a municipal agency who was recommended for attendance by the sponsoring agency's Chief of Police. Although not currently acting in a command capacity, the individual was a supervisor considered a likely candidate for upper (executive level) mobility.

Seventy-five percent of class sessions were observed to collect information about how well the actual curriculum coincides with the official curriculum. An important objective of the program observation periods was to determine whether program instruction (1) adequately provided participants with necessary techniques for personal executive development and (2) adequately explored current law enforcement management techniques. Observation notes were also compared with survey and

interview responses to determine consistency of information provided by the various sources of data.

An evaluation instrument guided notetaking during each observation period. The "Observation Evaluation Form" (see Appendix D) guided notetaking during each observation period. The evaluator filled out the "Lesson Content" section while the instructor was actually conducting the lesson by indicating whether particular procedures had or had not been performed. The evaluator observed the entire lesson prior to responding to the instruments' "Instructional Methods" section. Notes taken during the observation period were used to complete this section. Time lapse between the observation and the rating was kept to a maximum of fifteen minutes. Response to items in this section closely paralleled that of "lesson content" in that the evaluator was required to indicate whether particular procedures had or had not been performed.

One objective of the observation periods was to determine whether the course content (1) adequately provided participants with necessary techniques of personal executive development and (2) adequately explored and explained current law enforcement techniques. These issues were explored in the "Observation Evaluation" form's "Lesson Content" section. Its first part required the evaluator to respond to three items about the lesson "introduction." The evaluator noted whether or not information was provided about (1) lesson purpose, (2) how the participant could use the information, (3) how the current topic related to previous or subsequent blocks of instruction. In the second part the evaluator rated five items about the lesson "body." The evaluator noted whether or not (1) topical information was presented in a logical sequence, (2) adequate information was provided to support the lesson

"purpose," (3) personal experience and/or brief anecdotes were appropriately used to emphasize points, (4) time was allowed for adequate analysis of contemporary law enforcement management techniques, (5) time was allowed for adequate analysis of current law enforcement management issues. The third part required the evaluator to respond to two items about the lesson "conclusion." The evaluator noted whether or not the conclusion included (1) a summary of the lesson's major points, (2) a closing statement stressing how the participant could use information provided during the block of instruction.

Information collected from fifteen course observation indicates that each program topic consistent with the official course description in that it (1) adequately explored and explained current law enforcement techniques and (2) adequately provided participants with necessary techniques of personal executive development. The following information provides the evidence to support this general conclusion.

Lesson introductions were generally effective in that participants were provided information about lesson purpose and about how they could later apply acquired information. However, only on two occasions did the instructor relate the topic under discussion to previous or subsequent blocks of instruction.

Information provided during the lesson body was generally adequate. The program curriculum provided information considered by the evaluator to adequately support the lesson purpose and the information was presented in a logical sequence. Personal experience and brief anecdotes were used to emphasize lesson points. However, one instructor on six different occasions used past management experiences considered by the evaluator to be unrelated to the topic under analysis.

Lesson conclusions were effective in that each instructor concluded the block of instruction with a summary of the lesson's major points. Each conclusion also included a closing statement stressing how the participant could use information provided during the block of instruction.

The Police Executive Development Program allowed four weeks for analysis of contemporary law enforcement techniques and for adequate analysis of current law enforcement management issues. Observation notes indicate that the four week program explored those thirteen major topics reported earlier in this chapter. The thirteen topics were considered by the evaluator to adequately explore law enforcement management and executive development techniques and were consistent with official topic description provided by the program administrator and course information brochure. Each topic was delivered in a way that related important issues, effective techniques, and innovative approaches specifically to law enforcement.

The course was taught in an "open" and supportive manner considered by the evaluator to be conducive to creative thinking and likely to result in personal skill development. Although not reflected as a topic in the course information brochure, Peter's book In Search of Excellence was the basis for one additional block of instruction. Major principles in the book were analyzed and implications for law enforcement management were identified and discussed. Although not previously described, the topic was considered by the evaluator to be appropriate for the type of course described by the program administrator and information brochures.

Several curriculum issues were explored through 17, twenty minute interviews with randomly selected program participants. Participants were asked to respond to the following three questions: (1) "Is the Police Executive Development Program providing information that you consider to be 'state of the art'?", (2) "Has participation in the previous weeks' sessions resulted in personal skill development?" and (3) "Would you describe the program as being offered in an atmosphere that encourages creative thinking?" Of those interviewed, seventy percent (N=12) considered the program to offer "state of the art" information about law enforcement management techniques. Eighty-two percent (N=14) indicated that the program was resulting in personal skill development, while ninety-four percent (N=16) believed the program's atmosphere encouraged creative thinking.

Twenty-three percent (N=4) of those interviewed believed the program provided information beneficial primarily to municipal law enforcement executives. Seven believed the program provided information beneficial primarily to members of larger law enforcement agencies. Five indicated that they had been exposed to certain program topics while attending previous courses. Implications of these findings for the course are discussed later in this section.

When asked if the curriculum schedule had allowed time for adequate analysis of the program's topical areas, twenty nine percent (N=5) of those interviewed said that insufficient time was scheduled for topics that they had not studied in previous courses. These participants indicated that additional time was needed for instructors to analyze personnel law, planning, interpersonal communication, and relationships with the city manager and/or mayor. Seventeen percent (N=3) indicated

that information provided by the psychological tests was a repetition of information received during previous testing.

All participants (N=23) completed a course critique (see Appendix E) on the final class day. The critique was used first to determine whether participants considered the program curriculum to be "adequate." Participants were asked about whether the curriculum (1) was interesting or boring, (2) was useful in law enforcement, (3) was "state of the art" or outdated, (4) included materials useful for future reference, (5) was applicable to their current positions, (6) plan allowed time for adequate analysis of topical areas, (7) accomplished what it was supposed to accomplish.

The results of these questions are reported in Table 5. Between 70 and 100 percent of respondents gave favorable responses to these items. The least favorable responses were given to the item about whether the course was "state of the art," while the most favorable responses concerned its utility in law enforcement. This evidence suggests that program participants considered the curriculum topics (1) to adequately provide necessary techniques of personal executive development and (2) to adequately explore and explain current law enforcement management techniques.

Table 5
Course Content Critique

Content Description	Participants Indicating	
	N	%
Interesting	19	83
Useful in Law Enforcement	23	100
"State of the Art"	16	70
Useful for Future Reference	21	91
Applicable to Present Position	20	87
Matches Course Objectives	20	87
	N = 23	

This information from course critiques thus proved to be consistent with information collected from the interviews with participants.

The course critique included a section in which participants were asked about whether the curriculum allowed enough time for adequate analysis of topical areas. Participants indicated that the curriculum plan generally allowed time for adequate analysis, as shown in Table 6. No topic was rated as receiving too much time by more than 15 percent of participants. However, one fourth or more reported that too little time was spent on relationships with manager, communication, planning and personnel law.

Table 6

Time Allowed For Each Topic

Topic	Percentage Indicating That Time Spent Was		
	Too Much	About Right	Too Little
Leadership Style	4	91	4
Personal Preference Inventory	0	100	0
Relationship With Manager	4	69	26
Myers Biggs Type Indicator	13	78	8
Communication	4	65	30
Planning	4	69	26
Power	0	78	21
Personnel Law	0	52	47
Human Behavior	0	91	8
Development of Personnel Plan	8	91	0
Future of Law Enforcement	0	78	21
Management Issues	0	91	8
Decision Making	0	78	21
N = 23			

The results in Table 6 are consistent with information obtained during participant interviews.

In summary, curriculum adequacy was determined by judging whether the program content (1) adequately provided participants with necessary techniques of personal executive development and (2) adequately explored and explained current law enforcement management techniques. Personal observation, course critiques, and participant interviews were used to gather information about whether the program curriculum was adequate. The resulting information about curriculum adequacy proved to be consistent. An overview summary of findings about program content along with implications for the Police Executive Development Program is provided below.

Data from observations indicated that the program topics covered were generally consistent with the official course descriptions provided by the course information brochure and program administrator. However, although not reflected as a program topic, Peter's book In Search of Excellence was the basis for an additional block of instruction. Each block of instruction was delivered in a way that related important issues, effective techniques, and innovative approaches to law enforcement. However, instructors (1) seldom related a topic under discussion to previous or subsequent blocks of instruction and (2) instructors occasionally used experiences as examples which were considered by the evaluator to be unrelated to the topic under analysis.

Information from interviews with participants indicated that they generally believed the program offered "state of the art" information in an atmosphere that encouraged creative thinking. They also believed their attendance would result in personal skill development. However,

some participants from county agencies believed the program was targeted at managers from municipal agencies, some participants from smaller agencies believed the program targeted larger agencies, some participants had previously been exposed to the psychological tests administered during the program, and some participants reported that additional time was needed for instructors to analyze personnel law, planning, interpersonal communication, and their relationship with the city manager.

Information collected through course critiques completed on the final class day indicates that participants considered the program curriculum to be "state of the art," interesting, useful in law enforcement, and applicable to their present positions. However, participants indicated that additional time was needed to cover personnel law, planning, communication, and relationships with the city manager and/or mayor.

It was suggested that the Police Executive Development Program might benefit if the curriculum is revised in three areas. The Program might be changed to provide instructors more time to discuss and analyze personnel law, planning, interpersonal communication, and relationship with the manager and/or mayor. Program topical areas might appear less fragmented if instructors were encouraged to relate their blocks of instruction to other lessons. The Program might be more beneficial to participants if instructors were encouraged to assess their lesson content in terms of audience demographics to ensure that information presented is relevant and beneficial to participants. Psychological tests which are repetitive might seem more beneficial to participants if instructors were encouraged to relate the psychological test results

specifically to each of the program's blocks of instruction.

Participant expectation might be more accurate if the course information brochure were revised to include Peter's book In Search of Excellence as a separate block of instruction.

The Police Executive Development Program information brochure (see Appendix H) describes the course as using a variety of instructional methods, including lecture, psychological tests, small group exercises, and class discussion. Instructor lectures are designed to incorporate relevant examples to illustrate theory and visual aids to help convey ideas. Psychological tests are intended to provide feedback to participants about their personal performance and increase their understanding of how they are likely to approach different tasks, react to different situations, and relate to others. Subgroups of five to six individuals are assigned small group exercises designed to give participants the opportunity to discuss an assigned topic. Class discussions are intended to allow volunteers or selected class participants to discuss a suggested problem or question.

Personal observation, course critiques, and participant interviews were used to gather information about whether program instructional methods were adequate. Adequacy was determined by judging whether a variety of instructional methods were used and if so whether they were used effectively. The various data gathering activities provided information about instructional method adequacy that proved to be consistent.

These issues were explored using the "Observation Evaluation" form's "Instructional Methods" section. This six part section gathered information about lectures, psychological tests, class discussions, and

small group exercises used during the program, as well as about the instructor's use of questioning techniques and instructional aids.

The instructional methods section's first part required the evaluator to respond to two items about the instructor's use of instructional aids. The evaluator noted whether or not the instructor used training aids that were appropriate for the subject matter and whether they were used effectively.

Information collected from fifteen course observations indicates that instructors used training aids considered by the evaluator to be appropriate to the subject matter under discussion. These aids included handouts, overhead transparencies, 35mm slides, and the use of the black board and flip chart with paper. Training aids were used effectively in that each instructor introduced and related the aid to the topic under analysis. However, although participants were given an opportunity to ask final questions, each instructor failed to follow up the aid with a summary statement.

The second part required the evaluator to code four items about the instructor's questioning techniques. The evaluator noted whether or not the instructor (1) asked participants questions to check their understanding of information, (2) acknowledged questions asked by students, (3) asked questions that required participants to interpret newly acquired information, (4) asked questions that required participants to apply newly acquired information.

Observation notes indicate that instructors asked approximately six questions per hour to check participant understanding of topic information and that instructors acknowledged and answered each question asked

by students. However, only two instructors asked questions which required participants to interpret and apply newly acquired information.

The third part contained two items about the lectures. The evaluator noted the approximate percentage of the lesson taught using the lecture instruction method. The evaluator also noted whether or not the instructor incorporated relevant examples into the lecture.

Data from the observation of class meetings indicate that about 37 percent of the four week course consisted of lectures. Relevant examples were incorporated in each lecture, and visual aids were used when necessary to help convey ideas. Content was consistent with instructional objectives and each instructor was prepared for the lecture. Each lecture was considered by the evaluator to be organized, consisting of a logical sequence of ideas. Each instructor encouraged participants to ask questions. Each instructor acknowledged and answered student questions.

The next part required the evaluator to respond to three items about class discussions. The evaluator noted the approximate percentage of the lesson taught using class discussion. The evaluator also coded whether or not (1) adequate time was allowed for problem analysis and (2) whether or not the instructor guided discussion, when necessary, to increase its contribution to the topic.

About 33 percent of the program consisted of class discussion. Class discussion enhanced each lecture by giving participants the opportunity to analyze and discuss the topic under analysis. Each instructor suggested the problem or questions for discussion, and volunteers or selected class participants were given sufficient time to analyze and discuss the topics. The instructors monitored class

participation by students and on several occasions guided discussions to increase their contribution to the topic under analysis.

The fifth part included six items about small group exercises. The evaluator noted the approximate percentage of the lesson taught using the small group exercises. The evaluator also coded whether or not (1) the exercise focussed on a particular issue or problem, (2) an instructor or a designee monitored the exercise, (3) an instructor or a designee guided the activity, when necessary, to increase its contribution to the issue under analysis, and (4) time was allowed for adequate follow-up discussion after the class was readjourned.

About 23 percent of the course consisted of small group exercises. Subgroups of five to six individuals were assigned exercises focusing on a particular topic. The small group exercise contributed to the instructor's objective by giving participants the opportunity to discuss an assigned topic. However, full benefit was not realized due to certain deficiencies identified in each of the small group exercises observed. Each instructor did not take several steps needed to adequately administer a small group exercise. When preparing participants for the small group exercise, instructors identified the issues for discussion, but they seldom asked follow-up questions to ensure that participants understood the focus of the exercise. Only two instructors identified the exercise goal or otherwise specified the product expected to result from the activity. Although instructors set time limits, they seldom asked follow-up questions to ensure that participants understood how much time was actually allotted for the exercise. When preparing participants for the small group exercise, each instructor failed to select a participant to monitor and otherwise facilitate the activity.

Deficient planning resulted in over 50 percent of small group discussion focusing on uncertainties about what the group was supposed to do, what the product of the activity was supposed to be, and how much time was allotted for the exercise. Instructors (or a designee) did not monitor the small group exercise. Therefore, no one was available to assist group members or redirect groups straying from the assigned topic. This resulted in each small group exercise focusing primarily on topics other than the one under analysis and the tendency for the exercise to consist of input primarily from one or two of its more talkative members.

Time was seldom allotted for adequate follow-up discussion. For example, only two instructors allotted time for follow-up discussion by each group after class readjournalment and on two occasions participants changed instructors (and topic area) without discussing the small group exercise results.

The final part contained four items about psychological tests administered during the course. The evaluator noted the approximate percentage of the lesson taught using psychological tests results. The evaluator also noted whether or not (1) the instructor related psychological profile information to the topic, (2) the instructor specified what information the test would produce, (3) adequate time was allowed for analysis of the results, and (4) adequate feedback was provided to the participant after test administration and analysis.

About 10 percent of the four week program involved administration and interpretation of the psychological tests. When preparing participants for each psychological test, instructors specified what information the test would produce and related resulting information to the

specific topic under analysis. Time was allowed for analysis of psychological test results and written and oral feedback was provided to the participant in a useful form. However, long term impact -- and the psychological test effectiveness -- cannot be assessed by observation.

Several issues about instructional method were explored during participant interviews. Participants were asked "Have the program's instructional methods been appropriate for the course content?" and "Have the program's instructional methods helped you learn the course material?" All of those interviewed (N=17) reported that the program's instructional methods were appropriate for the content. All of those interviewed also said that the instructional methods helped them learn the material.

An important objective of the course critique completed by participants on the final class day (see Appendix E) was to determine whether participants considered the program's instructional methods to be "adequate." Participants were asked about whether instructional methods (1) were appropriate for the content and (2) helped them learn the material. Participants also indicated whether questions they asked instructors were adequately addressed. The course critique also contained a section that asked participants to provide specific information about whether too much or too little time was spent on each instructional strategy.

All the participants (N=23) considered the program's instructional methods appropriate, while ninety-five percent (N=22) believed the instructional methods helped them learn the course material. Ninety-five percent (N=22) of the participants indicated that individual attention was provided by instructors and that questions asked the

instructors were adequately addressed. At least eighty percent of participants believed that the right amount of time had been spent using each strategy (see Table 7).

Table 7
Time Allotted For Teaching Methods

Method	Percentage Indicating That Time Spent Was		
	Too Much	About Right	Too Little
Lecture	4	92	4
Psychological Tests	8	88	4
Small Group Exercise	13	83	4
Class Discussion	0	88	12

In summary, the various data gathering activities provided consistent information about the adequacy of instructional methods. Instructional method adequacy was determined by judging whether instructors used a variety of instructional methods, and if so, whether they used them effectively. Instructors used training aids that were appropriate to the curriculum, but instructors failed to follow up aids with a summary statement. Instructors asked questions to check participant understanding of topic information, though questions were seldom asked that required participants to interpret and apply information. Approximately 70 percent of the program consisted of lecture and class discussion. Both were generally effectively administered. Small group exercises, used approximately 23 percent of the time, contributed to the lesson by giving participants the opportunity to discuss assigned topics. However, full benefit was not realized because instructors did not take some steps needed to adequately administer them. Approximately 10 percent of the program involved administration and interpretation of psychological tests. The tests were effectively administered in that participants were prepared for the tests, adequate time was allowed for analysis, and feedback was provided in a useful form. However, some of the participants had previously taken the tests.

The interview results indicated that participants believed the program's instructional methods were appropriate for the course content and helped them learn the material. Data from the course critique also indicated that participants considered the program's instructional methods appropriate. Almost all also believed that the instructional methods helped them learn the material. Almost all also indicated that

individual attention was provided by instructors and that questions asked the instructors were adequately addressed.

On the basis of these results, several recommendations were made to the Program Administrator. First, the program might be more beneficial to participants if instructors were encouraged to follow-up instructional aids with a summary statement and if instructors were encouraged to ask more questions that require participants to interpret and apply acquired information. Small group exercises might be more beneficial if instructors were encouraged to: (1) identify the specific issue for discussion, (2) ask questions to ensure that participants understand what the issue is, (3) identify the exercise goal, (4) ask questions to ensure that participants understand what the goal is, (5) establish time limit for the exercise, (6) ask questions to ensure that participants understand what the time limit is, (7) personally (or through a designee) monitor the exercise to ensure its contribution to the issue under analysis, and (8) allow time for adequate follow-up discussion following class readjournalment.

Extent to Which Participants
Achieve the Program Objective

The program objective is to provide state and local law enforcement executives with greater understanding of professional issues, techniques for personal executive development, and practical behavioral approaches to law enforcement executive development. The program administrator indicated that the program is designed to increase the participant's understanding of the topics covered but that the program is not designed to influence participant values.

This issue was explored through interviews with program participants during the course. Participants were advised: "This program is designed to provide command personnel with the necessary techniques in personal executive development. The course is oriented toward explaining and exploring practical behavioral approaches to executive development." Participants were then asked to respond about whether they considered the program successful in accomplishing what it was designed to accomplish. At the time of the interview, eighty-eight percent considered the program successful. Two of those interviewed considered the program less than successful as a result of (1) providing information beneficial primarily to members of larger agencies and (2) providing information beneficial primarily to their counterparts in municipal police agencies.

The course critique (see Appendix E) completed by participants on the final class day was also used to determine whether they considered the program successful in (1) providing the necessary techniques for personal executive development, and (2) exploring and explaining practical behavioral approaches to law enforcement executive development. Respondents were therefore asked "In your opinion, did the course accomplish what it was designed to accomplish?" All of the participants stated that the program had successfully reached these objectives.

In summary, observation by the evaluator indicated that the curriculum and instructional methods were likely to result in participant objective attainment. All participants reported in the course critique that the program had provided the necessary techniques for personal executive development and explored and explained practical approaches to law enforcement executive development. However,

eighty-eight percent of those interviewed while the course was in progress considered it to be successful at the time of the interview. Some participants complained that it was targeted at larger or municipal police agencies. It was, therefore, suggested to the administrator that the program might be more beneficial to participants if instructors were encouraged to assess lesson content in terms of student demographics and modify it when necessary.

Effects of the Program on Subsequent Student Behavior or Performance

It is assumed that participants attend the Police Executive Development Program to meet needs identified by them or their supervisors. They expect the course to have an impact on participant knowledge, behavior, or performance upon return to the agency. Therefore, information was collected about whether participants and their supervisors believed the program actually affected behavior or job performance upon return to the agency.

The follow-up surveys, (see Appendix F) completed by program participants and their supervisor three months after the course were used to determine whether course had long term effects and whether changes in participant behavior not initially identified appeared in the long term. In addition, the follow-up surveys were to determine whether expected changes in behavior or performance actually occurred upon return to the agency.

The participants were reminded in the survey's first section about those specific changes in behavior or performance they had said earlier that they expected upon return to their agency. They were asked to indicate (1) that expected change in behavior or performance had been

exhibited, (2) that the opportunity had existed for the participant to exhibit expected changes in behavior or performance, or (3) that expected changes in behavior or performance had not been exhibited even though the opportunity to exhibit it had existed (Items 2, 3, 4). The results showed that eighty percent (N=16) of the respondents believe program information benefited them upon return to the agency. Seventy-five percent (N=15) also believe that expected changes in behavior or performance upon return to the agency actually occurred. Twenty-five percent (N=5) indicated that the opportunity had not existed for them to exhibit changes in behavior or performance.

Program participants were also asked to describe how, other than by expected benefit, the program has helped them since their return to their agency (Item 5). Benefits not initially identified or expected but reported as appearing in the long term include: the use of personal contacts made while attending the course, a better understanding of how the agency should be managed, an increased understanding of the potential feedback received from subordinates, increased use of input from subordinates in the development of present and future programs, a more realistic approach to management, and the increased awareness of personal management weaknesses (see Table 8).

Table 8
Reported Benefits

Benefit	Number Reporting	Percentage Reporting
Personal Contact	13	65
Understanding of Management	6	30
Understanding of Feedback	1	5
Increased Use of Employee Suggestions	8	40
More Realistic Management Approach	2	10
Awareness of Personal Weaknesses	3	15
N = 20		

The follow-up survey also asked participants whether they would recommend the Police Executive Development Program for individuals holding positions comparable to theirs (Item 6). Ninety percent (N=18) of the respondents indicated that they would. Ten percent (N=2) indicated that they would recommend course attendance only to individuals recently appointed to an executive level position.

These issues were also explored through parallel surveys completed by the participant's supervisor. Supervisors were asked to describe the actual changes in subordinate behavior or performance in terms parallel to those on the participants follow-up survey (Items 2, 3, 4). Eighty-two percent of the supervisors believed the program had benefited the subordinate who attended since his return to the agency. Sixty-

five percent (N=11) also indicated that expected changes in subordinate behavior or performance upon return to the agency had actually occurred. Seventeen percent (N=3) indicated that the opportunity has not existed for the subordinate to exhibit expected changes in behavior or performance. Seventeen percent (N=3) also indicated that expected changes in subordinate performance or behavior had not been observed, although the opportunity for the participant to exhibit it had existed. However, all three said that previous graduates had benefited from program attendance and that support for the course will continue.

Follow-up surveys completed by the participant supervisors also asked them to describe how, other than by expected benefit, the program has helped the subordinate since return to the agency (Item 5). Benefits not initially identified or expected but reported as appearing in the long term include the use of personal contacts made while attending the program, an enhanced understanding of how the participant's position relates to overall department operation, increased effectiveness in dealing with colleagues, and an enhanced understanding of civil liability as it relates to the participant's current position (see Table 9).

Table 9
Reported Benefits

Benefit	Number Reporting	Percentage Reporting
Personal Contact	5	29
Understanding of Position	2	11
Increased Effectiveness	8	47
Understanding of Civil Liability	3	17
N = 17		

The follow-up survey also asked participant's supervisors whether they would enroll additional personnel in the program (Item 6). All of the supervisors (N=17) indicated that, as a result of impact on the participant, they will enroll additional personnel in the program.

Judgment of Value

This section provides information about the value of the program outcomes and usefulness of evaluation information as judged by the evaluator.

Value of Program Outcomes

Data about the Police Executive Development Program purpose, curriculum, instructional methods, and benefit have been analyzed. Program effectiveness was evaluated through: (1) assessment of the particular needs of the program's clientele to determine whether the course met their needs, (2) determination of how well official descriptions of the program coincided with the actual program, (3) assessment of the extent to which students achieved program objectives, and (4) examining whether the program affected subsequent student behavior or job performance.

The evidence suggests that a majority of the participants understood the official program purpose and had general knowledge of what topics would be addressed in the program. Participants could identify the benefits expected to result from course participation. The majority of the participants' supervisors also understood the official program purpose and had general knowledge of what topics would be addressed in the course. The supervisors could identify benefits expected to result from subordinate participation.

The program curriculum was consistent with the official course descriptions in that it (1) adequately provided participants with techniques for personal executive development and (2) adequately explored and explained current law enforcement management techniques.

Each topic dealt with important issues, effective techniques, and innovative approaches to law enforcement management. The program provided information considered by the evaluator and participants to be interesting, timely, and directly applicable to law enforcement. Enough time was generally allowed for each topic, giving the instructor time to analyze, discuss, and answer participant questions.

Lectures, the basic method of instruction, were organized around fourteen topics. Their content was consistent with course objectives and consisted of a logical sequence of ideas. Class discussion enhanced lectures by giving participants the opportunity to analyze and discuss the topic. Subgroups of five to six individuals were assigned small group exercises related to the topic under analysis. Although they contributed somewhat to the instructor's objective, full benefit was not realized, as instructors failed to adequately administer the activity. The program also included effective administration and interpretation of psychological tests. Information was provided on how the resulting test information was related to personal executive development, test results were interpreted, and feedback was given to the participant.

The program appeared to be successful in (1) providing participants with the necessary techniques for personal executive development and (2) exploring and explaining practical behavioral approaches to law enforcement development. Participants and their supervisors reported that expected changes in behavior or performance upon return to the agency generally occurred and that there were additional benefits other than those expected resulted from program participation.

Usefulness of Evaluation
Information

The evaluation's primary audience, the Police Executive Development Program administrator, was identified prior to the study. To ensure use of evaluation results, the administrator's preferred method for information presentation and dissemination is used in releasing evaluation results. The Program Administrator considers the evaluation to also provide information which can be forwarded to prospective students.

CHAPTER VI

RESULTS

Information is reported in this chapter about the views of the Institute of Government Program Administrator and North Carolina Police Chiefs about the appropriateness and usefulness of the management training evaluation approach developed here.

Administrator Views on Appropriateness
of Approach

The Police Executive Development Program Director was interviewed after course evaluation results were made available to him to determine the appropriateness and usefulness of the evaluation approach developed here. The two hour interview covered his perceptions about whether the evaluation provided information of enough value to justify its cost and whether the evaluation report's organization was useful in decision-making. Information was also collected about whether the Director thought (1) the evaluation's costs in time and money would prohibit its general application, (2) the resulting reports would be likely to provide information of enough value to justify its cost in general application to police management development programs, (3) enough cooperation of the training staff, course participants, and participants' supervisors could be obtained to allow its general application to police management development programs, (4) the evaluation report's organization would be helpful in the decision-making process of police management development program administrators.

An important objective of the interview was to obtain the administrator's perceptions about whether the program evaluation provided information of enough value to justify its cost. The administrator was advised that the evaluation cost four percent of the total amount that agencies had invested (in terms of employee salary and benefits, course tuition, and supplies) in their representative's attendance. He was also advised that training program participants spent a total of one hour and fifteen minutes completing evaluation surveys, while their supervisors completed two, fifteen minute questionnaires. The administrator stated that "without a question" the evaluation provided information of enough value to justify the cost. He added that "the evaluation provided comprehensive and concise information about program content and instructional methodology that has resulted in the planned modification of both content and instructional methodology."

The second interview objective was to collect information about the administrator's perceptions of whether the evaluation report's organization was helpful in decision-making. The administrator indicated that the evaluation report was "written in a manner that is interesting, informative, and enjoyable to read." He stated that "the evaluation results were reported using a format that is definitely conducive to the decision-making process." However, the administrator recommended that an "executive summary" accompany the evaluation report and that the summary consist of three or four conclusions and recommendations. The administrator stated that such a summary would focus the training program official on those issues "around which a change program could be built."

Another important objective of the interview was to collect information about the administrator's perceptions of whether the evaluation approach could be applicable to police management development programs in general. He reported that he believed evaluation costs in time and money would allow its general application to police management development programs. He thought the evaluation provided information of enough value to justify its cost in general application to police management development programs. He also believed that cooperation of the training staff, course participants, and participants' supervisors would be sufficient to allow its general application. Finally, he believed the evaluation report organization to be conducive to the general decision-making process of police management development program administrators.

Police Chiefs Views on Appropriateness of Approach

Chiefs of all North Carolina police and/or public safety agencies with fifty or more employees were sent a detailed description of the evaluation approach developed here (see Appendix G).

The chiefs were surveyed after the description of the evaluation approach was made available to them. Their responses were used to determine the appropriateness and usefulness of the evaluation approach. Information collected included perceptions about whether (1) the evaluation's costs in terms of time and money prohibit its general application, (2) the reports resulting are likely to provide information of enough value to justify its costs, (3) enough cooperation of training staff, course participants, and their supervisors could be obtained to allow its application to police management training programs, (4) the

organization of the evaluation report is conducive to the decision-making process.

The first objective of the survey was to see whether the chiefs thought the evaluation approach's costs in time and money would prohibit its application to police management development programs. Item 1 reported to the respondents that the "evaluation approach was recently applied to a police management development program. The evaluation cost four percent of the total amount that agencies had invested (in terms of employee salary and benefits, course tuition, and supplies) in their representative's attendance. Participants of the training program spent a total of one hour and 15 minutes completing evaluation surveys, while their supervisors completed two, fifteen minute questionnaires." Eighty-three percent (N=20) of the respondents thought that the evaluation costs would allow its general application to police management development programs. However, seventeen percent (N=4) responded that evaluation costs prohibit its general application to police management development programs. One respondent indicated that participant survey time should be reduced. Two believed that evaluation administrative costs would exceed agency budget. One was unable to answer due to lack of specific information in the report.

The second objective was to see whether the chiefs thought the evaluation content was likely to provide information of enough value to justify its cost (see Item 2). Seventy-one percent (N=17) reported that the evaluation provides information of enough value to justify its costs. However, sixteen percent (N=4) reported that the evaluation does not provide useful information. One respondent indicated that the additional training cost would not be well received, while three said

that evaluation information does not affect decisions about whether or not to offer training. Three of the respondents reported that they are unable to determine due to lack of specific information contained in the report.

Item 3 told the respondents that the "evaluation approach requires the assistance and cooperation of the training staff, course participants, and their supervisors." Respondents were asked whether or not they think these groups cooperate well enough to allow general application of the approach to police management development programs. Eighty-eight percent (N=21) of the respondents reported that they think the groups would cooperate enough to allow general application of the evaluation approach. Eight percent (N=2) reported that the groups will probably cooperate enough only if given adequate information about reasons for the evaluation beforehand. One respondent indicated that the training staff probably would not assist because of the added training cost.

Another objective of the survey was to collect information about the respondents' perceptions of whether the organization of the evaluation report is conducive to the decision-making process. All (N=24) of the respondents reported that they consider the evaluation report's organization to be useful in the decision-making process. However, one respondent suggested that the report be available in full text or in summary format.

SUMMARY

Information was reported in this chapter about the views of the Police Executive Development Program Director and North Carolina Police

Chiefs about the appropriateness and usefulness of the management training evaluation approach developed here.

Information provided indicates that both the Police Executive Development Program Director and North Carolina Police Chiefs consider the evaluation to provide information of enough value to justify its costs and the evaluation report's organization to be useful in decision-making. Information reported also suggests that they generally consider (1) the evaluation's cost in time and money to allow its general applications, (2) the resulting report likely to provide information of enough value to justify its cost in general application to management development programs, (3) the evaluation to be generally applicable due to the willingness of staff, course participants, and their supervisors to cooperate with the evaluator, (4) the evaluation report's organization to be helpful in the decision-making process of police management development program administrators.

Information presented in this chapter suggests that both the Police Executive Development Program Administrator and North Carolina Police Chiefs consider the evaluation approach to be appropriate for and useful in the assessment of police management development programs.

CHAPTER VII
SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

A review of the literature about law enforcement training in general indicated that decision makers in some police organizations recognize the importance of determining how well training programs function. The literature suggests, however, that generally only a limited number of variables are taken into consideration when police management training programs are evaluated.

While there is relatively little information about assessing police management development training, there is considerable information about the evaluation of educational programs in general. Strategies for planning education evaluation studies have been divided into three basic types, judgment models, decision management models, and decision-objective models.

The judgment model contributes to program evaluation by providing administrators and prospective clients with information for use in making judgments about the program. Information is collected from various sources using several data collection instruments. The model includes both formative and summative evaluation, allowing for program improvement at any stage. It involves continuous communication between the program administrator and evaluator. However, the judgment model does not provide a method for determining whether benefits resulting from course participants are transferrable to the work setting. It also

pays too little attention to providing information that the program administrator can actually use in making decisions.

The decision-management model contributes to program assessment by emphasizing that evaluation reports must provide useful and relevant information to program administrators. However, the decision-management model does not emphasize judgment of the evaluator in the evaluation process.

The decision-objective model contributes to the effectiveness of program assessment by determining the extent to which precisely defined training purposes are realized. It assesses the degree of congruency between student performance and clearly defined program objectives. It is easily understood, allowing program administrators to design evaluation studies. However, the model places little emphasis on assessing the program's overall worth. It may result in a narrowly focused evaluation by assessing only the program characteristic of objective attainment.

Due to organizational and professional constraints, police managers tend to ignore the use of general education evaluation approaches. Moreover, none of these approaches are completely adequate for police management development program evaluation.

The present study undertook to remedy this problem. It developed an evaluation model that draws on each evaluation strategy's contribution to the design of effective evaluation studies. However, it is broad based enough to reduce many of the liabilities associated with program assessment using any one evaluation strategy. It collects information to describe a police management training program as a basis for making judgments about it. The approach collects information that

can be used to improve the program, as well as be disseminated to prospective students to help them choose among available training programs. Information is gathered about conditions existing prior to instruction, encounters occurring during the training period, and instructional consequences.

The evaluation approach is designed to provide information that will enable program administrators to determine the strengths of the program and, if necessary, decide how the program should be modified to better serve current students or be introduced to a different student population. It systematically identifies information needed by program decision-makers, collects and analyzes the information, and furnishes the information to them, using methods that aid in decision making. It also includes steps to ensure use of evaluation information by decision makers. The process includes identifying potential users of the evaluation information and using the most effective presentation and dissemination methods for releasing evaluation results.

The resulting model for evaluation of management development programs for police personnel has four major parts: (1) assessment of the needs of the training program's "interest groups" to determine whether the program meets their needs; (2) determination of the degree to which the official descriptions of the program coincide with the actual training program; (3) the assessment of whether students achieve the training program objectives; (4) discovering how the training program affects subsequent student behavior or job performance.

The appropriateness and usefulness of this evaluation model was investigated by its application to the four week Police Executive Development Program conducted by the Institute of Government at the

University of North Carolina at Chapel Hill. The Program Director was interviewed after course evaluation results were made available to him to determine the appropriateness and usefulness of the model. In addition, a detailed description of the approach was disseminated to a sample of North Carolina Chiefs of Police to obtain their views about its appropriateness and usefulness.

The study collected information using surveys, field interviews, and nonparticipant observation.

Surveys were used to (1) collect data from participants in the Institute of Government Course and their supervisors to investigate relevant knowledge, opinion, attitudes, characteristics, as well as to collect information about expected and actual program benefit, content, and process, (2) determine how program administrators view the appropriateness and usefulness of the evaluation approach developed here after evaluation results are made available to them, and (3) determine how North Carolina Chiefs of Police view the appropriateness and usefulness of the resulting management development evaluation approach.

Field interviews supplemented the surveys by gathering information about program curriculum, instructional methods, and benefits not readily ascertainable through questionnaires.

Nonparticipant, naturalistic observation was also used during the evaluation of the Police Executive Development Program. An evaluation instrument guided note taking during each observation period. The evaluation instrument is in the form of a checklist, requiring the evaluator to basically respond about whether particular procedures are or are not performed. Evaluation criteria are broken down into specific

observable elements with space provided for evaluation comments. Detailed notes on program curriculum and instructional methods were made for comparison with survey and interview responses.

Conclusion

The developed approach was examined by its application to evaluation of the Institute of Government's Executive Development Program. The approach proved to be an effective tool for assessing the police management training program. However, three problems were encountered. Participant supervisors were reluctant to complete and return pre- and post-course surveys. Participants were reluctant to discuss course deficiency during interviews and while completing the course critique. Participants also asked questions of the course observer and otherwise attempted to have him actively participate in the program.

The program administrator was interviewed after course evaluation results were made available. The administrator reported that the evaluation provided information of enough value to justify its cost and that the results were reported using a format that is conducive to the decision making process. He also stated that, in his opinion, the approach is applicable to police management development programs in general.

A majority of Police Chiefs surveyed believed evaluation costs allowed its general application to police management development programs. They also report that the evaluation approach provides information of enough value to justify its cost. A majority also believe the evaluation approach would be generally applicable to police management development programs due to the willingness of staff, course

participants, and their supervisors to cooperate with the evaluator. All respondents considered the report format to be conducive to the decision making process.

Recommendations

The evaluation strategy is based on the collection of various types of information about the management development program under analysis. Surveys, field interviews, and nonparticipant observations are used to collect this information. Data collection instrument validity and reliability has been ensured through the use of certain evaluation construction and rating procedures.

Case study results showed that the various data collection instruments developed here provide information that is consistent and useful. Those surveyed and interviewed indicate that the data collection procedures provide information of enough value to justify the evaluation approach's general application to police management development programs. However, it is the author's recommendation that future researchers carefully analyze the data collection instruments developed here in terms of validity and reliability.

Case study results provide additional information that might prove useful to future evaluators. It is recommended that evaluators take the following suggestions into consideration when planning and conducting course assessment.

First, it is recommended that the evaluation strategy have four primary objectives: (1) assessment of the particular needs of the program's various "interest groups" to determine whether the course as it presently exists meets their needs; (2) determination of the degree

to which planning descriptions of the program coincide with the actual program; (3) assessment of the extent to which those participating as students achieve the program objectives; and (4) determination of the degree to which the program affects subsequent student behavior or job performance. This strategy collects information to describe the program in a way that administrators can use in making judgments about it. It is designed to gather adequate information about conditions existing prior to instruction, encounters occurring during the training period, and instructional consequences.

Second, when planning for assessment, it is suggested that the evaluator identify the users of evaluation information and data needed by them for decision making. This ensures development and application of an assessment strategy likely to capture useful information. This also ensures administrator support that is crucial to successful course evaluation.

Third, the evaluator should develop various data collection instruments designed specifically for the program under study. This results in an instrument more capable of gathering adequate information about course curriculum, instructional methods, and benefits.

Fourth, the evaluation strategy should include multiple data collection instruments such as surveys, field interviews, and nonparticipant observation. It is suggested that the evaluator determine whether information provided by the instruments are consistent. This analysis may identify a need for additional data collection activities.

Fifth, the evaluator should pretest instruments developed for data collection. This minimizes the probability of using an instrument that is too lengthy, wordy or unclear. This in turn increases the likelihood

that the assessor will collect adequate information for course evaluation.

Sixth, it is recommended that the evaluator meet with or send information letters to participants and their supervisors prior to assessment. Information about the evaluation purpose and benefits that result from adequate course appraisal should be included. This might reduce individual reluctance to criticize the program under study. In addition, the course observer should advise participants about the importance of nonparticipant observation. This minimizes participant attempts to persuade the observer to participate in the program.

Seventh, an "executive summary" should accompany the evaluation report. The summary should list major evaluation results along with assessor conclusion and recommendations. This provides key information to the course administrator and increases the likelihood of evaluation results being used.

Eighth, it is suggested that the resulting evaluation report furnish information to program administrators using a method conducive to decision making. The report should normally consist of five sections: (1) evaluation objectives, (2) evaluation methodology, (3) program description, (4) program outcomes, and (5) judgment of value. This report format provides administrators adequate information for use in making judgments about the course.

Finally, the evaluator should determine how program administrators view the appropriateness and usefulness of the evaluation strategy after results are made available to them. This feedback may help the assessor identify the need for further evaluation approach modification.

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Appendix A

Institute of Government
University of North Carolina
at Chapel Hill
Chapel Hill, N.C. 27514
January 11, 1985

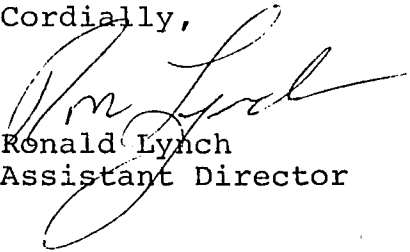
B. Keith Simerson
Rt. 9, Box 330C
Salisbury, N.C. 28144

Dear Keith:

This letter is formal notification that you are authorized to conduct research at the University of North Carolina at Chapel Hill's Institute of Government. This authorization applies only to the evaluation of the Institute's four week Police Executive Development Program. It is understood that the result of this study will be included in a doctoral dissertation.

If you have any questions regarding this, do not hesitate to contact me.

Cordially,



Ronald Lynch
Assistant Director

EVALUATION STUDY OF THE POLICE
EXECUTIVE DEVELOPMENT PROGRAM

Background

During the past year research has been conducted in the topic area of management development program evaluation. An evaluation model applicable to police management development programs has been developed based on information received from relevant literature and chiefs of police.

As part of the Institute of Government's continuing effort to insure program quality and as a "case study" to determine model usefulness, this study applies the developed evaluation model to the four week Police Executive Development Program.

The result of this study will be reported in a doctoral dissertation. In addition, information regarding the program will be forwarded to the program coordinator for consideration.

Considerations

The University of North Carolina at Chapel Hill's Institute of Government has conducted the four week Police Executive Development Program for the past five years. Course content and methodology will not change as a result of the evaluation study. The model involves the use of surveys and interviews. Subjects participating in either will do so on a voluntary basis and will have the right not to participate and/or withdraw at any time. Survey and interview results will not be identifiable by name or identification number - this information source will remain anonymous and confidential. The model also involves the use of nonparticipant observation. The attitude of participants and program conditions and procedures will not be affected by such observation. The specific name of the Institute or program will not be identified in the resulting dissertation unless authorized by the program coordinator. No risk to the participants has been identified. Benefit has been identified as giving individuals the opportunity to contribute to police executive development practice in North Carolina.

Researcher Biography

Currently the Administrative Services Director of the Salisbury Police Department and Adjunct Professor at Gardner-Webb College. Received the B.A. in Criminal Justice in 1979 and M.A. in Higher Education in 1981.

RESEARCH PARTICIPANT CONSENT FORM*

I understand that my participation in this evaluation effort is voluntary. I may refuse to participate and/or withdraw at any time. If I do participate, the information I supply will remain anonymous and confidential.

Name

Date

Witness

*If you have any questions regarding this or any form relating to the evaluation of the Police Executive Development Program, please contact:

B. Keith Simerson
Salisbury Police Department
P. O. Box 421
Salisbury, N. C. 28145-0421
Telephone (w) 704/637-3312; (h) 704/637-8880

Appendix B

Salisbury Police Department
Post Office Box 421
Salisbury, N. C. 28145-0421
January 17, 1985

Dear Program Participant:

As program participant, you are in a position to provide information regarding personal and agency expectation of the Police Executive Development Program.

Please complete the attached survey. It should take approximately fifteen minutes to complete. Information obtained will remain anonymous and confidential. (This survey is numbered for tracking purposes; your identification number will be destroyed once all surveying is complete.)

Please return to Ron Lynch on January 18, 1985.

If you have any questions regarding this survey, please contact B. K. Simerson at (w) 704/637-3312 or (h) 704/637-8880 or contact Mr. Ron Lynch at the Institute of Government.

Thank you for your assistance.

Cordially,

B. K. Simerson
Program Evaluator

1a. As a current participant in the management development course, I understand the general goal(s) of the program.

_____ Yes _____ No

1b. If "Yes" this understanding is based on information from (check as many as apply):

- _____ previous participants
- _____ program representatives
- _____ program information brochure
- _____ other police managers
- _____ other source(s) - please describe:

2. It is my understanding that the major goal of the management development program is: _____

3. On my return to the agency I expect to exhibit the following changes in my behavior or performance:

- a. _____
- _____
- b. _____
- _____
- c. _____
- _____
- d. _____
- _____

4. Course benefit other than (or in addition to) changes in behavior or performance is expected. These include:

- a. _____

- b. _____

- c. _____

- d. _____

5. It is my understanding that the management development program will address the following topics:

<u>Topic</u>	<u>Yes</u>	<u>No</u>
Communication Skills	_____	_____
Human Relations	_____	_____
Decision Making	_____	_____
Performance Evaluation	_____	_____
Planning	_____	_____
Management Styles	_____	_____
Management by Objectives	_____	_____
Budgeting	_____	_____
Computer Literacy	_____	_____
Personnel Law	_____	_____
Civil Liability	_____	_____
Human Behavior	_____	_____
The Future of Law Enforcement	_____	_____

other

other

6a. After enrolling in the management development program, an orientation session was conducted at my agency.

_____ Yes _____ No

6b. If "Yes" information was obtained regarding:

What to expect of the program _____ Yes _____ No

How my supervisor expects the information to be used _____ Yes _____ No

What the objectives of the program are _____ Yes _____ No

What changes in behavior or performance is expected as a result of program participation _____ Yes _____ No

What benefit other than changes in behavior or performance is expected _____ Yes _____ No

If you have any questions regarding this survey, please contact B. K. Simerson.

THANK YOU FOR YOUR ASSISTANCE.

Salisbury Police Department
Post Office Box 421
Salisbury, N. C. 28145-0421
January 17, 1985

Dear Sir:

During the past year research has been conducted in the area of management development program evaluation. An evaluation model applicable to police management development programs has been developed based on information received from relevant literature and chiefs of police.

As part of the Institute of Government's continuing effort to insure program quality and as a case study to determine model usefulness, this study applies the developed model to the four week Police Executive Development Program.

A representative of your agency is currently enrolled in the Institute's Police Executive Development Program. You have been identified by this individual as being in a position to provide information regarding your agency's expectations of the program.

Please complete the enclosed survey. It should take approximately fifteen minutes to complete. Information obtained will remain anonymous and confidential. (This survey is numbered for tracking purposes; your agency's identification number will be destroyed once all surveying is complete).

Please return by February 01, 1985 to B. K. Simerson, Salisbury Police Department, P. O. Box 421, Salisbury, N. C. 28145-0421. A stamped, pre-addressed envelope is enclosed for your convenience.

If you have any questions regarding this survey, please contact B. K. Simerson at (w) 704/637-3312 or (h) 704/637-8880 or contact Mr. Ron Lynch at the Institute of Government at 919/966-4394.

Thank you for your assistance.

Cordially,

B. K. Simerson
Program Evaluator

1a. Before enrolling my participant in the management development course,
I understand the general goal(s) of the program.

_____ Yes _____ No

1b. If "Yes" this understanding was based on information from (check as many
as apply):

- _____ previous participants
- _____ program representatives
- _____ program information brochure
- _____ other police managers
- _____ other source(s) - please describe

2. It is my understanding that the major goal of the management development
program is: _____

3. On the participant's return to the agency, I expect to observe the following
changes in behavior or performance:

- a. _____

- b. _____

- c. _____

- d. _____

4. Course benefit other than (or in addition to) changes in behavior or performance is expected. These include:

- a. _____

- b. _____

- c. _____

- d. _____

5. It is my understanding that the management development program will address the following topics:

<u>Topic</u>	<u>Yes</u>	<u>No</u>
Communication Skills	_____	_____
Human Relations	_____	_____
Decision Making	_____	_____
Performance Evaluation	_____	_____
Planning	_____	_____
Management Styles	_____	_____
Management by Objectives	_____	_____
Budgeting	_____	_____
Computer Literacy	_____	_____
Personnel Law	_____	_____
Civil Liability	_____	_____
Human Behavior	_____	_____
The Future of Law Enforcement	_____	_____

Other

Other

6a. After enrolling my participant in the management development program, an orientation session was held. _____ Yes _____ No

6b. If "Yes" information was given the participant regarding:

What to expect of the program _____ Yes _____ No

How I expect the information to be used _____ Yes _____ No

What the objectives of the program are _____ Yes _____ No

What changes in behavior or performance is expected as a result of program participation _____ Yes _____ No

What benefit other than changes in behavior or performance is expected _____ Yes _____ No

IF YOU HAVE ANY QUESTIONS REGARDING THIS SURVEY, PLEASE CONTACT PROGRAM EVALUATOR B. K. SIMERSON AT (W) 704/637-3312 or (H) 704/637-8880.

PLEASE RETURN IN THE ENCLOSED ENVELOPE TO:

B. K. SIMERSON
SALISBURY POLICE DEPT.
P. O. BOX 421
Salisbury, NC 28145

THANK YOU FOR YOUR ASSISTANCE.

Appendix C

INTERVIEW SCHEDULE

<u>Day Number</u>	<u>Time</u>	<u>I. D. Number</u>	<u>Place</u>
09	5:00	001	Knapp Building
10	5:00	003	Knapp Building
11	12:00	004	Knapp Building
	5:00	005	Knapp Building
	5:40	006	Knapp Building
13	12:00	008	Knapp Building
	5:00	009	Knapp Building
	5:40	012	Knapp Building
16	12:00	013	Knapp Building
	5:00	014	Knapp Building
	5:40	015	Knapp Building
17	12:00	016	Knapp Building
	5:00	017	Knapp Building
	5:40	019	Knapp Building
19	12:00	020	Knapp Building
	5:00	021	Knapp Building
20	12:00	023	Knapp Building

Appendix D

OBSERVATION EVALUATION FORM

THE "OBSERVATION EVALUATION FORM" IS TO BE COMPLETED BY THE EVALUATOR DURING EACH PROGRAM OBSERVATION PERIOD.

LESSON CONTENT

I. "Introduction" Section

1. The lesson title or purpose is stated in a manner that clearly indicates the purpose of the block of instruction.

Yes No

Comments: _____

2. Student performance objectives are stated.

Yes No

If "no," the instructor relates how the participant will use acquired knowledge.

Yes No

Comments: _____

3. The instructor relates current topic to previous blocks of instruction.

Yes No

Comments: _____

II. Lesson "Body"

4. Sufficient information is given to introduce the topic.

Yes No

Comments: _____

5. Information is provided in a logical sequence so that new concepts are built on previous information.

Yes No

Comments: _____

6. When needed, the relationship of one idea to the next is explained.

Yes No

Comments: _____

7. Information is provided that supports the lesson title or purpose previously stated by the instructor.

Yes No

Comments: _____

8. There is a smooth transition from one topic to the next.

Yes No

Comments: _____

9. "New" terms are defined.

Yes No

Comments: _____

10. Personal experience is appropriately used to emphasize points.

Yes No

Comments: _____

11. Brief anecdotes are appropriately used to emphasize points.

Yes No

Comments: _____

12. Instruction is executed to allow time for adequate analysis of management techniques related specifically to law enforcement.

Yes No

Comments: _____

13. Instruction is executed to allow time for adequate analysis of current issues related specifically to law enforcement management.

Yes No

Comments: _____

14. Information provided is considered "timely."

Yes No

Comments: _____

III. Lesson "Conclusion"

15. Lesson conclusion includes a summary of major points.

Yes No

Comments: _____

16. Conclusion includes a closing statement which relates the importance of the block of instruction to the participants.

Yes No

Comments: _____

INSTRUCTIONAL METHODS

17. Instructor arranges classroom to meet needs of subject matter.

Yes No

Comments: _____

18. Instructor uses training aids that are appropriate to the subject matter.

Yes No

Comments: _____

19. Instructor, when using a training aid:

a. introduces it Yes No

b. relates it to the subject Yes No

c. follows-up with a summary Yes No

d. follows-up with an opportunity for questions Yes No

Comments: _____

20. Instructor asks participants questions to check their understanding of topic information.

Yes No

Comments: _____

21. Instructor acknowledges questions asked by students.

Yes No

Comments: _____

22. Instructor asks participants questions which requires interpretation of newly acquired information.

Yes No

Comments: _____

23. Instructor asks participants questions which requires application of newly acquired information.

Yes No

Comments: _____

24. Approximate percentage of lesson taught using the lecture instruction method. _____ If "0," skip to Item #26.

25. Instructor incorporates relevant examples into lecture.

Yes No

Comments: _____

26. Approximated percentage of class time spent on class discussion. _____
If "0," skip to Item #29.

27. Adequate time allowed for problem analysis.

Yes No

Comments: _____

28. Instructor guides discussion, when necessary, to increase its contribution to the topic under analysis.

Yes No

Comments: _____

29. Approximate percentage of lesson taught using small group exercises. _____
If "0," skip to Item #35.

30. Small group exercise focuses on a particular issue or problem.

_____ Yes _____ No

Comments: _____

31. When preparing for small group exercise, instructor:

- a. identifies issue for discussion _____ Yes _____ No
- b. ensures that participants understand what the issue is _____ Yes _____ No
- c. identifies the exercise goal _____ Yes _____ No
- d. sets time limits for the exercise _____ Yes _____ No
- e. ensures that participants understand what the time list is _____ Yes _____ No
- f. selects a participant to facilitate the activity _____ Yes _____ No

Comments: _____

32. The instructor or a designee monitors the small group exercise.

_____ Yes _____ No

Comments: _____

33. Instructor or a designee guides activity, when necessary, to increase its contribution to the issue under analysis.

_____ Yes _____ No

Comments: _____

34. Adequate time is allowed for follow-up discussion after class is readjourned.

Yes No

Comments: _____

35. Approximate percentage of lesson taught through the administration and analysis of psychological tests. _____ If "0," evaluation is complete.

36. When preparing participants for psychological tests, instructor:

a. specifies what information the test will produce Yes No

b. relates information to the topic under analysis Yes No

Comments: _____

37. Adequate time is allowed for analysis of psychological test results.

Yes No

Comments: _____

38. Adequate feedback is provided to the participant following test administration and analysis.

Yes No

Comments: _____

Appendix E

COURSE CRITIQUE

Course: Police Executive Development Program

Date: 01/14 - 05/10

Coordinator: Mr. Ronald G. Lynch

Location: Institute of Government

The constructive evaluation of this course by participants is a primary source of information for course improvement. Please place a check in the box which represents your evaluation of each course factor.

Course Factor	Was It	
Instructional Facilities Comments: _____	Suitable for learning	Hindered learning
_____	/	/
Course Content Comments: _____	Interesting	Boring
_____	/	/
Course Content Comments: _____	Useful in law enforcement	Not useful in law enforcement
_____	/	/
Course Content Comments: _____	State of the art	Outdated
_____	/	/
Course Transferability Comments: _____	Applicable to my job	Not useful in my job
_____	/	/
Course Materials Comments: _____	Useful for future reference	Not useful
_____	/	/
Instructional Methods Comments: _____	Helped me learn material	Did not help me learn
_____	/	/
Coordination Comments: _____	Activities flowed smoothly	Course run smoothly
_____	/	/

Instructor Preparation

Comments: _____

Prepared to
teachNot prepared to
teach

/

/

Course Objectives

Comments: _____

Content matched
objectivesContent not
related to obj.

/

/

Instructional Aids

Comments: _____

Appropriate for
content covered

Not used

/

/

Lesson Organization

Comments: _____

Logical sequence
of topicsTopics seemed
unrelated

/

/

Instructor Attitude

Comments: _____

Enthusiastic

Unenthusiastic

/

/

Small Group Exercises

Comments: _____

Helped me learn
material

Not beneficial

/

/

Instructor/Participant
Interaction

Comments: _____

Individual
attention
givenIndividual
attention
not given

/

/

Questions Asked the Instructor

Comments: _____

Were answered

Did not respond

/

/

Please place a check in the box which represents your evaluation of the amount of time spent on each topic.

Topic

Time Spent on This Topic Was:

Leadership Styles

Comments: _____

Too Much About Right Too Little

/

/

Personal Preference Inventory

Comments: _____

Too Much About Right Too Little

/

/

Relationships to City/County
Manager

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Myers-Briggs Type Indicator

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Communications

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Planning

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Power

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Personnel Law

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Human Behavior

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Development of Personal Plan

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Future of Law Enforcement Agencies

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Management Issues

Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Issues Regarding Productivity
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Decision-Making
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Please place a check in the box which represents your evaluation of the amount of time spent on each during the course.

The Lecture Method of Instruction
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Individual Projects
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

The Use of Psychological Tests
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Small Group Exercises
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

Class Discussion
 Comments: _____

Too Much About Right Too Little

_____ / _____ / _____

The course description states that this course is "designed to provide command personnel with the necessary techniques in personal Executive Development. The course is oriented toward explaining and exploring practical behavioral approaches to Executive Development."

1. In your opinion, did the course accomplish what it was designed to accomplish?
 _____ Yes _____ No

If "N," what factors do you think hindered the course accomplishing what it was designed to accomplish?

2. Do you think course participants should have more input into what content is covered during each particular course? _____ Yes _____ No

3. What suggestions do you have for modification or improvement of the course?

Appendix F

Salisbury Police Department
Post Office Box 421
Salisbury, N. C. 28145-0421
July 27, 1985

Dear Colleague:

As a recent graduate of the Institute of Government's Police Executive Development Program, you are in a position to provide information regarding whether your expectations of the program were fulfilled and the extent to which information gained during the program has benefitted you and your agency.

Please complete the attached survey. It should take approximately fifteen minutes to complete. Information obtained will remain anonymous and confidential. (This survey is numbered for tracking purposes; your identification number will be destroyed once all surveying is complete.)

Please return the attached survey by August 10, 1985 to B. K. Simerson, Salisbury Police Department, P. O. Box 421, Salisbury, N. C. 28145-0421. A stamped, preaddressed envelope is enclosed for your convenience.

Included in this packet is an envelope containing a follow-up survey which should be forwarded to the supervisor who completed the "pre-course" survey at the beginning of the Police Executive Development Program. Please forward the envelope and contents to your supervisor as soon as possible.

If you have any questions regarding this survey, please contact B. K. Simerson at 704/637-3312 or 704/637-8880 or contact Mr. Ron Lynch at the Institute of Government at 919/966-4394.

Thank you for your assistance.

Cordially,

B. K. Simerson
Program Evaluator

FOLLOW-UP SURVEY

1. At the beginning of the Police Executive Development Program you indicated that you expected to exhibit the following changes in behavior or performance upon your return to your agency:

- a. _____

- b. _____

- c. _____

- d. _____

2. Place an "x" next to the statement which most accurately describes the actual change in your behavior or performance.

- a. In regard to 1(a) above:

___ expected change in behavior or performance has been exhibited.

___ opportunity has not existed for me to exhibit expected change in behavior or performance.

___ expected change in performance or behavior has not been exhibited although the opportunity to exhibit it has existed.

- b. In regard to 1(b) above:

___ expected change in behavior or performance has been exhibited.

___ opportunity has not existed for me to exhibit expected change in behavior or performance.

___ expected change in performance or behavior has not been exhibited although the opportunity to exhibit it has existed.

- c. In regard to 1(c) above:

___ expected change in behavior or performance has been exhibited.

___ opportunity has not existed for me to exhibit expected change in behavior or performance.

___ expected change in performance or behavior has not been exhibited although the opportunity to exhibit it has existed.

d. In regard to 1(d) above:

expected change in behavior or performance has been exhibited.

opportunity has not existed for me to exhibit expected change in behavior or performance.

expected change in performance or behavior has not been exhibited although the opportunity to exhibit it has existed.

3. At the beginning of the Police Executive Development Program you indicated that you also expected the course to benefit you by:

a. _____

b. _____

c. _____

d. _____

4. Place an "x" next to the statement which most accurately describe the actual Benefit(s) of the course.

a. In regard to 3(a) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

b. In regard to 3(b) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

c. In regard to 3(c) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

d. In regard to 3(d) above:

_____ the course was of great benefit

_____ the course was of some benefit

_____ the course was of no benefit

5. Other than what has been indicated above, how else has the course benefited you since your return to your agency?

6. Based on course impact, would you recommend this course for individuals holding positions comparable to yours? _____ Yes _____ No

If "Yes," your primary reason is: _____

If "No," your primary reason is: _____

7. Were the following topics addressed during the Police Executive Development Program?

<u>Topic</u>	<u>Yes</u>	<u>No</u>
Communication Skills	_____	_____
Human Relations	_____	_____
Decision Making	_____	_____
Performance Evaluation	_____	_____
Planning	_____	_____
Management Styles	_____	_____
Management by Objectives	_____	_____
Budgeting	_____	_____
Computer Literacy	_____	_____
Personnel Law	_____	_____
Civil Liability	_____	_____

<u>Topic</u>	<u>Yes</u>	<u>No</u>
Human Behavior	---	---
The Future of Law Enforcement	---	---
Analysis Techniques	---	---
Team Building	---	---
Intuitive Thinking	---	---
Leadership Skills	---	---
Comparative Law Enforcement	---	---
Techniques of Power	---	---
Organizational Structure	---	---

IF YOU HAVE ANY QUESTIONS REGARDING THIS SURVEY, PLEASE CONTACT
B. K. SIMERSON AT (WORK) 704/637-3312 or (HOME) 704/637-8880.

PLEASE RETURN IN THE ENCLOSED ENVELOPE TO: B. K. SIMERSON
SALISBURY POLICE DEPT.
P. O. BOX 421
SALISBURY, N. C. 28145-0421

THANK YOU FOR YOUR ASSISTANCE.

Salisbury Police Department
Post Office Box 421
Salisbury, N. C. 28145-0421
July 27, 1985

Dear Sir:

A representative of your agency recently completed the Institute of Government's Police Executive Development Program. As this individual's supervisor you were earlier asked to provide information about your expectations of the program. It is now requested that you provide information regarding the extent of which information gained during the program has benefited the course participant and your agency and whether your expectations of the program were fulfilled.

Please complete the enclosed survey. It should take approximately fifteen minutes to complete. Information obtained will remain anonymous and confidential. (This survey is numbered for tracking purposes; your identification number will be destroyed once all surveying is complete.)

Please return the enclosed survey by August 10, 1985 to B. K. Simerson, Salisbury Police Department, P. O. Box 421, Salisbury, N. C. 28145-0421. A stamped, preaddressed envelope is enclosed for your convenience.

If you have any questions regarding this survey, please contact B. K. Simerson at 704/637-3312 or 704/637-8880 or contact Ron Lynch at the Institute of Government at (919/966-4394).

Thank you for your assistance.

Cordially,

B. K. Simerson
Program Evaluator

FOLLOW-UP SURVEY

1. At the beginning of the Police Executive Development Program you indicated that you expected to observe the following changes in the participant's behavior or performance upon return to the agency:

a. _____

b. _____

c. _____

d. _____

2. Place an "x" next to the statement which most accurately describes the actual change in the participant's behavior.

In regard to 1(a) above:

___ expected change in behavior or performance has been observed.

___ opportunity has not existed for the participant to exhibit expected change in behavior or performance.

___ expected change in performance or behavior has not been observed although the opportunity for the participant to exhibit it has existed.

In regard to 1(b) above:

___ expected change in behavior or performance has been observed.

___ opportunity has not existed for the participant to exhibit expected change in behavior or performance.

___ expected change in performance or behavior has not been observed although the opportunity for the participant to exhibit it has existed.

In regard to 1 (c) above:

- expected change in behavior or performance has been observed.
- opportunity has not existed for the participant to exhibit expected change in behavior or performance.
- expected change in performance or behavior has not been observed although the opportunity for the participant to exhibit it has existed.

In regard to 1(d) above:

- expected change in behavior or performance has been observed.
- opportunity has not existed for the participant to exhibit expected change in behavior or performance.
- expected change in performance or behavior has not been observed although the opportunity for the participant to exhibit it has existed.

3. At the beginning of the Police Executive Development Program you indicated that you also expected the course to benefit the participant by:

- a. _____

- b. _____

- c. _____

- d. _____

4. Place an "x" next to the statement which most accurately describes the actual benefit of the course.

In regard to 3(a) above:

- the course was of great benefit
- the course was of some benefit
- the course was of no benefit

In regard to 3(b) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

In regard to 3(c) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

In regard to 3(d) above:

the course was of great benefit

the course was of some benefit

the course was of no benefit

5. Other than what has been indicated above, how else has the course benefited the participant since return to the agency?

6. Based on course impact, would you enroll personnel in the Police Executive Development Program in the future?

Yes No

If "Yes," your primary reason is: _____

If "No," your primary reason is: _____

IF YOU HAVE ANY QUESTIONS REGARDING THIS SURVEY, PLEASE CONTACT B. K. SIMERSON AT 704/637-8830.

PLEASE RETURN IN THE ENCLOSED ENVELOPE TO: B. K. SIMERSON
SALISBURY POLICE DEPT.
P. O. BOX 421
SALISBURY, NC 28145-0421

THANK YOU FOR YOUR ASSISTANCE.

Appendix G

October 5, 1985

Dear Sir:

I am currently conducting research which will result in a doctoral dissertation at the University of North Carolina at Greensboro. The dissertation develops an evaluation approach applicable to law enforcement management development programs. The developed approach has strong implications for law enforcement training in North Carolina.

I am forwarding to you a description of the developed evaluation approach along with a one page questionnaire. Questionnaire results will be used in determining the appropriateness and usefulness of the developed management training evaluation approach.

I request that you study the enclosed evaluation description and then complete the attached questionnaire. It should take approximately fifteen minutes to complete the questionnaire. Please return the one page questionnaire to my office by October 15, 1985. A preaddressed, stamped envelope is enclosed for your convenience.

If you should have any questions, do not hesitate to contact me at the above address or by telephoning (work) 704/637-3312 or (home) 704/637-8880.

Thank you for your assistance.

Cordially,

R. K. Simerson
Director
Administrative Services

AN APPROACH TO POLICE MANAGEMENT
DEVELOPMENT PROGRAM EVALUATION

Overview

Literature about law enforcement training and information from a survey of larger North Carolina law enforcement and public safety agencies indicate that decision-makers in many departments want to know "how well" the management development programs they use work. This document describes an evaluation approach that could be used to find out how well such programs function.

This approach involves collecting information which is adequate to describe the training program and its effectiveness. It can lead to improvements in the training programs studied and it provides information that departments can use to choose among available programs.

Information about conditions before the training, the nature of the training period, and consequences of the instruction are all needed for adequate evaluation of a police management training program. The evaluation plan, therefore, calls for comparison of actual program outcomes with the intended program results. The evaluation is designed to insure that usable evaluation information is made available to decision-makers. It includes (a) identification of potential users of the evaluation information, (b) involvement of users in the evaluation process, (c) and use of effective presentation and dissemination methods for releasing evaluation results.

Objectives

The model for evaluating management development programs for police personnel has five primary objectives: (1) assessment of the particular needs of the program's "interest groups" to determine whether the program meets their needs; (2) determination of the degree to which official descriptions of the course coincide with the actual program; (3) assessment of whether those participating as students achieve the objectives of the program; (4) discovering how the program affects subsequent student behavior or job performance; and (5) providing information to help program administrators determine the strengths of the program and to decide how the program should be modified to (a) better serve the needs of current students or (b) be introduced to a different student population.

Methods and Procedures

The information needed is collected using questionnaires, interviews, and observation of training.

Prior to implementing the evaluation approach, the evaluator meets with program administrators to identify issues of concern to them. The evaluation is developed to emphasize these issues. Program administrators are asked to provide information about the best methods of writing up and distributing the results. In addition, letters are forwarded to all course participants summarizing the purpose and methodology of the course evaluation. These letters emphasize the objectives of the evaluation and the significance of the study results to the organization conducting the management development program.

A signed "research participant consent form" is obtained from each course participant and a "consent to conduct research" letter is obtained from the program administrator. To insure honest responses to evaluation questions, all course participants are assured anonymity.

Questionnaires are used to collect information from both program participants and their supervisors before they participate in the training program. Information collected includes data about (1) expected and actual course content and instructional methods, (2) characteristics of the students, and (3) expected changes in student behavior or performance (or other benefits) expected to result from the course. Steps are taken to insure at least a seventy percent response rate to these questionnaires so that the results can be generalized to others who might take the course.

The evaluation also involves field interviews with course participants. These interviews supplement the surveys by gathering information not readily ascertainable using questionnaires. Enough time is allotted for each interview so that questions can be clarified if not originally understood and to allow time for follow-up questions and discussion.

Observation of the training course itself is also used in the evaluation approach. Observation times totaling 70% of the total class time are randomly selected so that different days and times of days are represented in the evaluation. Detailed notes on course observations are made for comparison with survey and interview responses.

The evaluation approach also uses surveys completed by participants and their supervisors three months after the course to measure the benefits realized by course participants. Data is collected to determine if initial course impact has long term effects and whether changes in participant behavior not initially identified appear in the long-term. Information collected also includes whether expected change in behavior or performance upon return to the agency actually occurs and whether other benefits expected to result from course participation actually appear.

Information Provided

Information provided to users of the program evaluated includes data about the program purpose, curriculum, instructional methods, and benefits. Program effectiveness is determined through: (1) assessment of the particular needs of the program's clientele to determine whether the program meets their needs; (2) determination of the degree to which official description of the course coincides with the actual program; (3) assessment of the extent to which students achieve program objectives; and (4) discovering how the program affects subsequent student behavior or job performance.

It is assumed that students attend the course to meet certain needs identified by them or their supervisors and that the expectation that these needs will be met is based on their perceptions of program purpose, curriculum, and benefits. Information about these expectations is obtained from participants and their supervisors before the course and is compared with official program

purpose, curriculum, and benefit, as described by program administrators or information brochures. For example, the evaluator might learn that thirty percent of the participants enroll in the program to further develop their decision-making skills while the official information brochure and course administrators suggest that decision-making is not addressed in the program.

The evaluator also collects information to determine how well official descriptions of the course coincide with the actual program. Information provided by program administrators or written information about program purpose, curriculum, instructional methods, and benefit is compared with the actual program, as described through questionnaires, interviews, and observation. Information obtained through this activity may indicate, for example, that the topic of decision-making is not actually addressed during the course, even though the official information brochure and program administrators stress that major program emphasis is on the development of decision-making skills.

The evaluator also collects information to determine the extent to which students achieve program objectives. Program administrators and the course information brochure provide information on program objectives. Surveys completed by students on the final class day and surveys completed by students and their supervisors three months following the course provide this information. Information collected from this activity may reflect, for example, that only twenty percent of the students attain the stated objectives of the course.

Follow-up surveys provide the evaluator adequate information to determine how the program affects subsequent student behavior or job performance. Participants and their supervisors provide information on whether initial course impact has long term effects and whether changes in participant behavior are identifiable through study of long-term course effects. Actual program benefit and benefit initially expected to result from course participation are compared. Information obtained this way may indicate, for example, that only ten percent of the participants benefit from course attendance in a manner which they and their supervisors had initially expected.

Data Analysis

Two types of criteria for evaluating training are used in data analysis. Analyzed are variables associated with the content and instructional methods of the program as well as changes in student behavior which are transferrable to the work setting. Information regarding these variables is presented in the evaluation report.

Format of Evaluation Report

The evaluation approach furnishes information to program administrators in a format which helps them make decisions about course improvement. Although designed to meet specific needs of each administrator, the evaluation report may reflect the following: (1) objectives of the evaluation; (2) description of the training program; (3) program outcomes; and (4) judgement of worth.

EVALUATION QUESTIONNAIRE

After reading the attached evaluation description, please respond to the following four items. (Information obtained will remain anonymous and confidential. This survey is numbered for tracking purposes; your identification number will be destroyed once all surveying is complete.)

1. The evaluation approach was recently applied to a police management development program. The evaluation cost 4% of the total amount that agencies had invested (in terms of employee salary and benefits, course tuition and supplies) in their representative's attendance. Participants of the training program spent a total of 1 hour 15 minutes completing evaluation surveys while their supervisors completed two, fifteen minute questionnaires.

Based on the above case study, do you consider the evaluation costs in terms of time and money to prohibit its general application to police management development programs? Yes No

Comments: _____

2. Based on the information provided in the attached evaluation description, do you consider information provided by the evaluation approach likely to be of sufficient value to justify its cost? Yes No

Comments: _____

3. This evaluation approach requires the assistance and cooperation of the training staff, course participants, and their supervisors. In your opinion, will these groups cooperate enough to allow general application of the evaluation to police management development programs? Yes No

Comments: _____

4. Basic final evaluation report emphases are listed in the attached document. Do you consider the final evaluation report's organization to be conducive to the decision-making process? Yes No

Comments: _____

If you have any questions regarding the survey, please contact B. K. Simerson at (work) 704/637-3312 or (home) 704/637-8880.

Please return in the enclosed envelope to: B. K. Simerson
Salisbury Police Dept.
P. O. Box 421
Salisbury, N. C. 28145

Thank you for your assistance.

Appendix H

Sixth Annual

Police Executive Development Program

1985

INSTITUTE OF GOVERNMENT
The University of North Carolina at Chapel Hill

General Information

SCHEDULE. The Police Executive Development Program will be held at the Institute of Government in Chapel Hill between January 14 and May 10, 1985. So that participants can give maximum service to their departments while receiving instruction, classes will normally commence at 1:30 p.m. on Monday. Class sessions are scheduled as follows:

Jan. 14	(1:30 p.m.)	to	Jan. 18 (4:00 p.m.)
Feb. 18	(1:30 p.m.)	to	Feb. 22 (4:00 p.m.)
Mar. 18	(1:30 p.m.)	to	Mar. 22 (4:00 p.m.)
May 6	(1:30 p.m.)	to	May 10 (3:00 p.m.)

Sessions may be scheduled for Tuesday and Thursday evenings.

TEXTS. Instructional materials and special texts will be supplied by the Institute of Government.

COST. Officials or employees of North Carolina counties, cities, and towns will pay no tuition; there is, however, a registration fee of \$350 for books and materials.

CLASSROOMS AND LIBRARY. Classes will be held in the Joseph Palmer Knapp Building, home of the Institute of Government, in Chapel Hill. Participants will have access to the Institute library.

CERTIFICATE. Participants who complete the course with a satisfactory record will receive a special certificate from the Institute of Government.

Selection of Students

To qualify for the program, the applicant must:

1. Be a police officer now in active service with a municipal, county, or state agency.
2. Be in a command capacity in the department.
3. Be recommended by the Chief of Police, the Sheriff, the City Manager, and/or the governing body.

Course Description

This special program is designed to provide command personnel with the necessary techniques in personal Executive Development. The course is oriented toward explaining and exploring practical behavioral approaches to Executive Development. A variety of instructional methods will be employed, including lectures, psychological tests, individual and group projects, and class discussions.

Leadership Style

Personality style as it relates to leadership. Other instruments are used that give the participant concise feedback from his or her subordinates.

Personal Preference Inventory

Each participant examines 15 personal desires and how they relate to the role of leadership. This is done by means of a special psychological instrument now used in industrial settings.

Relationship to City/County Manager

Real-life problem situations are discussed by a city manager. Participants then have the opportunity to work in groups on specific assigned problems.

Myers-Briggs Type Indicator

An instrument designed to evaluate the manner in which you view the world and what preferences you might have in examining and resolving issues pertaining to leadership.

Communication and Planning

Discussion and group problem about the concept of how executives view the aspects of communication and planning within their agency. The emphasis is on the possible consequences that may result from the executive's preferences in each area.

Power

A discussion on the use of formal and informal power, the sources of power, and the techniques that leaders may employ in both developing and using their power. Group exercises are planned around real-life situations taken from law enforcement agencies in North Carolina.

Personnel Law

A discussion of the latest legal requirements of personnel administration as it relates directly to the role of a law enforcement agency's head. Included will be discussions on developing and implementing Assessment Centers.

Human Behavior

This section will help the participant understand himself and the behavioral patterns of other people. Strategies will be shown that will help the participants understand how they may help develop themselves and their subordinates.

Development of a Personal Plan

Participants will receive individual feedback from other participants and, on the basis of such feedback and the results of psychological testing in earlier sessions, will have an opportunity for one-on-one consultation in developing a personal plan for improving their skill level.

Law Enforcement Agencies of the Future

A discussion of theories on where law enforcement may be headed in the 1980s. Data will be provided on the types of people who are now entering law enforcement and their views on how police departments should operate. Judges, prosecutors, and personnel of the Department of Correction will provide much of this information.

Comparative Law Enforcement

Issues in management and productivity will be examined. Comparisons will be made between practices in the United States and those in England and Ireland. Participants will engage in a group exercise based on the information provided.

Decision-Making

Issues developed by the groups during the first and second sessions will be put together in an individual problem. Groups will be assisted in developing strategies they feel can best deal with the forces prevalent during the 1980s.

A special banquet with a guest speaker will be held on Thursday, May 9. The cost is included in the registration fee.

Faculty

The course will be taught by Institute of Government faculty members supplemented by police management experts and others especially qualified in particular phases of instruction.

G. Patrick Gallagher. Former Director of the Florida Division of Training and Standards, responsible for developing managerial programs for law enforcement personnel in the State of Florida. Formerly Director of Police Management and Executive Development Programs of the Police Foundation and adviser on future managerial strategies to major police departments. Knowledgeable about law enforcement systems in the United States and Europe.

Richard McMahon. Assistant Director, Institute of Government, The University of North Carolina at Chapel Hill. Clinical psychologist dealing with human behavior as it relates to organizational change and personal development.

Ronald G. Lynch. Assistant Director, Institute of Government. The University of North Carolina at Chapel Hill. Responsible for managerial training of personnel in key management positions throughout government with an emphasis on management of law enforcement agencies.

Michael Smith. Assistant Director, Institute of Government, The University of North Carolina at Chapel Hill. Deals in areas of criminal law, civil liability of public officials and local governments, duties of sheriffs, and dismissal of public employees.

Kurt J. Jenne. Teaching Assistant, Institute of Government. The University of North Carolina at Chapel Hill. Deals in policy and management issues relating to general planning programming and management, community and economic development, and finance and budget. Former city manager of Chapel Hill.

Warren J. Wicker. Assistant Director, Institute of Government, The University of North Carolina at Chapel Hill. Specializes in local government administration. Also works in the fields of purchasing law and personnel administration.

C. Donald Limer. Assistant Director, Institute of Government, The University of North Carolina at Chapel Hill. Deals in economics of financing, state and local taxation and expenditures, economic development, state budget, revenue estimation; and data processing.

A. John Vogt. Assistant Director, Institute of Government, The University of North Carolina at Chapel Hill. Deals in city and county budgeting, capital planning and finance, revenue sharing; cash management and investments, and lease-purchase of capital assets.

Institute of Government
The University of North Carolina
at Chapel Hill

John Sanders, Director
Michael Crowell, Associate Director

Faculty

Rebecca S. Ballentine
Joan G. Brannon
William A. Campbell
Stevens H. Clarke
Anne M. Dellinger
James C. Drennan
Richard D. Ducker
Robert L. Farb
Joseph S. Ferrell
Philip P. Green, Jr.
Donald B. Hayman
Milton S. Heath, Jr.
Joseph E. Hunt
Robert P. Joyce
David M. Lawrence
Charles D. Liner
Ben F. Loeb, Jr.
Ronald G. Lynch
Janet Mason
Richard R. McMahon
Laurie L. Mesibov
Robert E. Phay
Benjamin B. Sendor
Michael R. Smith
Mason P. Thomas, Jr.
A. John Vogt
L. Poindexter Watts
Warren J. Wicker

INSTITUTE OF GOVERNMENT

Appendix I

POLICE EXECUTIVE DEVELOPMENT PROGRAM

EVALUATION

Presented To:

Ron Lynch
Deputy Director
Institute of Government

B. Keith Simerson
Program Evaluator

1986

An extensive evaluation has been applied to the North Carolina Institute of Government's four week Police Executive Development Program. This application furnishes comprehensive information to the Program Administrator about the Police Executive Development Program.

The evaluation report consists of the following sections:

Section I - Evaluation Objectives

- A. Evaluation audience
- B. Anticipated decisions about the Program
- C. Evaluator's goals

Section II - Methodology

- A. Methods and procedures
- B. Chronology of evaluation activities
- C. Data analysis

Section III - Program Description

- A. Philosophy of the Program
- B. Subject matter covered
- C. Instructional methods
- D. Student characteristics

Section IV - Program Outcomes

- A. Fit of the present program with client needs
- B. Congruence between official program description and actual Program
- C. Extent to which students achieve the Program objective

- D. Program effects on subsequent student behavior and job performance

Section V - Judgement of Value

- A. Value of Program outcomes
- B. Usefulness of evaluation information

Evaluation Objective

The evaluation undertakes to collect and subsequently provide adequate, broad-based information to the program administrator to aid him in making decisions about the Police Executive Development Program.

Evaluation Audience

The evaluation report provides information for use in management decision-making. The primary audience, the Police Executive Development Program administrator, was identified before the evaluation study. To ensure the applicability and usefulness of evaluation results, the program administrator identified information needed by him before the evaluation. Every effort has been made to provide this information using the administrator's preferred method for presenting and disseminating the results. The administrator requested that the evaluation provide specific information about (1) whether participants consider course topics to be adequately covered and (2) whether participants feel that they have adequate input into the planning and structuring of the programs. He also considered the

report format used here to be conducive to decision making. These specifications posed no problems to the evaluator.

The evaluation is also designed to allow for information to be disseminated to a secondary audience. Prospective Program clientele can use the information to help them choose among available training programs.

Anticipated Decisions About the Training Program

The major goal of the evaluation is to provide information that the administrator can use to identify the strengths and weaknesses of the Program. Such information would suggest how the Program should be modified to better serve the needs of current students or be introduced to a different student population.

To accomplish this, the report provides four basic types of information: (1) information about the needs of the program's interest groups and how well the program meet their needs; (2) information about how well official descriptions of the program coincide with the actual program; (3) information about the extent to which students achieve program objectives; (4) information about program effects on subsequent student behavior and job performance.

It was expected that these four types of information will provide administrators a broad based data base for assessing and making decisions about the program.

Evaluator's Goals

The Institute of Government's Police Executive Development Program evaluation provides information to the audience which is adequate to describe the training program and its effectiveness. Of

interest to the evaluator is information about conditions existing before the training, the nature of the training period, as well as the consequences of the instructional process. Specific information needed by the program administrators has been identified, collected, and analyzed. Evaluation results are furnished to the program administrator using methods which aid in his decision-making. Evaluation information may be used by the program administrator to further develop the program or be released to prospective clientele to help them choose among available training programs.

Methodology

A variety of procedures, methods, and activities were used in the evaluation of the Police Executive Development Program. This section contains a description of those methods and procedures.

Methods and Procedures

The basic method for this evaluation was descriptive research. It describes "the way things are" by gathering information about attitudes, conditions, and procedures using self-reports, interviews, and personal observation.

Before evaluating the four week Police Executive Development Program, the assessor met with the program administrator to identify issues of concern. Emphasized were factors that participants indicated had interfered with the Program reaching its objectives and information about whether participants thought that they should have

additional input into what content is covered during each particular course. The program administrator was also asked to provide information about the preferred methods for presentation and dissemination of the results. This typed, final evaluation report is being submitted, as per request.

Letters were sent to course participants summarizing the purpose and methodology of the evaluation. These letters described the evaluation goals and emphasized the significance of the study to the Institute of Government. A signed "research participant consent form" was obtained from each course participant, and a letter authorizing the evaluation was obtained from the Program Director. To insure honest responses to evaluation questions, all course participants were assured anonymity.

Questionnaires were used to collect information from program participants and their supervisors before participation in the training program. These covered (1) expected course content and instructional methods, (2) characteristics of the students, (3) changes in student behavior or performance (or other benefits) expected to result from the course. The instruments were pretested using a sample of recent Police Executive Development Program graduates. The pretests were used to identify possible instrument deficiencies. When problems of clarity were identified, improvement to the instrument was made by rewording several phrases and terms. Twenty-three precourse surveys were forwarded to participants. Twenty-two surveys were completed, for a response rate of 96%. Twenty-three surveys were forwarded to participants supervisors.

Eighteen surveys were completed, for a response rate of 79%.

Participants attributed their supervisor's lower response rate to the reluctance of City Managers to complete and return the instrument. In addition, two supervisors were absent from duty when the survey was received and as a result were unable to complete and return the report prior to the due date.

The evaluation strategy also involved field interviews. They supplement the surveys by gathering information about program curriculum, instructional methods, and benefit not readily ascertainable through questionnaires. Seventeen, twenty-minute structured interviews with randomly selected course participants were conducted during the program. Enough time was allotted for each interview to allow for clarification of questions not originally understood and to allow for follow-up questions and discussion. Detailed notes on perceptions about program curriculum, instructional methods, and benefit were made for analysis and comparison with survey and observation results.

A problem encountered during the field interviews was that certain participants were extremely reluctant to discuss course deficiency. This problem was resolved when additional time was allotted for restatement of the evaluation goal and reemphasis of the significance of the study to the Institute of Government.

Non-participant, naturalistic observation was also used during the evaluation. An evaluation instrument guided notetaking during each observation period. The researcher did not intentionally affect

the participants, course conditions or procedures during the observation. Seventy-five percent (N=15) of the twenty class meetings were observed, representing different days of the week. Detailed notes on program content and instructional methods were made for analysis and for comparison with survey and interview responses.

A problem encountered during observation periods was the tendency of participants to ask questions of the observer and otherwise attempt to have the observer actively participate in the Program. This was a specific problem when observations were made of small group exercises. This problem was resolved when the importance of observer non-participation was reemphasized to program participants.

A course evaluation questionnaire was completed by program participants on the final class day. Information collected included data about course curriculum, instructional methods, and the extent to which program objectives were attained. Respondents were encouraged to list suggestions for program improvement. The survey was pretested using a sample of recent Police Executive Development Program graduates. The pretests were used to identify possible instrument deficiencies. When problems of clarity were identified, improvements to the instrument were made by rewording ambiguous statements. Each participant completed a course evaluation questionnaire.

Finally, the evaluation involved surveys completed by participants and their supervisors three months after the course to explore benefits realized by course participants. Data were collected to determine if initial course impact had long term effects and

whether changes in participant behavior not initially identified appeared in the long. The survey was pretested using a sample of recent Police Executive Development Program graduates. The pretests were used to identify possible instrument deficiencies. A problem regarding the length of the proposed follow-up survey was identified. A change in the structure and wording of the survey decreased the length of the instrument, increasing the likelihood of survey completion and return. Twenty-three follow-up surveys were sent to participants. Twenty of the twenty-three (87%) were completed. Twenty-three follow-up surveys were sent to participants' supervisors and seventeen (74%) were completed. The lower follow-up survey response rate was attributed to a lack of participant and supervisor understanding of the importance of the instrument to the program evaluation. This lack of understanding may be attributed to the researcher's failure to personally contact respondents prior to requesting that they complete the survey.

Chronology of Evaluation Activities

The following is a chronological list of steps in the evaluation:

Prior to the Course -

- Identification of potential users of evaluation information.
- Identification of information needed by program administrators.
- Development of instruments for collecting needed information.

- Questionnaires completed by participants and their supervisors on January 17, 1985 to gather information about expected course curriculum, instructional methodology, and benefit.

During the Course -

- Non-participant observation of course content and procedure.
- Structured field interviews with participants.
- Completion of course evaluation by participants the final day of class.

Following the Course -

- Surveys completed by participants and their supervisors on July 27, 1985 to collect information about whether expected changed in student behavior or performance actually occurred upon return to the agency.
- All results analyzed.
- Evaluation report developed, presented and disseminated in a manner which aids the program administrator in his decision making.

Program participants spent a total of one hour and fifteen minutes completing surveys and their supervisors completed two, fifteen minute questionnaires. Seventeen twenty minute participant interviews were conducted and fifteen class sessions were observed by the researcher. Problems with scheduling these activities were minimized due to program administrator support and assistance.

Data Analysis

Two types of criteria for evaluating training guided the analysis. Internal criteria included course objectives, subject

matter covered, instructional methods and other variables associated with the program content and process. External criteria included whether the course had long term effects on participant's behavior or yielded other benefits that were transferrable to the work setting.

Official Program Description

The Police Executive Development Program is designed to provide personal executive development to a select group of police practitioners who qualify for the program. It is operated by the Institute of Government at the University of North Carolina at Chapel Hill and reflects its philosophy and procedures.

Philosophy Behind the Program

The Institute of Government provides research, training, and consultation to state and local government. From 1931 to 1964, the Institute offered recruit training to state and local law enforcement officers. Since 1964, the Institute of Government has offered training programs only to executive level law enforcement officers.

The Police Executive Development Program is designed for state and local law enforcement executives who want to increase their understanding of the professional issues that challenge them and who wish to develop their managerial skills. It undertakes to (1) provide law enforcement executives with the necessary techniques for personal executive development and (2) explore practical behavioral approaches to personal development.

The Program assumes that previous training and experience have

already given the participants basic supervisory skills and a good understanding of the technical aspects of law enforcement. It builds on this foundation by giving the executive an opportunity to think creatively about executive level law enforcement management, to further develop personal skills necessary to be an effective police executive, and to explore current techniques in management as applied to law enforcement.

Subject Matter

The Police Executive Development Program is designed to expand both "higher level" psychological skills (for example, communication, leadership, understanding of human behavior) and functional management skills (planning, decision-making). Each topic is developed in a way that relates important issues, effective techniques, and innovative approaches specifically to law enforcement. The four week Program is designed to explore thirteen topics.

1. Leadership Styles - This unit considers the characteristics of a successful leader, including discussion of how the characteristics of a successful leader may be learned or developed. Specific feedback is given to each participant about how his or her personality relates to leadership.
2. Relationships with City/County Manager - This unit focuses on the roles played by each party, how the roles may blend or clash, and how the police executive and City/County Manager can deal with each other's expectations. Problems that may arise are emphasized. As an exercise, participants work in small groups to solve assigned problems.

3. A Personal Preference Inventory is used to examine fifteen participant desires (or "preferences") and explain how they relate to leadership. Personal examination is accomplished through completion of the Edwards Personal Preference Inventory.
4. The Myers-Briggs Type Indicator is also completed by each participant to allow him or her to develop a better understanding of personal preferences and decision-making characteristics. This instrument evaluates how the participant relates to the environment and information the executive is likely to take into consideration when considering and resolving leadership issues.
5. Communication - This topic focuses on how the participant perceives communication to flow within the police agency. Specific feedback is given on whether the executive is likely to influence others using their current communication "style." Coverage of this topic is intended to help the executive in developing skills needed to effectively present ideas and influence others.
6. Planning - This part of the course examines how the participant perceives the planning strategies used in his or her agency. Planning is discussed in terms of developing goals and establishing steps needed to reach these goals. Three planning styles are analyzed, and specific feedback is given to participants about how their personal planning styles relate to law enforcement management.

7. Power - This unit analyzes the use of formal and informal power. Sources of power and techniques leaders may use to develop and use power are discussed. Small group exercises based on actual situations adopted from North Carolina law enforcement agencies are conducted to support this instruction.
8. Personnel Law - This segment considers how the legal requirements for personnel administration in North Carolina relate to the law enforcement management. Information is provided about historical and recent landmark court decisions in the field. A discussion of the development and implementation of promotion assessment centers is also included.
9. Human Behavior - This unit attempts to increase the participant's self-understanding and helps the executive understand the behavioral patterns of others. It is intended to improve understanding of how the participant is likely to approach different tasks, react to different situations, and relate to others. Strategies the participant can use to identify effective methods for self-development and subordinate development are presented.
10. Comparative Law Enforcement - Law enforcement practices, techniques, and management styles in the United States, Great Britain, and Ireland are examined. Participants engage in small group exercises to identify implications for North Carolina.

11. Law Enforcement of the Future - This section describes and analyzes current trends in law enforcement technology and management. It provides information about the type of individuals entering law enforcement and their views of how law enforcement agencies should operate. Criminal justice practitioners provide information on which projected future trends are based.
12. Decision Making - An effort is made to help the participant develop decision-making strategies that are effective in dealing with current law enforcement issues. A variety of decision-making techniques are introduced and their strengths and weaknesses are reviewed.
13. Development of Personal Plan - Participants receive individual feedback from other program participants in this segment. They have an opportunity for one-on-one consultation with instructors to receive feedback about the results of psychological testing. These consultations help the executive develop a plan for personal development.

Program Objective

In short, the Police Executive Development Program is designed for state and local law enforcement executives who want to increase their understanding of the professional issues that challenge them and who want to develop their managerial skills. It (1) provides law enforcement executives with the necessary techniques for personal executive development and (2) explores practical behavioral approaches

to personal development. The Program builds on the executive's existing skills to develop "higher level" psychological and functional management skills.

Instructional Methods

The Police Executive Development Program uses a variety of instructional methods, including lectures, psychological tests, small group exercises, and class discussion.

Lecture, intended to convey information to program participants, is the basic method of instruction. Lectures are organized around single topics. Each incorporates relevant examples to illustrate theory and uses visual aids to help convey ideas.

Psychological tests are designed to provide feedback to participants about their personal preferences and characteristics in order to increase their understanding of how they are likely to approach different tasks, react to different situations, and relate to others. Psychological tests used during the program include the Myers-Briggs Type Indicator, Ego State Assessment, Styles of Management Inventory, Managerial Philosophies Scale, Personnel Relations Survey, Edwards Personal Preference Inventory, and the Power Management Inventory. Psychological test results are interpreted. Feedback is provided to the participant about how he or she relates to the world and what information is likely to be considered when examining and resolving management issues.

Groups of five to six participants are assigned small group exercises, which are designed to provide an opportunity for students to discuss some of the assigned topics. Before beginning the

exercise, each participant understands what is to be done and the amount of time allotted for the exercise. A group leader is responsible for assisting those group members needing help and redirecting groups that stray off the assigned discussion topic. The leader reports results of exercises to the entire class.

The last instructional method is guided class discussion. It is intended to involve class participation by students under the guidance and control of the instructor. The instructor suggests a problem or question for analysis, and volunteers or selected class participants discuss it. Guided class discussions are planned so that each participant understands the topic. Discussion is controlled by the instructor to be sure the discussion contributes to the topic.

Student Characteristics

The Police Executive Development Program is designed for a select group of law enforcement executives who qualify for the program. Participants must be police officers in active service in a command capacity with municipal, county, or state agencies. They must be recommended by the Chief of Police, Sheriff, City Manager, and/or governing body.

Evaluation of the Program

The Police Executive Development Program evaluation collected information about program purpose, curriculum, instructional methods,

and benefits. Program effectiveness is determined through: (1) assessment of the needs of the program's clientele to determine whether the course meets their needs, (2) determination of the degree to which official descriptions of the program coincide with the actual program, (3) assessment of the extent to which students achieve program learning objectives, and (4) discovering how the program affects subsequent student behavior or job performance.

Extent to Which the Program Meets Clientele Need

It is assumed that participants attend the Police Executive Development Program because their perceptions of program purpose, curriculum, and benefits leads them to believe it will meet needs identified by them or their supervisors. Information about program expectations obtained from participants and their supervisors through a pre-course questionnaire is compared with the official program purpose, curriculum, and expected benefits, as described by the course information brochure and in interviews with the program administrator.

An important objective of the pre-course questionnaire was to determine how well participants understood the program's purpose. This issue was explored by asking each participant "as a current participant in the Management Development Course, I understand the general goal(s) of the program." Ninety-five percent (N=21) answered affirmatively. Participants were also asked to list specific program goals. Seventy-two percent (N=16) stated either that the course was designed to provide the necessary techniques for personal executive development or explore practical behavioral approaches to personal development. These perceptions were consistent with the goals

described in the course information brochure. Twenty-three percent (N=5) of them listed the program goal as described in the course information brochure.

The pre-course questionnaire is also used to determine whether participants know which topics would be addressed in the program (Item 5). The results indicate substantial knowledge of the topics the course brochure identified as addressed in the program. Table 1 shows the percentage of participants who expected each of the 13 topics to be included. Ten of the topics were mentioned by over 70 percent of participants; however, most did not expect certain topics that are actually included in the program. Only 23 percent (N=5) expected personnel law to be explored, and only one expected a comparative analysis of law enforcement management practices.

Table 1

Expected Course Topics - Participants

Expected Topic To Be Addressed		
	N	%
Communication Skills	19	86
Human Relations	16	72
Decision Making	21	95
Performance Evaluation	16	72
Planning	22	100
Management Styles	22	100
Management By Objectives	16	72
Budgeting	16	72
Computer Literacy	5	23
Personnel Law	5	23
Civil Liability	14	63
Human Behavior	21	95
The Future of Law Enforcement	16	72
Management Practices - Comparative Analysis	1	5
	N=22	

Items 3 and 4 asked participants to identify one or more benefits they expected to result from the course. Ninety-five percent of participants (N=21) could identify one or more benefits they expected to result from the course. All the benefits identified were benefits that might reasonably result from exposure to the course as described in the information brochure. Benefits listed most often were an enhanced ability to solicit cooperation and support from both superiors and subordinates through a better understanding of their behavior and possession of improved management ability through increased awareness of personal behavior traits.

Participants were also asked about their sources of information about program purpose, curriculum, and benefit (Items 6a and 6b). Respondents indicated that this information was gained through a variety of official and unofficial sources, including the information brochures, program administrators, and colleagues (including previous program graduates) (see Table 2).

Table 2
Information Sources Used By Participants

Information	Receiving Information From This Source		
	Source	N	%
Information		8	36
Program Administrator		7	32
Program Graduate		4	18
Colleague (Other than graduate)		3	14
		N=22	

Another objective of the pre-course questionnaire to determine whether participants were formally advised by their agency of what curriculum or benefit to expect from the program. Participants were asked whether "After enrolling in the management development program, an orientation session was conducted at my agency. ___Yes ___No" (Item 6a). If the response was affirmative, Item 6b inquired about whether the participant was provided with information on what to expect of the program, how their supervisor expected the information to be used, the objectives of the program are, and what changes in behavior or performance (or other benefit) were expected to result from program participation.

All participants indicated that their agencies provided no information about what curriculum or benefit to expect from the program. No participant was told what change in behavior or performance (or other benefit) were expected to result from program participation. However, one of the participants had been told how the supervisor expected certain information to be used upon return to the agency.

A pre-course questionnaire with items parallel to those on the participant survey was sent to the supervisor of each program participant. Eighteen responded. Eighty-three percent (N=15) reported an understanding of the program's goal. Seventy-three percent (N=11) stated either that the course was designed to (1) provide the necessary techniques for personal executive development or (2) explore practical behavioral approaches to personal development. These perceptions about program purpose were consistent with the

program goals described in the course information brochure.

Twenty-seven percent (N=4) of the respondents listed the program objective in its entirety.

There was also a general understanding of what topics the course addressed. Table 3 lists those topics supervisors generally expected to be included in the program. All but four items were anticipated by over 70 percent of supervisors, and six topics were expected by all supervisors.

Table 3
Expected Course Topics - Supervisors

Program Topic	Expected Topic To Be Addressed	
	N	%
Communication Skills	15	83
Human Relations	13	72
Decision Making	18	100
Performance Evaluation	18	100
Planning	18	100
Management Styles	18	100
Management By Objectives	18	100
Budgeting	15	83
Computer Literacy	1	5
Personnel Law	7	39
Civil Liability	17	94
Human Behavior	18	100
Future of Law Enforcement	7	39
Management Practices - Comparative Analysis	0	0
	N=18	

All the supervisors could identify benefits expected to result from the course. Again, all the benefits were consistent with benefits that would be likely to result from subordinates' exposure to the course described in the course information brochure. Benefits listed most often were improvement in ability to understand and deal with the complexities of modern police organizations, increased understanding of various leadership styles used in organizations, and improvement in ability to respond to various situations using the planning process.

The supervisors reported that they based their expectations about program purpose, curriculum, and benefits on information received from four sources: the course information brochure, the program administrator, and colleagues, including previous program graduates (see Table 4).

Table 4
Information Sources Used By Supervisors

Information Source	Receiving Information From This Source	
	N	%
Program Graduates	7	39
Information Brochure	6	33
Program Administrator	4	22
Colleagues (Other than graduate)	2	11
	N=18	

Half (N=9) of the supervisors indicated that their agencies provided information to participants about what to expect from the program and what changes in behavior or performance (or other benefits) were expected to result from program participation. The difference between participant and supervisor response to this item may result from the supervisor delegating to others (assistant supervisor or training officer) the responsibility of providing the information failing to follow-up to ensure that the information was in fact conveyed.

This section has provided information about the extent to which the course, as it is designed, is likely to meet client expectations. Participant and supervisor responses indicate that they had a good understanding of what the program would provide in terms of purpose, curriculum, and benefit. However, there was a lack of understanding of a few aspects of the program. While a majority of the participants and their supervisors had at least some understanding of the purpose of the program, only twenty-three percent of participants and twenty-seven percent of supervisors were able to list the program goal as described in the course information brochure. While the participants and their supervisors generally understood which topics would be discussed during the program, two topics listed in the course information brochure (personnel law, and comparative analysis of law enforcement) were not expected by participants to be included. The participants and their supervisor were all able to identify one or more reasonable benefits they expected to obtain from course participation. However, in no case did a participant report having

been told by their supervisor what change in behavior or performance (or other benefit) was expected to result from program participation. On the other hand 50 percent of supervisors believed that such information had been conveyed.

The likelihood that the course, as designed, will meet client expectations presumably depends on the extent to which participant and supervisor perceptions of program purpose, curriculum, and benefits are correct. Information provided in this section suggests that a majority of supervisors and participants had a general understanding of program purpose, curriculum, and benefits likely to result from course participation.

The Police Executive Development Program might benefit if the course information brochure were revised to include a section summarizing program purpose, curriculum, and benefits, including a strong recommendation that during a formal pre-course conference sponsoring supervisors personally communicate program information and expectations to the enrolled subordinate.

Extent to Which Official Program Descriptions

Coincide With the Actual Program

The goal of this section is to determine how well the actual program coincides with the official course descriptions. To accomplish this, information provided by the program administrator and written information about program purpose, curriculum, instruction methods, and expected benefits are compared with the actual course as described by participant and supervisor questionnaires, interviews and personal observation.

The program administrator and information brochure describes the program as being designed for a select group of law enforcement practitioners who want to increase their understanding of the professional issues that challenge them and improve their managerial skills. Building on the participants' previous training and experience, the program is designed to offer the executives the opportunity to think creatively about executive level law enforcement management, to further develop personal skills considered necessary to be an effective police executive, and to explore current techniques of management as applied to law enforcement.

Ninety-five percent (N=22) of the participants were found to meet or exceed the minimum enrollment qualifications as recommended in the course information brochure. They were currently employed by a municipal, county or state agency in a command capacity and were recommended for attendance by the Chief of Police, Sheriff, or City or County Manager. The single exception was a police officer employed by a municipal agency who was recommended for attendance by the sponsoring agency's Chief of Police. Although not currently acting in a command capacity, the individual was a supervisor considered a likely candidate for a command position.

Seventy-five percent of class sessions were observed to collect information about how well the actual curriculum coincides with the official curriculum. An important objective of the program observation periods was to determine whether program instruction (1) adequately provided participants with necessary techniques for personal executive development and (2) adequately explored current law

enforcement management techniques. Observation notes were also compared with survey and interview responses to determine consistency of information provided by the various sources of data.

An evaluation instrument guided notetaking during each observation period. The "Observation Evaluation Form" guided notetaking during each observation period. The evaluator filled out the "Lesson Content" section while the instructor was actually conducting the lesson by indicating whether particular procedures had or had not been performed. The evaluator observed the entire lesson prior to responding to the instruments' "Instructional Methods" section. Notes taken during the observation period were used to complete this section. Time lapse between the observation and the rating was kept to a maximum of fifteen minutes. Response to items in this section closely paralleled that of "lesson content" in that the evaluator was required to indicate whether particular procedures had or had not been performed.

One objective of the observation was to determine whether the course content (1) adequately provided participants with necessary techniques of personal executive development and (2) adequately explored and explained current law enforcement techniques. These issues were explored in the "Observation Evaluation" form's "Lesson Content" section. Its first part required the evaluator to respond to three items about the lesson "introduction." The evaluator noted whether or not information was provided about (1) about lesson purpose, (2) how the participant could use the information, (3) how the current topic related to previous or subsequent blocks of

instruction. In the second part the evaluator rated five items about the lesson "body." The evaluator noted whether or not (1) topical information was presented in a logical sequence, (2) adequate information was provided to support the lesson "purpose," (3) personal experience and/or brief anecdotes were appropriately used to emphasize points, (4) time was allowed for adequate analysis of contemporary law enforcement management techniques, (5) time was allowed for adequate analysis of current law enforcement management issues. The third part required the evaluator to respond to two items about the lesson "conclusion." The evaluator noted whether or not the conclusion included (1) a summary of the lesson's major points, and (2) a closing statement stressing how the participant could use information provided during the block of instruction.

Information collected from fifteen course observations indicates that each program topic was consistent with the official course description in that it (1) adequately explored and explained current law enforcement techniques and (2) adequately provided participants with necessary techniques of personal executive development. The following information provides the evidence to support this conclusion.

Lesson introductions were generally effective in that participants were provided information about lesson purpose and about how they could later apply acquired information. However, only on two occasions did the instructor relate the topic under discussion to previous or subsequent blocks of instruction.

Information provided during the lesson body was generally adequate. The program curriculum provided information considered by the evaluator to adequately support the lesson purpose and the information was presented in a logical sequence. Personal experience and brief anecdotes were used to emphasize lesson points. However, one instructor on six different occasions used past management experiences considered by the evaluator to be unrelated to the topic under analysis.

Lesson conclusions were effective in that each instructor concluded the block of instruction with a summary of the lesson's major points. Each conclusion also included a closing statement stressing how the participant could use information provided during the block of instruction.

The Police Executive Development Program allowed four weeks for analysis of contemporary law enforcement techniques and for adequate analysis of current law enforcement management issues. Observation notes indicate that the four week program explored those thirteen major topics reported earlier in this report. The thirteen topics are considered by the evaluator to adequately explore law enforcement management and executive development techniques and were consistent with official topic description provided by the program administrator and course information brochure. Each topic was delivered in a way that related important issues, effective techniques, and innovative approaches specifically to law enforcement.

The course was taught in an atmosphere considered by the evaluator to be conducive to creative thinking and likely to result in

personal skill development. Although not reflected as a topic in the course information brochure, Peter's book In Search of Excellence was the basis for one additional block of instruction. Major principles in the book were analyzed and implications for law enforcement management were identified and discussed. Although not previously described, the topic analysis is considered by the evaluator to be appropriate for the type of course described by the program administrator and information brochures.

Several curriculum issues are explored through seventeen, twenty minute interviews with randomly selected program participants. Participants were asked to respond to the following three questions: (1) "Is the Police Executive Development Program providing information that you consider to be 'state of the art'?", (2) "Has participation in the previous weeks' sessions resulted in personal skill development?" and (3) "Would you describe the program as being offered in an atmosphere that encourages creative thinking?" Of those interviewed, seventy percent (N=12) considered the program to offer "state of the art" information about law enforcement management techniques. Eighty-two percent (N=14) indicated that the program was resulting in personal skill development while ninety-four percent (N=16) believed the program's atmosphere encouraged creative thinking.

Twenty three percent (N=4) of those interviewed believed the program provided information beneficial primarily to municipal law enforcement executives. Seven believed the program provided information beneficial primarily to members of larger law enforcement agencies. Five indicated that they had been exposed to certain

program topics while attending previous courses. Implications of these findings for the course are discussed later in this section. When asked if the curriculum schedule had allowed time for adequate analysis of the program's topical areas, twenty nine percent (N=5) of those interviewed considered insufficient time to be scheduled for those topics which they had not studied in previous courses. Those participants indicated that additional time was needed for instructors to analyze personnel law, planning, interpersonal communication, and relationships with the city manager and/or mayor. Seventeen percent (N=3) indicated that information provided by the psychological tests were a repetition of information received during previous testing.

All participants (N=23) completed a course critique on the final class day. The critique is used first to determine whether participants considered the program curriculum to be "adequate." Participants were asked about whether the curriculum (1) was interesting or boring, (2) was useful in law enforcement, (3) was "state of the art" or outdated, (4) included materials that will be useful for future reference, (5) was applicable to their current positions, (6) plan allowed time for adequate analysis of topical areas, (7) accomplished what it was supposed to accomplish.

The results of these questions are reported in Table 5. Between 70 and 100 percent of respondents gave positive responses to these items. The least favorable responses were given to the item about whether the course was "state of the art," while the most favorable responses concerned its utility in law enforcement.

Participants indicated that the program curriculum was "state of the art," interesting, not only useful in law enforcement but also applicable to their present position. They reported that the curriculum did what they expected it to do and that information and materials received would be useful for future reference (see Table 5). This evidence suggests that program participants considered the curriculum topics (1) to adequately provide necessary techniques of personal executive development and (2) to adequately explore and explain current law enforcement management techniques.

Table 5
Course Content Critique

Course Description	Participants Indicating	
	N	%
Interesting	19	83
Useful in Law Enforcement	23	100
"State of the Art"	16	70
Useful for Future Reference	21	91
Applicable to Present Position	20	87
Matches Course Objectives	20	87
	N=23	

This information from the course critiques thus proved to be consistent with information collected from the interviews with participants.

The course critique included a section in which participants were asked about whether the curriculum devoted enough time for adequate analysis of topical areas. Participants indicated that the curriculum plan generally allowed time for adequate analysis, as is reflected in Table 6. No topic was rated as receiving too much time by more than 15 percent of participants. However, one fourth or more reported that too little time was spent on relationships with manager, communication, planning and personnel law.

Table 6
Time Allowed For Each Topic

Topic	Percentage Indicating That Time Spent Was		
	Too Much	About Right	Too Little
Leadership Style	4	91	4
Personal Preference Inventory	0	100	0
Relationship With Manager	4	69	26
Myers Biggs Type Indicator	13	78	8
Communication	4	65	30
Flanning	4	69	26
Power	0	78	21
Personnel Law	0	52	47
Human Behavior	0	91	8
Development of Personnel Plan	8	91	0
Future of Law Enforcement	0	78	21
Management Issues	0	91	8
Decision Making	0	78	21
N = 23			

The results in Table 6 are consistent with information obtained during participant interviews.

In summary, curriculum adequacy is determined by judging whether the program content (1) adequately provided participants with necessary techniques of personal executive development and (2) adequately explored and explained current law enforcement management techniques. Personal observation, course critiques, and participant interviews were used to gather information about whether the program curriculum is adequate. The resulting information about curriculum adequacy prove to be consistent. An overview of findings about program content along with implications for the Police Executive Development Program is provided below.

Data from observation indicate that the program topics covered were generally consistent with the official course descriptions provided by the course information brochure and program administrator. However, although not reflected as a program topic, Peter's book In Search of Excellence was the basis for an additional block of instruction. Each block of instruction was delivered in a way that related important issues, effective techniques, and innovative approaches to law enforcement. However, instructors (1) seldom related a topic under discussion to previous or subsequent blocks of instruction and (2) instructors occasionally used experiences as examples which were considered by the evaluator to be unrelated to the topic under analysis.

Information from interviews with participants indicated that they generally believed the program offered "state of the art" information in an atmosphere that encouraged creative thinking. They also believed their attendance would result in personal skill development. However, some participants from county agencies believed the program was targeted at managers from municipal agencies, some participants from smaller agencies believed the program targeted larger agencies, some participants had previously been exposed to the psychological tests administered during the program, and some participants reported that additional time was needed for instructors to analyze personnel law, planning, interpersonal communication, and their relationship with the city manager.

Information collected through course critiques completed on the final class day indicates that participants considered the program curriculum to be "state of the art," interesting, and not only useful in law enforcement, and applicable to their present positions. However, participants indicated that additional time was needed to cover personnel law, planning, communication, and relationships with the city manager and/or mayor.

The Police Executive Development Program might benefit if the curriculum is revised in three areas. The Program might be changed to provide instructors more time to discuss and analyze personnel law, planning, interpersonal communication, and relationship with the manager and/or mayor. Program topical areas might appear less fragmented if instructors are encouraged to relate their blocks of instruction to other lessons. The Program might be more beneficial to

participants if instructors are encouraged to assess their lesson content in terms of audience demographics to ensure that information presented is relevant and beneficial to participants. Psychological tests which are repetitive might seem more beneficial to participants if instructors are encouraged to relate the psychological test results specifically to each of the program's blocks of instruction. Participant expectation might be more accurate if the course information brochure is revised to include Peter's book In Search of Excellence as a separate block of instruction.

The Police Executive Development Program information brochure describes the course as using a variety of instructional methods, including lecture, psychological tests, small group exercises, and class discussion. Instructor lectures are intended to incorporate relevant examples to illustrate theory and visual aids to help convey ideas. Psychological tests are intended to provide feedback to participants about their personal performance and increase their understanding of how they are likely to approach different tasks, react to different situations, and relate to others. Subgroups of five to six individuals are assigned small group exercises designed to give participants the opportunity to discuss an assigned topic. Class discussions are intended to allow volunteers or selected class participants to discuss a suggested problem or question.

Personal observation, course critiques, and participant interviews were used to gather information about whether program instructional methods were adequate. Adequacy is determined by judging whether a variety of instructional methods were used and if so whether

they were used effectively. The various information gathered about instructional method adequacy prove to be consistent.

These issues are explored using the "Observation Evaluation" form's "Instructional Methods" section. This six part section gathered information about lectures, psychological tests, class discussions, and small group exercises used during the program, as well as about the instructor's use of questioning techniques and instructional aids.

The instructional methods section's first part required the evaluator to respond to two items about the instructor's use of instructional aids. The evaluator noted whether or not the instructor used training aids that were considered by the evaluator to be appropriate to the subject matter and whether they were used effectively.

Information collected from fifteen course observations indicates that instructors use training aids considered by the evaluator to be appropriate to the subject matter under discussion. These aids included handouts, overhead transparencies, 35mm slides, and the use of the black board and flip chart with paper. Training aids are used effectively in that each instructor introduced and related the aid to the topic under analysis. However, although participants were given an opportunity to ask final questions, instructors failed to follow up the aid with a summary statement.

The second part required the evaluator to code four items about the instructor's questioning techniques. The evaluator noted whether or not the instructor (1) asked participants questions to check their

understanding of information, (2) acknowledged questions asked by students, (3) asked questions that required participants to interpret newly acquired information, and (4) asked questions that required participants to apply newly acquired information.

Observation notes indicate that instructors asked approximately six questions per hour to check participant understanding of topic information and that instructors acknowledged and answered each question asked by students. However, only two instructors asked questions which required participants to interpret and apply newly acquired information.

The third part contained two items about the lectures. The evaluator noted the approximate percentage of the lesson taught using the lecture instruction method. The evaluator also noted whether or not the instructor incorporated relevant examples into the lecture.

Data from the observation of class meetings indicates that about 37 percent of the four week course consists of lectures. Relevant examples were incorporated in each lecture and visual aids were used when necessary to help convey ideas. Content was consistent with instructional objectives and each instructor was prepared for the lecture. Each lecture was considered by the evaluator to be organized, consisting of a logical sequence of ideas. Each instructor encouraged participants to ask questions and the evaluator considered all questions to be adequately addressed by the instructor.

The next part required the evaluator to respond to three items about class discussions. The evaluator noted the approximate percentage of the lesson taught using class discussion. The evaluator

also coded whether or not (1) adequate time was allowed for problem analysis and (2) whether or not the instructor guided discussion, when necessary, to increase its contribution to the topic.

About 33 percent of the program consists of class discussion. Class discussion enhanced each lecture by giving participants the opportunity to analyze and discuss the topic under analysis. Each instructor suggested the problem or questions for discussion, and volunteers or selected class participants were given sufficient time to analyze and discuss the topics. The instructors monitored class participation by students and on several occasions guided discussions to increase their contribution to the topic under analysis.

The fifth part included six items about small group exercises. The evaluator noted the approximate percentage of the lesson taught using the small group exercises. The evaluator also coded whether or not (1) the exercise focused on a particular issue or problem, (2) an instructor or a designee monitored the exercise, (3) an instructor or a designee guided the activity, when necessary, to increase its contribution to the issue under analysis, (4) time was allowed for adequate follow-up discussion after the class was readjourned.

About 23 percent of the course consists of small group exercises. Subgroups of five to six individuals were assigned exercises focusing on a particular topic. The small group exercise contributed to the instructor's objectives by giving participants the opportunity to discuss an assigned topic. However, full benefit was not realized due to certain deficiencies identified in each of the small group exercises observed. Each instructor did not take several steps

needed to adequately administer a small group exercise. When preparing participants for the small group exercise, instructors identified the issues for discussion but seldom asked follow-up questions to ensure that participants understood the focus of the exercise. Only two instructors identified the exercise goal or otherwise specified the product expected to result from the activity. Although instructors set time limits they seldom asked follow-up questions to ensure that participants understood how much time was actually allotted for the exercise. When preparing participants for the small group exercise, each instructor failed to select a participant to monitor and otherwise facilitate the activity.

Deficient planning resulted in over 50 percent of small group discussion focusing on uncertainties about what the group was supposed to do, what the product of the activity was supposed to be, and how much time was allotted for the exercise. Instructors (or a designee) did not monitor the small group exercise. Therefore, no one was available to assist group members or redirect groups straying from the assigned topic. This resulted in each small group exercise focusing primarily on topics other than the one under analysis and the tendency for the exercise to consist of input primarily from one or two of its more talkative members.

Time was seldom allotted for adequate follow-up discussion. Only two instructors allotted adequate time for follow-up discussion after class readjournment and on two occasions participants changed instructors (and topic area) without discussing the small group exercise results.

The final part contained four items about psychological tests administered during the course. The evaluator noted the approximate percentage of the lesson taught using psychological tests results. The evaluator also noted whether or not (1) the instructor related psychological profile information to the topic, (2) the instructor specified what information the test would produce, (3) adequate time was allowed for analysis of the results, (4) adequate feedback was provided to the participant after test administration and analysis.

About 10 percent of the four week program involves administration and interpretation of the psychological tests. When preparing participants for each psychological test, instructors specified what information the test would produce and related resulting information to the specific topic under analysis. Adequate time was allowed for analysis of psychological test results and adequate feedback was provided to the participant in a useful form. However, long term impact -- and the psychological test effectiveness -- cannot be assessed by observation of the program.

Several issues about instructional method were explored during participant interviews. Participants were asked "Have the program's instructional methods been appropriate for the course content?" and "Have the program's instructional methods helped you learn the course material?" All of those interviewed (N=17) reported that the program's instructional methods were appropriate for the content. All of those interviewed also said that the instructional methods helped them learn the material.

An important objective of the course critique completed by participants on the final class day was to determine whether participants considered the program's instructional methods to be "adequate." Participants were asked about whether instructional methods: (1) were appropriate for the content and (2) helped them learn the material. Participants also indicated whether questions they asked instructors were adequately addressed. The course critique also contained a section that asked participants to provide specific information about whether too much or too little time was spent on each instructional strategy.

All the participants (N=23) considered the program's instructional methods appropriate, while ninety-five percent (N=22) believed the instructional methods helped them learn the course material. Ninety-five percent (N=22) of the participants indicated that individual attention was provided by instructors and that questions asked the instructors were adequately addressed. At least eighty percent of participants believed that the right amount of time had been spent using each strategy (see Table 7).

Table 7
Time Allotted For Teaching Methods

Method	Percentage Indicating That Time Spent Was		
	Too Much	About Right	Too Little
Lecture	4	91	4
Psychological Tests	8	87	4
Small Group Exercise	13	82	4
Class Discussion	0	87	12

In summary, the various data gathering activities provide consistent information about the adequacy of instructional methods. Instructional method adequacy is determined by judging whether instructors used a variety of instructional methods, and if so, whether they used them effectively. Instructors used training aids that were appropriate to the curriculum, but instructors failed to follow up aids with a summary statement. Instructors asked questions to check participant understanding of topic information, though questions were seldom asked that required participants to interpret and apply information. Approximately 70 percent of the program consisted of lecture and class discussion. Both were generally effectively administered. Small group exercises, used approximately 23 percent of the time, contributed to the lesson by giving participants the opportunity to discuss assigned topics. However, full benefit was not realized because instructors did not take some steps needed to adequately administer them. Approximately 10 percent of the program involved administration and interpretation of psychological tests. The tests were effectively administered in that participants were prepared for the tests, adequate time was allowed for analysis, and feedback was provided in a useful form.

The interview results indicate that participants believed the program's instructional methods were appropriate for the course content and helped them learn the material. Data from the course critique also indicate that participants considered the program's instructional methods appropriate. Almost all also believed that the instructional methods helped them learn the material. Almost all also

indicated that individual attention was provided by instructors and that questions asked the instructors were adequately addressed.

On the basis of these results, several recommendations are made to the Program Administrator. First, the program might be more beneficial to participants if instructors are encouraged to follow-up instructional aids with a summary statement and if instructors are encouraged to ask more questions that require participants to interpret and apply acquired information. Small group exercises might be more beneficial if instructors are encouraged to: (1) identify the specific issue for discussion, (2) ask questions to ensure that participants understand what the issue is, (3) identify the exercise goal, (4) ask questions to ensure that participants understand what the goal is, (5) establish time limit for the exercise, (6) ask questions to ensure that participants understand what the time limit is, (7) personally (or through a designee) monitor the exercise to ensure its contribution to the issue under analysis, and (8) allow time for adequate follow-up discussion following class readjournment.

Extent to Which Participants

Achieve the Program Objective

The program objective is to provide state and local law enforcement executives with greater understanding of professional issues, techniques for personal executive development, and practical behavioral approaches to law enforcement executive development. The program administrator indicated that the program is designed to increase the participant's understanding of the topics covered but that the program is not designed to influence participant values.

The course critique completed by participants on the final class day is used to determine whether they considered the program successful in (1) providing the necessary techniques for personal executive development, and (2) exploring and explaining practical behavioral approaches to law enforcement executive development. Respondents were therefore asked "In your opinion, did the course accomplish what it was designed to accomplish?" All of the participants stated that the program had successfully reached these objectives.

This issue was also explored through interviews with program participants. Participants were advised: "This program is designed to provide command personnel with the necessary techniques in personal executive development. The course is oriented toward explaining and exploring practical behavioral approaches to executive development." Participants were then asked to respond about whether they considered the program successful in accomplishing what it was designed to accomplish. At the time of the interview, eighty-eight percent considered the program successful. Two of those interviewed considered the program less than successful as a result of (1) providing information beneficial primarily to members of larger agencies and (2) providing information beneficial primarily to their counterparts in municipal police agencies.

In summary, observation by the evaluator indicate that the curriculum and instructional methods were likely to result in participant objective attainment. All participants reported in the course critique that the program had provided the necessary techniques

for personal executive development and explored and explained practical approaches to law enforcement executive development. However, only eighty-eight percent of those interviewed while the course was in progress considered it to be successful at the time of the interview. Some participants complained that it was targeted at larger or municipal police agencies. It is, therefore, suggested to the administrator that the program might be more beneficial to participants if instructors were encouraged to better fit lesson content to student demographics.

Effects of the Program on Subsequent

Student Behavior or Performance

It is assumed that participants attend the Police Executive Development Program to meet needs identified by them or their supervisors. They expect the course to have an impact on participant behavior or performance upon return to the agency. Therefore, information was collected about whether participants and their supervisors believed the program actually affected behavior or job performance upon return to the agency.

The follow-up surveys, completed by program participants and their supervisor three months after the course are used to determine whether the course had long term effects and whether changes in participant behavior not initially identified appear in the long term. In addition, the follow-up surveys are used to determine whether expected changes in behavior or performance actually occurred upon return to the agency.

The participants were reminded in the survey's first section about those specific changes in behavior or performance they expected upon return to their agency. They were asked to describe the actual change in their behavior or performance in terms of (1) whether expected change in behavior or performance had been exhibited, (2) whether the opportunity had existed for the participant to exhibit expected changes in behavior or performance, and (3) whether expected changes in behavior or performance had not been exhibited even though the opportunity to exhibit it had existed. The results show that eighty percent (N=16) of the respondents believe program information benefited them upon return to the agency. Seventy-five percent (N=15) also believe that expected changes in behavior or performance upon return to the agency actually occurred. Twenty-five percent (N=5) indicated that the opportunity had not existed for them to exhibit changes in behavior or performance.

Program participants were also asked to describe how, other than by expected benefit, the program has helped them since their return to their agency. Benefits not initially identified or expected but reported as appearing in the long term include: the use of personal contacts made while attending the course, a better understanding of how the agency should be managed, an increased understanding of the potential feedback received from subordinates, increased use of input from subordinates in the development of present and future programs, a more realistic approach to management, and the increased awareness of personal management weaknesses (see Table 8).

Table 8
Reported Benefits

Benefit	Number Reporting	Percentage Reporting
Personal Contacts	13	65
Understanding of Management	6	30
Understanding of Feedback	1	5
Increased Use of Input	8	40
More Realistic Management Approach	2	10
Awareness of Personal Weaknesses	3	15
	N = 20	

The follow-up survey also asked participants whether they would recommend the Police Executive Development Program for individuals holding positions comparable to theirs (Item 6). Ninety percent (N=18) of the respondents indicated that they would. Ten percent (N=2) indicated that they would recommend course attendance only to individuals recently appointed to an executive level position.

These issues were also explored through parallel surveys completed by the participant's supervisor. Supervisors were asked to describe the actual changes in subordinate behavior or performance in terms parallel to those on the participants follow-up survey. Eighty-two percent of the respondents believed the program had

benefited their subordinate since returning to the agency. Sixty-five percent (N=11) also indicated that expected changes in subordinate behavior or performance upon return to the agency had actually occurred. Seventeen percent (N=3) indicated that the opportunity has not existed for the subordinate to exhibit expected changes in behavior or performance. Seventeen percent (N=3) also indicated that expected changes in subordinate performance or behavior had not been observed, although the opportunity for the participant to exhibit it has existed. However, all three said that previous graduates had benefited from program attendance and that support for the course will continue.

Follow-up surveys completed by the participant's supervisors also asked them to describe how, other than by expected benefit, the program has helped the subordinate since return to the agency. Benefit not initially identified or expected but reported as appearing in the long term include: the use of personal contacts made while attending the program, and enhanced understanding of how the participant's position relates to overall department operation, increased effectiveness in dealing with colleagues, and an enhanced understanding of civil liability as it relates to the participant's current position (see Table 9).

Table 9
Reported Benefits

Benefit	Number Reporting	Percentage Reporting
Personal Contacts	5	29
Understanding of Position	2	11
Increased Effectiveness	8	47
Understanding of Civil Liability	3	17
	N = 17	

The follow-up survey also asked participant's supervisors whether they would enroll additional personnel in the program. All of the supervisors (N=17) indicated that, as a result of impact on the participant, they will enroll additional personnel in the program.

Judgement of Value

This section provides information about the value of the program outcomes and usefulness of evaluation information as judged by the evaluator.

Value of Program Outcomes

Data about the Police Executive Development Program purpose, curriculum, instructional methods, and benefit have been analyzed. Program effectiveness was evaluated through: (1) assessment of the particular needs of the program's clientele to determine whether the course met their needs, (2) determination of how well official descriptions of the program coincide with the actual program, (3) assessment of the extent to which students achieved program objectives, and (4) examining whether the program affected subsequent student behavior or job performance.

The evidence suggests that a majority of the participants understood the official program purpose and had general knowledge of what topics would be addressed in the program. Participants could identify the benefits expected to result from course participation. The majority of the participants' supervisors also understood the official program purpose and had general knowledge of what topics would be addressed in the course. The supervisors could identify benefits expected to result from subordinate participation.

The program curriculum was consistent with the official course descriptions in that it (1) adequately provided participants with techniques for personal executive development and (2) adequately

explored and explained current law enforcement management techniques. Each topic dealt with important issues, effective techniques, and innovative approaches specifically for law enforcement management. The program provided information considered by the evaluator and participants to be interesting, timely, and directly applicable to law enforcement. Enough time was generally allowed for each topic, giving the instructor time to analyze, discuss, and answer participant questions.

Lectures, the basic method of instruction, were organized around fourteen topics. Their content was consistent with course objectives and consisted of a logical sequence of ideas. Class discussion enhanced lectures by giving participants the opportunity to analyze and discuss the topic. Subgroups of five to six individuals were assigned small group exercises related to the topic under analysis. Although they contributed somewhat to the instructor's objective, full benefit was not realized, as instructors failed to adequately administer the activity. The program also involved effective administration and interpretation of psychological tests. Information was provided on how the resulting test information was related to personal executive development, test results were interpreted, and feedback was given to the participant.

The program appears to be successful in (1) providing participants with the necessary techniques for personal executive development, and (2) exploring and explaining practical behavioral approaches to law enforcement development. Participants and their supervisors reported that expected changes in behavior or performance upon return

to the agency generally occurred and that there were additional benefits other than those expected resulted from program participation.

Usefulness of Evaluation Information

The evaluation's primary audience, the Police Executive Development Program administrator, was identified prior to the study. The evaluation provides information which enables the Program Administrator to determine how the program should be modified for current students. To ensure use of evaluation results, the administrator's preferred method for information presentation and dissemination are used in releasing evaluation results.