

LAW ENFORCEMENT MANAGEMENT INSTITUTE

PERFORMANCE EVALUATION  
OF PATROL OFFICERS

A RESEARCH PAPER  
SUBMITTED IN FULFILLMENT  
OF THE REQUIREMENTS FOR  
GRADUATION

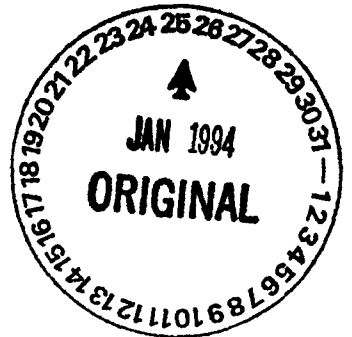
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## **INTRODUCTION**

### **PURPOSE OF RESEARCH**

This research paper will assist the Del Rio Police Department supervisors and departments of similar size and character as they set about to measure officer performance, both quantitatively and qualitatively. The new evaluation tool proposes, organizes, and documents necessary steps to use for the improved evaluation of patrol officers.

It is important to assist in developing methods of evaluation that will be relevant, useful, and progressive for the supervisors. From the perspective of the individual officer being evaluated, a comprehensive and fair system must be developed so that possible personal conflicts between officers and their supervisors is limited and their actual performance along with their attitudes and drive is properly judged and listed.

This research has been placed into action through the planning, testing and implementation of phase I that produced a weekly evaluation based on officer performance. Phase II is now being planned to involve community comments on officer attitude and his/her dealing with the public.

### **PERFORMANCE EVALUATION**

Police officers are human. They like to hear when they have done or are doing a good job, and for the most part are willing to accept constructive criticism.<sup>1</sup> When used

properly, appraisals give employees credits for superior performance or allows an opportunity for bringing attention to substandard performance.

This system begins when a supervisor and the subordinate officer have a thorough knowledge of the evaluation system, the performance levels, and how they are to be applied. The supervisor should be willing to apply positive as well as negative feedback to all officers that he may be evaluating.

## **NEED FOR EVALUATION**

Evaluations are a critical factor for any organization seeking to improve productivity and to provide objective and meaningful feedback to employees. These appraisals provide supervisors with the tools to evaluate and motivate the effectiveness of their employees. Through the proper use of these evaluations' supervisors can identify employee needs such as training, personnel assignment, establish goals and objectives, along with the accountability to the citizens.<sup>2</sup>

There are four major purposes of performance evaluation:

- (1) To communicate management goals and objectives to employees.
- (2) To motivate employees to improve their performance.
- (3) To distribute organizational rewards such as equitable promotion.
- (4) To conduct personnel management research.<sup>3</sup>

The importance of measuring and evaluating performance of and within government agencies has been strongly stressed in the discipline of public administration for at least the last twenty (20) years.

The professional has a prime responsibility to insure that:

- (1) Communities of all sizes concentrate their efforts on improving their effectiveness. Providing the level of services which citizen's desire is a fundamental purpose of local government.
- (2) Programs of effectiveness measurement and improvement should begin with program objectives and goals. The local governing body, with the help of its professional administration, must translate the public's desires into specific choices between alternative uses of revenues and service levels.
- (3) In setting objectives and goals and measuring service levels, professional administrators should first concentrate on intra-city comparisons of service levels.
- (4) Administrators should develop internal evaluation systems to measure effectiveness. Local government must begin to construct its own systems and to develop evaluation techniques to the point that municipal performance measurement can become reality.<sup>4</sup>

## **PROCESS OF EVALUATION**

Evaluation applies to principles of scientific research to the practical problems of law enforcement. While evaluation utilizes the scientific methods of research design, data collection, measurement, and analysis, it can not be considered as pure scientific research in that it is not conducted in the sterility of the scientific laboratory. Evaluation of police may be characterized as applied research, in that scientific methods are applied to the practical problems of the everyday world.<sup>5</sup>

There are a variety of job tasks involved in police work, and all are difficult to measure because there are a variety of ways to measure any type of job performance. It takes a joint commitment between supervision and officers to work together in planning, developing, testing, and implementing a good evaluation system.

In addition, the evaluation system itself must have a defined purpose. No workable system can be designed for all circumstances.

## **EVALUATION PLANNING**

Systematic planning is essential to any organizational endeavor. Planning is necessary so that the organization can set realistic goals, develop objectives which lead to the accomplishment of those goals, devise appropriate operational strategies to ensure goal attainment, allocate available resources in the most effective and efficient manner, and evaluate the impact of police operations and programs.<sup>6</sup>

Planning the different stages that will be passed prior to drafting an evaluation instrument is as important as properly utilizing the evaluation tool. Above all else all individuals that will be effected by this evaluation tool must have input into its development the initiation.

Some of the areas that need to be considered prior to drafting an evaluation tool include:

- (1) Appraise the reasons why an evaluation tool is needed.
- (2) Assess all areas of the work being performed each officer (job analysis).

- (3) Choose appropriate productivity measurements.
- (4) Qualitative measurements (citizen feedback and satisfaction).
- (5) Rank order by time or importance.
- (6) Provide opportunities for input from supervisors and subordinates during the developmental phases.
- (7) Track all elements of the evaluation tool to determine any faults that may occur or any areas that were not included.

At least a three month testing period should be used and an assessment of the evaluation tool be made to determine any faults in the tool, and to include any areas for evaluation that may have been left out in the drafting of the instrument.

## **HISTORICAL PERSPECTIVE**

Historically in most departments the evaluation of officer's performance has been dependent upon the number of arrests, citations, warnings, or reports. This proved to be somewhat disheartening due to the lack of consideration of the number of public contacts, presentations to different groups, types of response needed for some calls for service, support of other officers, court preparations, escorts performed, vacations, sick days, and many other responsibilities involved in the performance of official duties. Additionally, ratings by supervisors have been shown to be somewhat subjective and to depend upon relationships between the supervisor and the subordinates.



Through the years police management have searched for a tool to evaluate performance in such a way that subjectivity was limited and preferably eliminated. Additionally the search for a good tool had to exclude the possibility of using the tool as setting quotas on officer performing their duties.

## **MEASURES FOR THE ASSESSMENT OF PATROL**

### **OPERATIONAL**

Police must provide such basic services as responses to calls for service, patrol, crime prevention, investigation of crimes, and more. It is possible to examine how well a department is performing in these areas by examining response times, percentages of time spent on routine patrol, the clearance rate, the number of traffic crashes, tickets issued, crime prevention presentations, and other specific measurements. It is inappropriate to compare ratings or specific categories of one police department with another.<sup>7</sup>

The following is a list of uses for the information pertaining to police performance.

- (1) By identifying current levels of performance, measurement can indicate the existence of particular problems.
- (2) When performance is measured over time, such measurement can indicate progress or lack of progress in improving performance.

- (3) When collected by geographical areas within a jurisdiction, performance data can help identify areas in particular need of attention.
- (4) Measurement can serve as a basis for evaluating specific activities. Measurement may indicate personnel who need special attention or activities, such as training or selection, that need to be modified.
- (5) Measurements of existing performance can provide agencies with the information necessary to set performance targets. Actual performance can subsequently be compared to the targets to indicate degrees of accomplishment.
- (6) Performance incentives for both managerial and non-managerial employees might be established.
- (7) Measurement of data can be used for in-depth performance studies on ways to improve specific aspects of performance.
- (8) Performance measurement information can be used as a method to account for police operations to the public. Accountability is becoming a growing national concern and refers not only to the legal use of funds but also to the broader question of what is actually being accomplished by the police.<sup>8</sup>

An evaluation using these components is objective in nature due to the areas of evaluation that are involved in this tool. The primary reason for this type of tool is to measure such things as, numbers of arrests, amount of crime, number of reports, number of citations and warnings, etc., which have the value of precision. These numbers are easier to defend when questioned because of the fact that they can be substantiated through computer analysis, and reports turned in.

## **ATTITUDINAL**

Attitudes concerning the interaction with the citizens has become a major concern of all departments across the nation. With more and more departments becoming involved with programs such as Community Oriented Policing officers are being thrown into an area that they may not have had to deal with before. That is the interaction with the public on a daily, direct, face-to-face contact with the people in the community, so they can forge a new partnership, based on mutual trust, to prioritize and address local problems.<sup>9</sup> This new way of dealing with the public is unlike the past where officers merely responded to calls or initiated programs to hopefully reduce crime.

Attitude measurement and public image assessment is very subjective due to the criteria involved. This tool is set up to measure citizen satisfaction with the police department or an officer's judgment, and is generally more susceptible to error and thus more open to question and challenge.<sup>10</sup> We must be open to citizen comments concerning officers behavior and have the ability to periodically assess interaction between officers and citizens. These assessments can be done routinely to measure these interactions or when a problem with an individual officer surfaces, to place him/her into some sort of remedial training and daily evaluation to find the cause and solution to any problems that may be encountered.

## **PERFORMANCE MEASURES**

### **SERVICES**

Measurement of police activities is complicated by the absence of goals and objectives that are easily quantifiable. Although overall police performance may be judged by the general public on the basis of crime prevention or some perceived level of public security, the police are also responsible for non-crime related and non-emergency services.<sup>11</sup>

The principle purpose of measurement is to provide precise information to enable police managers to:

- (1) Evaluate their department's performance.
- (2) Identify and diagnose problem areas.
- (3) Come up with solutions to problems.
- (4) Encourage constructive thinking.
- (5) Possible linking of activities.
- (6) Measure results.
- (7) Measure resources.

### **PRODUCTIVITY AND PERFORMANCE**

Specialists have not always agreed on the precise definition of productivity, but it is generally assumed to be a ratio of "output" to "input."<sup>12</sup> Improved productivity means

working smarter, not harder. It is a yardstick which gauges how effectively the resources are used that go into making an output of goods and services.<sup>13</sup> Productivity can be increased by obtaining greater output with less input. The concept of productivity is enhanced by certain management approaches.

The process of productivity improvement includes:

- (1) Commitment and support from the top.
- (2) Participation from all ranks.
- (3) Policies that are directed toward productivity improvements.
- (4) Identification of objectives.
- (5) Analysis and evaluation.
- (6) Supportive action.

The evaluation process can play an important role in improving the productivity of the individual, the shift and the department. Basically, productivity is the efficiency and effectiveness of the operation. Evaluation is the relation of the performance of an officer to a standard of performance which contributes to achieving the department's goals.

## **EFFICIENCY AND EFFECTIVENESS**

In its application to the public sector (especially police), the notion of productivity have centered largely on two basic concepts: efficiency and effectiveness.<sup>14</sup> The

interaction of effectiveness and efficiency is essential if there is to be any significant productivity improvement.<sup>15</sup>

Efficiency measures determine the level of resources.

Effectiveness measures determine the impact and quality of the service being provided.<sup>16</sup>

Effectiveness and efficiency must both be present if there is to be an improvement in productivity.

## **THE PERFORMANCE EVALUATION PROCESS**

### **INVOLVEMENT OF ALL AFFECTED**

Actively involving supervisors and officers in the development of the evaluation tool is one of critical factors in the development of a useful and accepted evaluation tool. Allowing them to take part in the development of the tool serves to gain their acceptance and commitment which will assist the department in making the tool work. Additionally by taking part in the development of the tool involves the officers who are most likely to have a greater understanding of the tasks that they perform than anyone else.

## **IDENTIFY GOALS AND OBJECTIVES**

Every program should have clearly identified goals and objectives. The goals and objectives should be developed through the program planning stage. Each goal should describe the long range impact of the program, while the supporting objectives should provide measurable criteria by which progress toward the goal can be monitored. Program objectives should, wherever possible, be stated in quantitative terms, such as numbers, ratios, and percentages.

## **SYSTEMATIC ASSESSMENT OF PROGRESS**

Each department needs to know how well it is doing in meeting its objectives. Periodic meetings are necessary in order to go over the progress of the plan and to join together in the solving of any problems which have possibly developed since the last meeting. During this stage a search for improved operating methods should be included in the discussions so that effectiveness and efficiency will be taken into account in development of the evaluation tool.

## **EXPERIMENTATION**

All humans are skeptical and cautious in doing something out of the ordinary. Innovation is a term that many officers fear and feel they cannot afford. We cannot allow ourselves to hold to the status quo while conditions around us change. We must learn to

be objective towards things that are new, overcoming resistance requires involvement of those people at the experimentation stage, as well as thorough preparation, patience, cooperation, close monitoring of the innovation and clear accountability.<sup>17</sup>

During this stage monitoring of the evaluation tool and the holding of additional meetings to check for any resistance, problems, and any updates that need to be addressed can be implemented. Acceptance or resistance will become apparent during this stage. Resistance and other problems could be limited or eliminated with the involvement of all affected parties during the planning stages.

## **IMPLEMENTATION**

Once the experimental stage all additions deletions and improvements are made to the final product and the department has approved the system, then the evaluation tool can be implemented and used. The evaluation process begins only when the supervisor and the subordinate officers have a thorough knowledge of the evaluation tool. To minimize inconsistencies, the supervisor should have training and guidance from management so that all supervisors apply the evaluation system with reasonable uniformity and method and consistency of policy.



## **RE-EVALUATION OF THE TOOL**

Periodic assessment of the tool must continue and improvements made to continue to have a working tool that is fair, objective, understandable, and up-to-date. Re-evaluation is as important as the involvement of all parties in the developmental stages since continued upkeep the tool will only allow it to become a burden and most of all ineffective.

## **EVALUATION ERRORS**

Errors must be avoided if performance evaluation is to be effective. In many cases errors can be avoided by establishing clear performance standards or definitions, and by reviewing the evaluation results against the standards.

Some errors to be on the look out for are:

- (1) Lack of commitment by Management.
- (2) Not including supervisors and subordinates in the planning stages.
- (3) Not defining objectives that are meaningful and measurable.
- (4) Not allowing a test period.
- (5) Supervisors evaluating subordinates subjectively (Halo effect).
- (6) Allowing Bias and prejudice to enter into the evaluation process.

- (7) Counting beans (looking for statistics only).
- (8) Trying to be too efficient which cause you to become ineffective.
- (9) Insufficient or no follow-up, monitoring, and updating of the tool.

## **SUMMARY**

The maintenance of order without discretion can lead to tyranny, just as the absolute protection of human rights in all situation can lead to anarchy. A stable organization must find a balance between these two extremes. We must combine clear instructions with adequate supervision and perhaps with a general bias towards protecting the rights of the individual, so that the innocent are less likely to be subjected to unfair standards. There will always be some mistakes made even in the best systems. But where the system can provide for the correction of mistakes, for the full investigation of all the circumstances, and for the supervisors and officers to be given not only the necessary support but also the necessary scrutiny of their actions so as to serve the departments as well as the public good, it should be possible to achieve this balance.

To achieve this we in the field of management must examine the need for such a tool that will take all elements needed to achieve this balance. We then must apply these standards to all concerned and allow the officers and supervisors the ability to perform to fair, well thought out and tested criteria. Part of the solution in reassuring people inside

the department that the performance evaluations are meaningful and fair requires allowing officers input into the process of developing their own performance measurements.<sup>18</sup>

Furthermore, it is vital to ensure that performance evaluations focus on behavior--NOT CHARACTER, PERSONALITY--as a means of enhancing objectivity in the process. Every department wants officers to be hard-working, honest, fair, dedicated, brave, compassionate--but the challenge is to find ways to measure the relevant behavior without resorting to subjective judgements.<sup>19</sup>

Police administrators must endeavor to develop a change oriented environment with the police organization. Only through change will new ideas and concepts emerge. Police departments, like other bureaucratic institutions, typically resist change in order to protect internal stability and establish traditions. Resistance to change must be overcome if productivity improvement is to be a viable concept within the police profession.

Law enforcement agencies today are closely scrutinized by society who expect agencies to do more with less and still be receptive to their needs and wants. To do this we must be willing to look at ourselves, not to place blame but to look to solve the problems of today and to foresee any problems that may surface in the future. We must evaluate our place in our respective communities and come up with solutions in dealing with increasing productivity and promoting proper relations with those citizens that we serve. This is not an easy task due to the way we have traditionally viewed our jobs. The points that have been outlined is a guide for us to look at and use to greatly improve these

areas. When used properly, the points outlined will improve productivity levels, officer moral and officer relationship with the people that we serve.

## **SAMPLE EVALUATION FORMS**

**PATROL DIVISION**  
**PERSONNEL**  
**EVALUATION FORM**

OFFICER: \_\_\_\_\_ DATE: \_\_\_\_\_

HOURS FROM: \_\_\_\_\_ A/P M. TO: \_\_\_\_\_ A/P M.

Each contact made is noted in the appropriate category listed below. Points are only awarded during normal working hours and not for overtime duty.

**ONE (1) POINT CATEGORY**

_____ FIELD CONTACT CARD	_____ TRUANT CONTACT CARD
_____ INVESTIGATION WITHOUT REPORT	_____ CITATION
_____ PRISONER BREAKFAST	_____ WARNING
_____ CAPIAS ARREST	_____ WARRANT ARREST
_____ PUBLIC INTOXICATION	_____ DISORDERLY CONDUCT
_____ VEHICLE INSPECTION	_____ Supplement Report

TOTAL POINTS: \_\_\_\_\_

**TWO (2) POINT CATEGORY**

_____ ONE STOP ESCORT	_____ CLASS C ARREST
_____ 10-81	_____ PRESENTATION
_____ INVESTIGATION WITH REPORT	

TOTAL POINTS: \_\_\_\_\_

**THREE (3) POINT CATEGORY**

_____ ACCIDENT INVESTIGATION	_____ CLASS A OR B ARREST
_____ INVESTIGATION WITH REPORT AND COLLECTION OF EVIDENCE	

TOTAL POINTS: \_\_\_\_\_

**FOUR (4) POINT CATEGORY**

_____ TWO STOP ESCORT	_____ FELONY ARREST
_____ D.W.I. ARREST	_____ JUVENILE ARREST
_____ PARADE	_____ COURT APPEARANCE
_____ GRAND JURY APPEARANCE	

**TOTAL POINTS: \_\_\_\_\_**

**MINUS ONE (-1) POINT CATEGORY**

\_\_\_\_\_ BAD REPORT (LACKING INFORMATION)

**TOTAL POINTS: \_\_\_\_\_**

**TOTAL FROM ALL CATEGORIES: \_\_\_\_\_**

**REMARKS:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**TRAFFIC DIVISION**  
**PERSONNEL**  
**EVALUATION FORM**

OFFICER: \_\_\_\_\_

DATE: \_\_\_\_\_

HOURS FROM: \_\_\_\_\_ A/P M. TO: \_\_\_\_\_ A/P M.

Each contact made is noted in the appropriate category listed below. Points are only awarded during normal working hours and not for overtime duty.

**ONE (1) POINT CATEGORY**

\_\_\_\_\_ FIELD CONTACT CARD

\_\_\_\_\_ CITATION

\_\_\_\_\_ WARNING

\_\_\_\_\_ CAPIAS ARREST

\_\_\_\_\_ WARRANT ARREST

\_\_\_\_\_ PUBLIC INTOXICATION

\_\_\_\_\_ DISORDERLY CONDUCT

\_\_\_\_\_ SUPPLEMENT REPORT

**TOTAL POINTS: \_\_\_\_\_**

**TWO (2) POINT CATEGORY**

\_\_\_\_\_ ONE STOP ESCORT

\_\_\_\_\_ CLASS C ARREST

\_\_\_\_\_ 10-81

\_\_\_\_\_ PRESENTATION

**TOTAL POINTS: \_\_\_\_\_**

**THREE (3) POINT CATEGORY**

\_\_\_\_\_ ACCIDENT INVESTIGATION

\_\_\_\_\_ CLASS A OR B ARREST.

**TOTAL POINTS: \_\_\_\_\_**

**FOUR (4) POINT CATEGORY**

\_\_\_\_\_ TWO STOP ESCORT

\_\_\_\_\_ FELONY ARREST

\_\_\_\_\_ D.W.I. ARREST

\_\_\_\_\_ JUVENILE ARREST

\_\_\_\_\_ PARADE

\_\_\_\_\_ COURT APPEARANCE

\_\_\_\_\_ GRAND JURY APPEARANCE

**TOTAL POINTS: \_\_\_\_\_**



**MINUS ONE (-1) POINT CATEGORY**

\_\_\_\_\_ BAD REPORT (LACKING INFORMATION)

**TOTAL POINTS:** \_\_\_\_\_

**TOTAL FROM ALL CATEGORIES:** \_\_\_\_\_

**REMARKS:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

NAME: \_\_\_\_\_ RANK: \_\_\_\_\_ PERIOD: \_\_\_\_\_  
DUTY: \_\_\_\_\_

EVALUATING OFFICER SIGNATURE	DATE
  _____	  _____
OFFICER SIGNATURE	DATE
  _____	  _____
APPROVING SUPERVISOR	DATE
  _____	  _____

# DEL RIO POLICE DEPARTMENT

## ASSESSMENT FORM

OUTSTANDING
SUPERIOR
SATISFACTORY
WEAK
UNSATISFACTORY
NOT OBSERVED

### Relationships

With Citizens in General

With Ethnic Groups

With F.T.O.

With other Officers

With Supervisors/Command Officers


### Attitudes

Acceptance of Criticism: Verbal Behavior

Attitude toward Police Work


### Confidence

Has Confidence - Does not appear Apprehensive

Tense - Not over confident


### EVALUATOR COMMENTS

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### TRAINEE COMMENTS

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**DEL RIO POLICE DEPARTMENT**  
**COMPLAINT AGAINST OFFICER**

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Officer Name: \_\_\_\_\_ Number: \_\_\_\_\_

Complainant Name: \_\_\_\_\_ Phone Number: \_\_\_\_\_

Complainant Address: \_\_\_\_\_

Complaint: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Checked by: \_\_\_\_\_ Number: \_\_\_\_\_

Outcome: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Call Back Time: \_\_\_\_\_ Date: \_\_\_\_\_

Signature: \_\_\_\_\_

## END NOTES

<sup>1</sup>The Traffic Institute, Evaluation and the Police Supervisor, Illinois: The Traffic Institute, 1980.

<sup>2</sup>The Traffic Institute, Evaluation and the Police Supervisor, Illinois: The Traffic Institute, 1980.

<sup>3</sup>Robert Sheehan and Gary W. Cordner, Introduction to Police Administration, Ohio: Anderson Publishing Co., 1989.

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<sup>5</sup>Charles D. Hale, Fundamentals of Police Administration, Boston: Holbrook Press, Inc., 1977.

<sup>6</sup>Charles D. Hale, Fundamentals of Police Administration, Boston: Holbrook Press, Inc., 1977.

<sup>7</sup>Hal Ness & Bill Woodward, Reviewing the Police Department (Public Management Magazine, July 1991)

<sup>8</sup>Hal Ness & Bill Woodward, Reviewing the Police Department (Public Management Magazine, July 1991)

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<sup>10</sup>Robert Sheehan and Gary W. Cordner, Introduction to Police Administration, Ohio: Anderson Publishing Co., 1989.

<sup>11</sup>National Commission on Productivity, Opportunities For Improving Productivity in Police Services, 1973.

<sup>12</sup>Charles R. Swanson, Leonard Territo and Robert W. Taylor, Police Administration, New York: Macmillan Publishing Co., 1988.

<sup>13</sup>International City Management Association, Local Government Police Management U.S.A.: Institute for Training Municipal Administration, 1982.

<sup>14</sup>Charles R. Swanson, Leonard Territo and Robert W. Taylor, Police Administration, New York: Macmillan Publishing Co., 1988.

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<sup>16</sup>Charles R. Swanson, Leonard Territo and Robert W. Taylor, Police Administration, New York: Macmillan Publishing Co., 1988.

<sup>17</sup>National Commission on Productivity, Opportunities For Improving Productivity in Police Services, 1973.

<sup>18</sup>Robert C. Trojanowicz and Bucqueroux, Toward Development of Meaningful and Effective Performance Evaluations, National Center for Community Policing, School of Criminal Justice, Michigan State University, 1992.

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