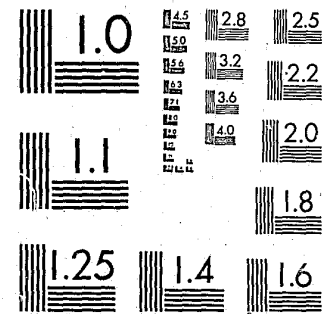


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# Planning Program Budgeting System

by

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U.S. Department of Justice  
National Institute of Justice

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◆ Many chiefs of police look upon budgeting as a time-consuming annual ordeal. It is often a time of trying to justify to the city or county administration more men and new equipment, and solving the many attendant problems, such as how and when new men might be recruited if authorized. Budget-making should be a time for decision-making, not a time to be bogged down with such trivia as justifying the need for additional typewriters, a new patrol vehicle, or some piece of emergency equipment. It is perplexing but true that a police administrator is rarely questioned on the need for maintaining existing levels of patrol forces, an expenditure that might amount to hundreds of thousands or even millions of dollars, while a request for a \$200 dictating machine may be subjected to the most thorough scrutiny.

Budgeting should be more productive than this. It should be a time of analyzing current efforts and of looking to the future. It should be a time to test the planning capabilities of the command staff and to raise problems and work out solutions. It should be a time of opportunity rather than of turmoil. A relatively new budgeting technique called PPBS may provide the means for police departments to achieve these "should be's." The Planning-Programming-Budgeting System (PPBS) technique was developed by the RAND Corporation [7, 18, 20]\* and applied first in the federal government by former Secretary of Defense, Robert S. McNamara.

There is really nothing new about the components of PPBS to the experienced police administrator. Police agencies have done *planning* of one kind or other for many years—either formally or informally. *Programming* is also an exercise that all supervisory personnel have had to do in the assignment of men and equipment to achieve an objective, a plan, or an assignment. *Budgeting*, too, is a familiar exercise. What is new about PPBS is the way planning, programming, and budgeting are combined in a *systematic* manner and how the tools of economics (cost/benefit and cost/effectiveness analyses) and operations research are used to improve the decision-making process. The PPBS can do

## Budgets

More Than A List Of Items And Figures:

# Planning Program Budgeting System

several things for a police department that wants to take the time and trouble to implement and use it.

First, PPBS requires a statement of department goals or objectives—those things that the department is attempting to achieve. This exercise alone can be of inestimable value because it will force one to reconsider the reasons for the law enforcement function in the community—the reasons for the department's very existence.

Second, because 90 to 95 percent of police costs are attributable to salaries, the principal focus of PPBS will be on the uses of police manpower—how it is distributed among the objectives and what each segment of manpower is attempting to achieve.

Third, PPBS emphasizes the planning function as a tool of budgeting. If there is one recommendation that stands above all others in the President's Crime Commission report, it is the need for more police planning. A PPBS system requires a major planning effort.

Fourth, PPBS gives the police

administrator something that he has never had before—a first-rate budget justification tool, one based on a logical analysis of current resources and utilization of resources to meet *stated* objectives.

Fifth, a departmental PPBS will tend to retain decisions on police operations at the departmental level. When applied in a general unit of government, PPBS has a tendency to move more and more decision-making to higher level executives, to staff agencies or budget divisions. If the police administrator is to retain a voice in decision-making, then he must be prepared to take an active part in the entire decision-making process, particularly in the analytical activities.

The success of PPBS in the management of our national defense led to a presidential directive issued in August, 1965, that required all federal agencies to introduce PPBS as part of their management. The President's directive and other factors sparked an interest in the new technique by state and local governments. The states of New York, California and Wis-

consin, among others, have made significant progress in their efforts to install PPBS (or similarly initialed systems). Cities and counties, too, have been encouraged by the work of the State and Local Government Finance Project at George Washington University. The project has issued a series of excellent documents about PPBS [4, 5, 10—17] and is administering the "Five-Five-Five Project," wherein a Ford Foundation grant is facilitating the introduction of PPBS into five states, five counties and five cities.

Program budgeting, as PPBS is sometimes called, emphasizes planning and has much to offer the police administrator who wants to make budgeting a productive and more successful activity. To fully understand what PPBS is, it is necessary to put the technique in historical context with other budgeting developments.

### BUDGETING METHODS

Twenty-five years ago most police agencies had "line-item" budgets, and many still have them today. This type of budget as shown

in Exhibit I has a line or two for all personnel costs, another line for stationery, another for vehicles, and so on. This was (and still is) the easiest way to make a budget.

Then, following recommendations made in the Hoover Commission Report of the late 1940's, "performance" budgeting was hailed as the road to government economy and efficiency. Several cities and towns adopted this budgeting technique, or variations of it, wherein departmental tasks or jobs are broken down to the lowest countable or measurable unit (see Exhibit II). Public works agencies, for example, might be budgeted for the sweeping of "x" miles of streets, or the collection of "y" cubic yards of refuse. The theory behind the approach is sound, for it allows agencies to expand or contract to meet expected demands for service. For example, if motor vehicle accidents have been increasing at a rate of 5 percent per year, then accident-investigation funds can be budgeted in accord with this projection. As important, if monthly or quarterly reports show a deviation from estimates,

then a management action can be taken. In our example, if accidents begin increasing at a rate of 10 percent per year instead of the projected 5 percent, plans could be initiated immediately to hire more personnel or acquire more traffic control equipment. Performance budgeting is a management control device, with cost accounting overtones. One important aspect of the approach is its emphasis on the cost of doing a particular job and its comparison with prior year costs to measure efficiency.

However, it is difficult to apply performance budgeting meaningfully to a police department. Very few cities want to set out crime predictions in a budget document, or want to set forth what amounts to be an annual "traffic ticket quota." Also, selecting items to be broken down can be a problem. While some police activities can be measured and budgeted with some degree of accuracy, it is not always of value to do so. For example, it is interesting but not very important to know the cost of filing a record or handling a call for service in a communication center. On

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ACQUISITIONS

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### EXHIBIT I

#### EXAMPLE OF THE LINE-ITEM BUDGET

Salary	\$183,000.
Printing & Office Supplies	3,000.
Uniforms	6,000.
Photo Supplies	450.
Gas & Oil	7,000.
Heat	600.
Miscellaneous	2,500.
Protection Equipment	1,800.
Auto—Rent	1,560.
Auto—Buy	4,000.
Auto Repair & Maintenance	3,600.
Building Repair & Maintenance	500.
Radio	1,250.
Rent	600.
Insurance	1,800.
Training	6,000.
Total	\$223,660.

the other hand, it is interesting and sometimes useful to know how much a given crime-lab test costs. This knowledge allows a police administrator to determine whether or not it is more economical to perform certain standard tests in his own crime lab or to contract such work to outside laboratories.

Such cost information, however, has limited value in managing police affairs. There are not in common use any performance-budgeting measures of patrol activity that are meaningful to a police administrator in making decisions or in allocating his forces. The same is true for the traffic-control activity. Both activities are too diverse to make any single measure meaningful. On the other hand, a cost accounting system in a detective operation might help significantly in determining what kinds of cases should and should not be followed up. For example, auto-accessory thefts might not be worth an hour of a detective's time in view of the low probability of solving them.

The weakness of performance budgeting is that it generally presents costs without relating them to effectiveness. That is, performance projections accept the status quo without relating operations or operational effectiveness to departmental objectives. A meaningful analysis would have to consider both factors—costs on the one hand and effectiveness or benefits on the other. In performance budgeting, the emphasis is on costs almost exclusively.

During the past fifteen years, many cities have tried a "programmatic" approach to budgeting. While PPBS is often referred to as "program budgeting," many local governments used that term for several years preceding PPBS to mean a budget broken down into organizational subdivisions with emphasis on narrative description about "program" content, services levels, manpower assignments, and program changes for the coming year. Here we refer to this type of budget exposition as "programmatic budgeting" as opposed to PPBS—the planning-programming-budgeting system, or program budgeting.

In the mid 1950's the City of Kalamazoo, Michigan, moved from

**EXHIBIT II**  
**PORTION OF THE PERFORMANCE BUDGET WORKLOAD**  
**JUSTIFICATION OF LOS ANGELES FOR 1967-68**

23.109	Transportation		
K.	One position is provided at the Central Garage to meet workload resulting from maintenance requirements on electric starters, now standard equipment on motorcycles.		
	1 3707A Auto Electrician		
	Salary		
	General .....	\$ 5,468.	
L.	One position is added to the Hollenbeck Division Garage where the ratio of vehicles to maintenance personnel is so high as to require constant relief from the Central Garage.		
	1 3771 Mechanical Helper		
	Salary		
	General .....	4,284.	
M.	Increasing use of automobiles and motorcycles results in an annual increase in fleet mileage of approximately 1,000,000 miles. This increase is followed by the need for additional petroleum.		
	Expense .....		18,797.

**EXHIBIT III**  
**PORTION OF THE PROGRAMMATIC BUDGET OF**  
**KALAMAZOO, MICHIGAN FOR 1966**

DEPARTMENT OF PUBLIC SAFETY DIVISION OF POLICE			
Code	ADMINISTRATION		Schedule
30.1 A	Salaries .....	\$ 18,118.	
30.1 A-1	Salaries—Overtime Pay .....	10,000.	
30.1 B	Contractual Services .....	3,453.	
30.1 D	Materials and Supplies .....	4,100.	\$ 35,671.
ADMINISTRATIVE ASSISTANT AND TRAINING DIRECTOR			
30.2 A	Salaries .....	\$ 22,985.	
30.2 B	Contractual Services .....	5,365.	
30.2 D	Materials and Supplies .....	4,400.	\$ 32,750.
CADET PROGRAM			
30.3 A	Salaries—Cadets .....		\$ 12,294.
PATROL			
31 A	Salaries .....		\$402,889.
DETECTIVES			
DETECTIVE BUREAU			
32.1 A	Salaries (New: One Detective) .....	\$126,821.	
32.1 B	Contractual Services .....	800.	
32.1 D	Materials and Supplies .....	156.	
32.1 F	One Listening Device .....	2,000.	
32.1 F-1	Two Desks .....	288.	
32.1 F-2	Two Chairs .....	142.	\$130,207.
YOUTH BUREAU			
32.2 A	Salaries .....	\$ 40,982.	
32.2 F	New Typewriter .....	360.	\$ 41,342.
ADMINISTRATION, ACCIDENT INVESTIGATION AND TRAFFIC CONTROL			
33.1 A	Salaries .....	\$202,835.	
33.1 A-1	Salaries—Overtime for Serving Warrants .....	3,000.	
33.1 B	Contractual Services .....	750.	
33.1 D	Materials and Supplies .....	5,750.	
33.1 F	Two Stephenson Radar Units .....	1,400.	\$213,735.
SCHOOL TRAFFIC PROTECTION			
33.4 A	Salaries and Wages .....	\$ 44,620.	
33.4 B	Contractual Services .....	60.	
33.4 D	Materials and Supplies .....	395.	
33.4 X	Safety Patrol Picnic .....	500.	\$ 45,575.

a line-item budget to a programmatic budget. Exhibit III is a recent budget that shows how each organizational entity is set out with its own appropriation.

Other cities have what may be considered "hybrid" budgets, or budgets that combine one or more approaches. Chicago, for example, uses a line-item budget and combines it with extensive performance-type information. The Village of Skokie, Illinois, uses a fairly traditional programmatic approach; however, it adds a "work program" section that lists actual and projected work statistics. The Skokie budget for the uniformed patrol division in a recent year appeared as shown in Exhibit IV.

Oklahoma City uses a programmatic approach complete with a program description and a work program. It goes further, however, and adds performance-type information in terms of unit costs for selected police tasks. A separate page is set apart from the financial information to emphasize the statistical presentation. Exhibit V shows the "Law Enforcement Service Program" of a recent budget.

These, then, are the major trends in municipal budgeting during the past twenty-five years. It has been a period of progress and of more meaningful and detailed budgets. Despite advances, however, these approaches fail in terms of making budgeting an effective tool for police administrators.

**THE PPBS APPROACH**

Now police administrators may undertake the PPBS approach to budgeting, an approach that can make budgeting an effective, administrative tool. In essence, PPBS is a decision-making system. It is a process that attempts to present information in a more systematic and more complete way. It is not a magic formula for organizational success, but it is a technique to help the police administrator do a better job.

Charles L. Schultze [21], former Director of the Federal Bureau of the Budget, described PPBS this way:

"As the first step, PPBS calls for a careful specification and analysis of basic program objectives in each major area of governmental activity. The key to this part of the operation is forcing

federal agencies to back away from the particular program they are carrying on at the moment and to look at their objectives. What are they really trying to accomplish? The objective of our inter-city highway program, for example, is not to build highways. Highways are useful only as they serve a higher objective, namely transporting people and goods effectively and efficiently and safely. Once this is accepted as an objective, it then becomes possible to analyze aviation, railroads and highways to determine the most effective network of transportation. But so long as we think of the ultimate objective of the highway program as simply laying concrete, this comparison of different transportation systems is impossible. . . .

"The second step, under the PPB system, is to analyze insofar as possible, the output of a given program in terms of the objectives initially specified in the first step. Again, for example, in the case of highways, we must ask not primarily how many miles of concrete are laid, but more fundamentally what the program produces in terms of swifter, safer, less-congested travel—how many hours of travel time are eliminated, how many accidents are prevented.

"The third step is to measure the total costs of the program, not just for one year, but over at least several years ahead . . . in deciding to build an expressway through a downtown area we must take into account not only the cost of the expressway, but also the

**EXHIBIT IV**  
**EXCERPT FROM A RECENT HYBRID BUDGET OF THE VILLAGE OF**  
**SKOKIE COMBINING THE PROGRAMMATIC APPROACH**  
**WITH A WORK-PROGRAM SECTION**

Annual Budget				
SUMMARY				
				85.
FUND	FUNCTION	DEPARTMENT	ACTIVITY	
General	Public Safety	Police	Uniform Patrol	
	CLASSIFICATION	ACTUAL EXPENDITURES 1963-64	BUDGET 1964-65	1965-1966 RECOMMENDED APPROVED
PERSONAL SERVICES		583,270	541,635	693,510 693,510
CONTRACTUAL SERVICES		6,750	7,370	8,560 8,560
COMMODITIES		20,890	30,085	29,560 29,560
OTHER CHARGES		0	0	0 0
CAPITAL OUTLAY		32,095	23,965	42,990 42,990
TOTAL		598,005	603,055	774,620 774,620
FUNCTION				
It is the responsibility of this police activity to provide the maximum possible deterrent against crime and traffic accidents, to apprehend law violators, and to preserve a peaceful and safe community.				
WORK PROGRAM				
		1963-64	1964-65	1965-66
Service Calls		21,142	24,101	27,475
Class I Offenses				
Total Reported		1,625	2,245	2,566
Cleared by Arrest		314	625	714
Per cent Cleared by Arrest		19.32	27.84	27.84
Class II Offenses				
Total Reported		832	1,436	1,641
Cleared by Arrest		550	799	913
Per cent Cleared by Arrest		66.1	55.64	55.64
Traffic Accidents		2,640	2,653	3,032
Traffic Fatalities		4	5	6
Traffic Injuries		962	1,111	1,270
Moving Violation Citations Issued		6,243	6,150	7,029
Parking Violation Citations Issued		5,320	5,044	5,765
Field Interrogation		350	1,200	1,550
Total Miles Travelled		691,408	788,205	898,553
Village of Skokie, Illinois				

cost of relocating the displaced residents and, in a qualitative sense, the effects of the freeway on the areas through which it is to run. All of this sounds obvious. Yet, too often large federal investment decisions have been made on the basis of the first-year costs alone—or made without taking into account all of the indirect associated costs. . . .

"The fourth and crucial step is to analyze alternatives, seeking those which have the greatest effectiveness in achieving the basic objectives specified in the first step or which achieve those objectives at the least cost. In the highway case, for example, we should be comparing the effectiveness of additions or improvements to highways with that of additions or improvements to aviation and railroads as a means of providing safe and efficient transportation. This does not mean that we pick only one. Of course, we should not. But we do need to decide, at least roughly, which combination of alternatives is the preferred one."

Mr. Schultze also presented a fifth step having to do with imple-

menting PPBS ". . . in a systematic way, so that, over time, more and more budgetary decisions can be subjected to this kind of rigorous analysis." The George Washington University project [11] recommends a pre-implementation examination of PPBS that includes a top staff assignment to examine PPBS, preparation of a memorandum on the feasibility of implementing the system, and finally an assessment of staffing and funding requirements. If the memorandum is positive, then the person or team assigned to implement the system must be given guidelines. Following is a series of steps that represent one possible approach to implementing PPBS. The guidelines are directed to those police agencies that are not working on a centrally-directed municipal or county-wide PPBS scheme, and are designed so that PPBS can be implemented in the course of one budget cycle.

#### IMPLEMENTATION OF PPBS

**Determine Objectives:** The definition of objectives or goals is a critical and difficult task in the PPBS process. A number of police texts have defined objectives; for example, *Municipal Police Administration* [8] lists five basic police missions or objectives:

- (1) Prevention of Criminality
- (2) Repressions of Crime
- (3) Apprehension of Offenders
- (4) Recovery of Property
- (5) Regulation of Non-criminal Conduct

Participants in a budgeting workshop at the Florida Institute for Law Enforcement at St. Petersburg late 1966 generally agreed on the following as basic police objectives:

- (1) Prevention of Crime
- (2) Investigation of Crimes
- (3) Apprehension of Violators
- (4) Presentation of Criminals for Adjudication
- (5) Services to the Public
- (6) Enforcement of Non-criminal Ordinances
- (7) Regulation of Activity within the Public Way and on Public Property.

A paper by Peter Szanton [22] that appeared as part of the Science and Technology Task Force Report (of the President's Commission on Crime and the Administration of Justice) listed police objectives as:

- (1) Control and Reduction of Crime
- (2) Movement and Control of Traffic
- (3) Maintenance of Public Order
- (4) Provision of Public Service

A fourth view presented by Dr. Robert Riggs at a Session of the American Association for the Advancement of Science in New York City on December 27, 1967, gives two principal police objectives: the control of criminal behavior, and public service activities.

It is important to note that two similar or neighboring departments might develop different objectives because of many factors, including: differing laws, ordinances, and departmental rules; customs, particularly in terms of which activities are regularly performed; and attitudes of the department's leadership. Note also that objectives may and probably will change over

#### EXHIBIT V SERVICE PROGRAM LAW ENFORCEMENT ACCOUNT 41

WORK PROGRAM	ACTUAL 1964-65	ESTIMATED 1965-66	PROPOSED 1966-67
Adult Arrests	26,848	18,013	28,000
Traffic Arrests	120,077	110,801	135,000
Accidents Investigated	12,372	10,543	11,000
Parking Citations Issued	121,897	126,626	130,000
Drinking Drivers Arrested	1,530	1,155	1,500
Mileage (Police Vehicles)	3,409,910	1,854,462	3,100,000
Districts	24	24	32
<b>UNIT COSTS</b>			
Adult Arrest	\$14.95	\$16.15	\$17.49
Traffic Arrests	1.00	1.08	1.17
Accident Investigations	1.21	1.31	1.42
Parking Citations Issued	.60	.65	.70
Drinking Drivers Arrested	21.21	22.91	24.82

#### PROGRAM DESCRIPTION

The primary purpose of this branch of law enforcement is to present such a force so as to diminish a potential offender's belief in the existence of an opportunity to commit a crime in the community. Observation, patrol, and preliminary investigations are the functions which most completely describe this function.

Increased demands of the citizenry over the years such as the regulation of people in their non-criminal activities and the performance of a variety of non-regulatory services (called for services not officially related to police work) has placed additional demands on this basic force giving cause for not only increased criminal activities but increasing operational expenses for this and other branches of law enforcement.

Present plans are to increase the number of patrol districts by one-third which is made possible by the city sales tax.

#### EXHIBIT VI

##### RIGGS SIMPLIFIED POLICE PROGRAM STRUCTURE

- I. Control of Criminal Behavior
  - A. Vice (Liquor, Narcotics, Prostitution, Gambling)
  - B. Rackets (Larceny, loan sharking, organized crime)
  - C. Crime against property
  - D. Crimes of Violence to Persons
    1. For profit
    2. Not-for-profit
  - E. Youth or Juvenile Crime
- II. Public Service Activities (primarily non-criminal)
  - A. Emergency Medical Services
  - B. Security in Public Buildings (city hall, courts, etc.)
  - C. Traffic
    1. Safety
    2. Movement of Goods and Services
  - D. Crowd Control (i.e., crowds at public events, athletic contests, etc.)
  - E. Inspection & Licenses
  - F. Control & Support (A residual category for administrative and staff units.)

time and should be adjusted as conditions warrant. A department's first definition of objectives should not be considered final.

To assist with the very difficult task of specifying objectives, Charles H. Granger [3] suggests a set of criteria to test the validity of objectives. While the following criteria mention corporate objectives, the basic principles apply equally well to police department objectives.

"(1) Is it, generally speaking, a guide to action? Does it facilitate decision-making by helping management select the most desirable alternative courses of action?"

"(2) Is it explicit enough to suggest certain types of action . . . ?"

"(3) Is it suggestive of tools to measure and control effectiveness . . . ?"

"(4) Is it ambitious enough to be challenging? The action called for should in most cases be something in addition to resting on one's oars. Unless the enterprise sets objectives which involve reaching, there is a hint that the end of the road may be at hand . . ."

"(5) Does it suggest cognizance of external and internal constraints? Most enterprises operate within a frame-work of external constraints (e.g., legal . . . restrictions) and internal constraints (e.g., limitations on financial resources). For instance, if objectives are to be a guide to action, it appears that American Motors, because of its particular set of constraints, should have somewhat different objectives than General Motors.

"(6) Can it be related to both the broader and the more specific objec-

tives at higher and lower levels in the organization? For example, are the division's objectives relatable to the corporate objectives, and in turn do they also relate to the objectives of the research department in that division?"

**Relate Organization to Objectives:** As part of or following the definition of objectives, one should be able to relate the present functional organization (in terms of bureaus, divisions, sections and units) to the objectives. In all instances, it will be necessary to add a category—perhaps entitled "Administrative, Support, and Services Activities"—to cluster those units that do not directly contribute to the defined objectives. The exercise of relating the physical unit (bureau, division, etc.) to the defined objective is apt to provide some revealing and (possibly distressing) insights into current resource allocation.

**Develop a Program Structure:** The program structure is the key to all further analytical work. It should represent the manner by which forces are arrayed (or "programmed") to achieve objectives. During his presentation in December, Dr. Riggs outlined a very simple (and yet, a very good) program structure. The Riggs structure as shown in Exhibit VI presents a series of program categories within two principal objectives. This is a good starting point for a police department, for it keeps the system

as simple and as easy to understand as possible.

In his article for the President's Crime Commission, Peter Szanton [22] developed a very detailed program structure as shown in Exhibit VII. This complex structure can be adopted in lieu of a custom-designed structure, or might be adapted to the particular way in which a department defines its objectives.

The Szanton structure is too detailed for an initial effort, but gives a good view of principal programs; i.e., "Prevention/Suppression" and "Investigation/Apprehension." It also indicates how sub-programs and program elements may be set out beneath major programs.

As with objectives, the program structure should not be considered unchangeable. It should be flexible so that it can reflect changes in physical organization, changes in organizational emphasis, and new or expanded programs. It might also be refined to add sub-program or even finer breakdowns (as exemplified in the Szanton structure, Exhibit VII) depending on the information needs of management for decision-making.

**Relate Present Budget Structure to the Program Structure:** PPBS can be implemented without modifying the current budget that is annually submitted to higher authority. It might be a desirable development if the two would coincide, although it is not necessary. However, the two formats will ultimately have to be related, either before budget preparation or following budget adoption. Ideally, the cross-referencing would be accomplished with some modification to accounting codes; however, this is a technicality that can be worked out. In any event, the cross-referencing should be accomplished and the procedure documented.

**Relate Current Resource Allocation to Program Structure in Gross Quantitative Terms:** Once the cross-referencing is complete, it is possible to attach dollar amounts to programs, sub-programs, and program elements. Admittedly, many of the amounts will have to be estimated, particularly in those instances where, for example, patrol-officer time has to be divided among more than one program.

This effort may be deprecated as a "cost accounting approach" to police management, but the knowledge gained in this exercise will provide the police administrator with information he has never before had, information that, used wisely, can be a powerful force for better law enforcement. For example, it could provide a basis for locating other agencies to re-

lieve the police of such activities as transporting people and guarding school crossings, activities that are not basic police functions.

**Four Tasks Remain:** First, a general program analysis should be written. This serves as a current estimate of police posture and provides important historical information for future analyses. A new or updated general analysis should be

prepared before each budget-making time. The length or detail of these analyses will, obviously, have to be geared to the department's capabilities.

Second, an annual PPBS calendar or timetable should be developed and documented. The general program analysis is but one of the elements in this month-by-month listing of tasks required to

## EXHIBIT VII SZANTON'S DETAILED POLICE PROGRAM STRUCTURE

### I. CONTROL AND REDUCTION OF CRIME PROGRAM

#### A. Prevention/Suppression

1. General Purpose Patrol
2. Special Purpose Patrol (by type of offense)
3. Intelligence
4. Community Relations

#### B. Investigation/Apprehension

1. Crimes Involving Major Risk of Personal Injury
  - a. Murder
  - b. Assault
  - c. Rape
  - d. Armed Robbery
  - e. Burglary—Homes
  - f. Arson
  - g. Etc.
2. Crimes Not Involving Major Risk of Personal Injury
  - a. Theft
  - b. Unarmed Robbery
  - c. Auto Theft
  - d. Burglary—Commercial
  - e. Fraud
  - f. Forgery
  - g. Etc.
3. Vice
  - a. Narcotics
  - b. Prostitution
  - c. Gambling
  - d. Etc.

#### C. Prosecution

1. Interrogation
2. Preparation for Trial
3. Trial

#### D. Recovery of Property

1. Autos
2. Other Personal Property
3. Commercial Property

#### E. General Support

1. Communications
2. Records and Data Processing
3. Technical Services
  - a. Fingerprint
  - b. Ballistics
  - c. Polygraph
  - d. Laboratory Analysis

### II. MOVEMENT AND CONTROL OF TRAFFIC PROGRAM

#### A. Traffic Movement

1. Direction of Traffic
2. Enforcement of Traffic-oriented Parking Rules
3. Emergency Road Services
4. Weather Emergency Procedures
5. Identification and Reporting of Congestion Points

#### B. Traffic Safety

1. Enforcement of Regulations
  - a. Patrol/Apprehension of Moving Violations
  - b. Enforcement of Safety-oriented Parking Rules
2. Driver Training
3. Educational Programs
4. Vehicle Inspections

#### C. Accident Investigation

### III. MAINTENANCE OF PUBLIC ORDER PROGRAM

#### A. Public Events

1. Sporting Events
2. Public Ceremonies
  - a. Parades and Receptions
  - b. Public Meetings
  - c. Cornerstones, etc

#### B. Minor Disturbances

1. Private Quarrels
2. Parties
3. Drunkenness
4. Derelicts
5. Miscellaneous Nuisances

#### C. Civil Disorder

1. Prevention
2. Suppression

### IV. PROVISION OF PUBLIC SERVICES PROGRAM

#### A. Emergency Services

1. Fire
2. Medical
3. Power Failure
4. Flood
5. Civil Defense
6. Miscellaneous

#### B. Missing Persons

#### C. Lost Property

#### D. Miscellaneous

### V. ADMINISTRATION AND SUPPORT PROGRAM

#### A. Direction and Control

1. Direction
2. Planning and Development
3. Internal Inspection and Review

#### B. Training and Personnel

1. Recruitment
2. Training
  - a. Basic
  - b. Advanced
3. Testing, Evaluation, Promotion

#### C. Public Relations

#### D. Supporting Services

1. Records (noncrime) and Data Processing
2. Communications
3. Budget
4. Property

make PPBS work. Other factors to be considered include: fitting PPBS requirements into the city's annual budget cycle; detailing the methodology involved in creating, amending or terminating programs; and emphasizing the decision-making process generally to include participation by all command levels. The cycle should also consider the need for program analysis and evaluation.

Third, with full recognition that the PPBS scheme as developed will be a "first cut," plans should be drawn to improve the system over a period of, say, five years.

Fourth, the analytical process—should be set in motion. Charles Hitch [6] provides very interesting insight into the analytical process in the Department of Defense. He stated:

"From a small beginning, systems analysis has now become a vital and integral part of the Defense Department decision-making process. The new programming function provides the link between planning and budgeting, relating both the forces and then resource costs to major military missions. Systems analysis provides the analytical foundation for the making of sound objective choices among the alternative means of carrying out these missions."

Within the context of law enforcement, how can systems analysis be used?

**Case No. 1—Total Resource Allocation:** Systems analysis can give insights into the way that men, money and material are distributed among programs and what each is contributing to the attainment of objectives. It can also give insights into how resources should be allocated or re-allocated to emphasize a certain program or to better achieve a given objective. It can give information about certain departmental policies or practices that may be wasteful of manpower or other resources in relation to how these resources might be more appropriately used in other tasks. Whatever problem is undertaken, information can be supplied in a more systematic manner, resulting in better decisions that, because they are based on analytical processes, are in themselves budget-justification tools.

**Case No. 2—Fixed Effectiveness:** Hitch describes the "fixed effectiveness" approach to decision-making as "achieving a given level of defense at lowest cost." He also said that McNamara preferred to look at defense in this particular way, i.e., he preferred to choose a defense level and then find ways to achieve that level at least cost. Police agencies can be viewed in the same manner, either in their totality or program by program. It is possible to estimate how much "better law enforcement" will cost.

**Case No. 3—Fixed Resources:** Hitch describes this approach as, "getting the most defense from a given level of resources." In essence, it is the opposite of the "fixed-effectiveness." It would, for example, approach "better law enforcement" on the basis of how current resources (i.e., men, money and material) can be better used to achieve stated objectives.

These three cases are suggestive of how analyses can serve the police administrator. The range of possible analyses is almost infinite. The important thing to remember is that the analyses are designed to serve the chief, to provide better information that, in turn, produces better decisions. While there is no substitute for experience, good analysis can provide additional insights and make relationships clearer and more precise.

### SUMMARY

To summarize, the Planning-Programming-Budgeting-System, is a decision-making tool, a technique to help the police administrator do a better job. Its uniqueness lies in how it combines planning, programming, and budgeting functions in a systematic manner, and how it utilizes cost/benefit and cost/effectiveness analyses and operations research to improve the decision-making process.

The PPBS helps the police administrator in several ways: first, because it requires a statement of objectives, it will undoubtedly give the administrator a fresh look at the entire police function; second, it emphasizes the use of police manpower and how it is distributed to meet objectives; third, it emphasizes the planning function, and therefore requires a major plan-

ning effort; fourth, it gives the police administrator a budget-justification tool based on logical analysis; and fifth, it tends to retain decision-making concerning police operations at the departmental level.

The PPBS is a four-step system requiring: first, careful specification and analysis of department objectives; second, analysis of the output of a given program in terms of the objectives; third, measurement of the total costs of a given program, not just for one year, but for several years ahead; and fourth, analysis of alternative ways to achieve the objectives, and selection of the alternative or combination of alternatives that is best. The PPBS is basically a high-level decision-making tool, and "... it will not be worthwhile unless high-level management understands it, wants it, and uses it" [10]. Nor will PPBS be worthwhile unless, along with the decision to implement it, there is a commitment of the time and resources necessary to develop it fully within one's department.

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