

FINAL SUMMARY OF THE LOS ANGELES POLICE DEPARTMENT'S
MANAGEMENT DEVELOPMENT DISCRETIONARY GRANT DF-017

I. THE NEED FOR MANAGEMENT DEVELOPMENT

The unprecedented advances in science and technology and equally unparalleled implications of social upheaval have resulted in an environment that can be characterized by the single word, change. In order to succeed in its mission, the modern law enforcement agency must not only adapt to these changes, but acquire organizational expertise in managing change. We have created technological and social systems that challenge man for control of the very environment in which these systems operate. At the same time, we have produced systems and hardware "tools" which, in their sophistication, cannot merely be used. They must be managed with all the skill and expertise a system-oriented, change-dominated environment demands. The applications of science and technology to the law enforcement function will increasingly depend on the development of more advanced management technology within the police organization. In our zeal to take advantage of technical "hardware" and systems, we must remain mindful that success in the final analysis will depend more on our ability to develop our most critical asset, our human resource. To maximize the full potential of science and technology requires greater management skill than ever before. In this complex situation of change, one axiom remains true: The strength of any organization lies not in its systems, procedures, or products, but in its people. The modern law enforcement agency must take innovative steps to achieve greater development and utilization of their personnel resources as a prerequisite to achieving success in any other program, project, or endeavor.

Initial Research

To ensure greater personnel development and the application of advanced management technology within the Los Angeles Police Department, the Management Development Unit was created to research the needs of the organization and develop programs to meet those needs. Since a systematic program of management development had never been applied to a police agency in great depth, considerable research was undertaken to study the area in terms of principles and practices. Bibliographical data was collected and reviewed and visits were made to numerous corporate management development programs such as those conducted by: the Ford Motor Company, the North-American Rockwell Corporation, the Union Oil Company, the Pacific Telephone Company, the Pacific-Security Bank, and the IBM Corporation. In addition, the management and executive development programs at local colleges and universities; such as the California Institute of Technology, the University of Southern California, and the University of California at Los Angeles, were researched and evaluated for application to the Department's needs.

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Research within the Department was directed toward a quantitative analysis of training, development, and education needs. Several sample groups were surveyed and numerous conferences held to obtain corroborative opinion in these areas. A joint research study of such needs was also undertaken by the Department and Pepperdine University to determine present strengths and weaknesses in the organization in terms of training and education. Further data was gathered when an education and career objectives questionnaire was distributed to all sworn personnel in the Department from policeman through captain.

Principles and Objectives

The research conducted into the field of management and personnel development revealed in the following principles that were applicable in instituting such a program:

1. Development must necessarily be self-development. The organization can only provide the climate and opportunities for development to take place.
2. The total support of the top staff of an organization is essential for such a program to succeed.
3. If a Management Development Program is successful, there should exist a correlation to promotional success.
4. Development needs differ widely with groups and individuals; therefore, no single program or "package" will meet all the needs of an individual or organization.
5. An attempt to develop everyone usually results in the development of no one; however, extreme care must be exercised in any selection system to avoid adverse morale problems.
6. Programs and opportunities must be provided which meet the technical, managerial, and conceptual needs of the individual.
7. The opportunity to apply what has been learned in any program is essential for real or lasting development.

Based on the research conducted internally, the following preliminary objectives were established for the Department:

1. To provide a reservoir of management-oriented personnel for future organization needs.
2. To provide increased opportunities for personal and professional achievement.
3. To provide services and programs to assist personnel in obtaining academic degrees.

4. To improve management skills of personnel in their present assignments.

Original Programs

In an attempt to meet the initial objectives and also to acquire experience in this field, several new programs were instituted and numerous existing programs incorporated into the first phase of implementation. These activities fell generally into two categories. The first consisted of programs administered internally; while the second, comprised programs conducted externally by another organization, or by the Department in conjunction with another organization. Internal programs included:

1. Publication of the Management Bulletin, a newsletter which reports on management activities and regularly features articles on major developments in management theory and practice.
2. Presentation of special seminars on selected management topics of current interest.
3. Presentation of the Management Development Institute, a series of eight modular workshops and seminars designed to develop personal, managerial, and conceptual skills at the middle-management level.
4. Presentation of a variety of career and management development classes to recruits, supervisory, and command officers of the Department.
5. Provision of career and academic counselling services to all officers.

External programs included:

1. Coordination of an internship study program for foreign police officers.
2. Coordination of Department participation in outside management and executive development courses offered at local colleges and universities.
3. Coordination of Department participation in programs presented by the City Personnel Department, including the City-sponsored tuition reimbursement program.
4. Coordination of Department participation in the F.B.I. National Academy and Northwestern University Traffic Institute.
5. Coordination of Department participation in public and private scholarship programs, including those offered by the Law Enforcement Assistance Administration and the Parker Memorial Scholarship Foundation.

6. Joint administration and coordination of the Pepperdine University Police Management Degree program designed specifically for personnel of the Department.

The Institute Concept

An evaluation of the various programs conducted during the first year revealed that the greatest success was achieved with the Management Development Institute. The Police Management Program at Pepperdine University was also proving successful and appeared to meet the needs of both the participants and the organization in terms of academic quality and relevancy. As an experimental model, however, the institute method proved most promising in terms of programs that could be conducted in-house. Several design refinements were made when the program was conducted a second time, and again we were able to validate the results previously obtained. It was felt that the modular or self-contained seminars and workshops offered in this program had the highest potential in terms of influencing behavior change on the job. The approach to increased development of the personal skills of the participants followed by emphasis on specific managerial skills was a combination unusually well received by the participants. The program was conducted on both occasions by a very dynamic consultant from the private sector which undoubtedly added to the receptivity level.

Considerable attention was thus directed to the possibility of using a series of modular workshops and seminars for all rank levels. Subsequent design efforts resulted in a plan to continue the Management Development Institute for sergeants and lieutenants; add an Advanced Management Institute for captains; and an Executive Management Institute for commanders.

II. THE MANAGEMENT DEVELOPMENT CENTER

A concept had been formulated by this time which dealt with the creation of a separate facility for a Management Development Center. The possibility for incorporating this concept into the plans for the new Police Academy was explored; however, it was felt that a separate facility would not be economically feasible within the limited funding provided for the new Police Academy. Early in 1969, however, the Department was informed that it would receive \$100,000 in discretionary funds from the Law Enforcement Assistance Administration. A grant request for the establishment of a Management Development Center was subsequently approved by the General Staff of the Department and the Police Commission. The amount of \$50,000 was ultimately awarded to the Department for this purpose. This grant provided funds to equip such a center with the necessary training equipment and furniture and to engage the services of outside training consultants to conduct both general and specialized management training and personnel development courses at the center. Excellent facilities were made available for this purpose at the new Valley Police Headquarters Building in Van Nuys, consisting of two offices, two conference rooms, and two classrooms. The Management Development Center was thus established and staffed by an enlarged Management Development Unit.

The final plan established two series of programs which eventually formed the core of the Department's Management Development Program. The first of these was the Management Institute Series designed to increase a participant's general management skills and enhance his personal effectiveness. The three separate institutes previously mentioned comprised this series according to the needs of the organization at different rank levels. The Management Development Institute was presented to sergeants and lieutenants; the Advanced Management Institute to captains; and the Executive Management Institute to commanders.

The second series of programs was titled the Management Seminar Series. They were designed as problem-solving workshops dealing with specific management problems encountered in the Department. Recent research revealed approximately 30 topics worthy of presentation in these short-term intensive seminars. It was conceived that a limited number of these could be conducted within the framework of the grant. In both series of programs, outside resource experts were utilized to provide instruction.

The programs thus contemplated suggested a refinement or refocusing of the original objectives for management development. Simply stated, the Management Development Center exists for the purpose of:

(1) providing greater emphasis on the personal development of the individual, (2) providing greater emphasis on the development of managerial skills, and (3) establishing a problem-solving vehicle for identified management problems. Since such problems tend to be both generic and universal, a major feature in both series was to be the regional benefits that would accrue from invitations distributed to other police agencies. Plans were completed to include representatives from law enforcement agencies in the Los Angeles Region.

The Management Institute Series

The Management Institute Series consisted of the following programs:

1. Management Development Institute

A mid-management level seminar that consisted of meetings two full days a week for four weeks. The eight-session program was intended for lieutenants and sergeants to complement their technical training under the academy system by enhancing and increasing their personal, managerial, and conceptual skills. Ten of these programs were presented under the grant.

Topics covered in this program included:

- (1) Creative Thinking
- (2) Effective Memory Techniques
- (3) Speed Reading
- (4) Managerial Communications
- (5) Implementing Organization Change

- (6) Organization Dynamics
- (7) Management by Objectives
- (8) Motivation in Theory and Practice

2. The Advanced Management Institute

An operating management-level seminar which consisted of five full days with two topics being covered on the final session. This institute was designed for captains to increase their managerial effectiveness and enhance their conceptual awareness of the dynamics of multi-level organizational behavior. Four of these programs were conducted.

Topics covered in this institute included:

- (1) Implementing Organization Change
- (2) Organization Dynamics
- (3) Management by Objectives
- (4) Managerial Communications
- (5) Managing Management Time
- (6) Personnel Development

3. The Executive Management Institute

This was an intensive policy and command-level seminar designed for commanders to increase their executive effectiveness as top-level managers and provided workshop climates for practical approaches to universal executive problems. It was a three-day seminar with two topics discussed each day. Three of these programs were conducted with the following topic areas covered in each program:

- (1) Implementing Organization Change
- (2) Organization Dynamics
- (3) Management by Objectives
- (4) Managerial Communications
- (5) Managing Management Time
- (6) Personnel Development

It will be noted that some of the same classes appear in each institute. This was designed as the research indicated similar or corresponding needs at each level of management. It should also serve to strengthen the overall continuity of the program by reinforcing those areas that have such a traditional impact on the organization. In this manner, each level of management was assured that the levels above and below were all expected to function according to similar ground rules and standards of managerial performance.

It must be remembered that seminars were scheduled only on the basis of participant availability. In the police organization, this frequently posed serious problems; thus, flexibility in holding classes on consecutive days as well as one day a week became a necessary feature of the program.

The Management-Seminar Series

In the institutes, the Department has attempted to provide a theoretical base for the development of personal and managerial skills. In the Management Seminar Series, we have taken a practical approach to management problem-solving. Forty-four managers of the Department were selected from a broad range of assignments and rank levels to be interviewed in an attempt to identify specific management problems confronting them specifically or the Department in general. These interviews were primarily unstructured and resulted in the identification of 30 topics. Analysis of the data gathered consisted of isolating the problems identified and consolidating interviewee commentary on each problem and from that consolidation tabulating frequency of problem identification by rank. Determinations were then made as to which topics or problems were amenable to this type of training vehicle. Conferences were held to determine priorities which formed the basis for selecting the topics

The Management Seminar Series consisted of the following programs:

1. Morale and Motivation Seminar

A mid-management level seminar consisted of meetings for three consecutive days. The seminar was intended for lieutenants to complement the technical training provided under the academy system and consisted of the following topics:

- (1) Theory of Motivation and Human Needs.
- (2) Identification of Personal and Departmental Motivation Problems.
- (3) Methods of Vertical and Horizontal Motivation.
- (4) Personal Inspirational Ideas.

2. Managing Management Time Seminar

A one-day program for staff and commanding officers designed to increase the personal and managerial effectiveness of each participant in the critical area of time, management, and delegation.

3. Managing Change Seminar

This was a staff-level seminar which consisted of meetings on three consecutive days. The program was designed for commanders to increase their understanding of the process of change and their ability to manage change for more effective results. The following topics were discussed:

- (1) The Nature of Organization Change and Conflict.
- (2) Strategies and Planning of Organization Change.

(3) Change and Leadership Styles.

(4) The Leadership Role in Managing Change.

4. Urban-Insurrection Seminar

This staff-level seminar was intended for commanders through assistant chiefs and consisted of meetings on three consecutive Thursdays. The program was designed to complement previous knowledge and training by providing a workshop climate in which the participants discussed the following topics:

(1) An overview of Ideological Combat in the Twentieth Century.

(2) Principal Participants in Urban Unrest.

(3) Strategies and Tactics in Urban Disorder.

(4) Methods of Organization and Funding of Anti-Government Groups.

(5) The Constitutional Environment.

(6) Militant Infiltration Activities.

(7) Use of the News Media.

(8) Developing Effective Counter-Strategies.

5. The Dynamics of Executive Communications Seminar

A top-management level program which consisted of three full-day meetings. The seminar, intended for assistant chiefs and deputy chiefs, dealt with managing management relationships through an analysis of the dynamics of executive communication. The following was discussed:

(1) Individual managerial style, its implications, and impact for the individual and the organization.

(2) Methods to increase personal and managerial effectiveness in each style.

(3) The management of communications relationships in the executive hierarchy.

III. PROBLEMS IN PROGRAM ADMINISTRATION

For the most part, the administration of the programs ran smoothly and only slight problems were occasionally encountered. These were usually centered around the scheduling of participants which occasionally conflicted with other Department commitments. Employing substantial lead time usually permitted the participant to adjust

his calendar to avoid time conflicts.

Another area of some concern was the expenditure and accounting of grant funds. The Police Accountant and the City Controller kept the official financial records, but their systems differed from the budget categories in the grant to the extent that it was necessary to keep a separate set of records based on the two systems for use by the project staff in order to insure total accuracy in monitoring the financial aspects of the grant.

IV. PROGRAM EVALUATIONS

In general, the training programs have been evaluated according to the degree with which they met the stated objectives. More specifically, after brief experimentation with various evaluation techniques, the Multiple Reaction Appraisal System was used. This method included program evaluations from participants, program coordinators, the project director, and the instructors. However, later findings indicated that perhaps the sole reaction of the participant is the most reliable, for it is possible that his evaluation reflects more accurately the extent to which he will utilize, on the job, what he learned during the program.

In the end, all training directors agree that the most difficult problem any department will encounter in this type of endeavor is how to effectively and accurately measure the results of a training program.

The programs were successful from the standpoint that they accomplished the objectives of the subject matter. They created an environment for more effective management thinking within the Department in addition to acquainting our managerial personnel with the newest management theories and methods. Summary evaluations of the programs and seminars presented are listed below. More detailed evaluations are included in the appendices.

The Management Institute Series

In terms of participant response, the Management Development Institutes were the most enthusiastically received by the largest audience, (sergeants and lieutenants). The dynamic approach to increasing the personal skills of the participants as well as their managerial capabilities was probably responsible for this general reaction. Endorsement of this program resulted in a continual stream of requests for admission into the program from dozens of officers who were not fortunate enough to have been selected by the Department.

The Advanced Management Institutes were also well received by the captains and proved to be a most beneficial experience that was high in job applicability, particularly in the area of management by objectives.

The Executive Management Institutes presented to commanders were in the form of Organization Development Workshops which appeared to

be less successful, but the results of this method of training are difficult to measure and frequently take many months to become evident.

The Dynamics of Executive Communications Seminar was conducted for a highly sophisticated audience of assistant and deputy chiefs. This seminar was essentially a diagnostic workshop on management styles and the favorable response of the participants was encouraging. The participants felt the material was attuned to their interests and needs and their time was well spent.

The Management Seminar Series

The MORALE AND MOTIVATION SEMINAR was a successful management-level seminar presented to Patrol Lieutenants. The participants identified specific problems and developed a list of recommendations to the Department for increasing the morale and motivation levels of line policemen.

The MANAGING CHANGE SEMINAR was a staff-level program well received by the commanders due to the timeliness of the topic and the effect it had on increasing their ability to more effectively manage change.

Of the various special seminars presented, the greatest effects on the job seemed to result from the seminar on MANAGING MANAGEMENT TIME. This program for commanding officers appeared by far to be the most successful of the entire series of programs in terms of participant reaction and results on the job.

The URBAN INSURRECTION SEMINAR offered to various commanding officers, assistant and deputy chiefs was difficult to coordinate, but was judged valuable due to the increased knowledge gained of positive and negative ideologies, strategies, and tactics employed in urban disorder by militant individuals and groups.

V. CONCLUSION

In spite of the ambitions and pioneering nature of this project, the Department feels that significant results, however difficult to scientifically measure, were achieved. These benefits from this project have been identified as follows:

1. Increased application on the job of more effective management methods in:
 - (1) Managing by objectives and results
 - (2) Management Communications Systems
 - (3) Personnel management and development
 - (4) Managing the effects of change

2. Increased ability throughout the organization in problem identification, analysis, and diagnosis which resulted in more effective decision making and planning.
3. Increased results in major departmental programs through the creation of a team management environment which reduced the lack of understanding about objectives and methods in various projects.
4. Increased individual productivity and effectiveness which synergistically resulted from the emphasis on understanding various managerial styles and the attention to the personal development of the individual.

In summary, the Department feels it has taken a major step in equipping the organization to more effectively cope with the challenge of change, the advances of science and technology, and in insuring future growth and development of the organization through this program of increased development of our primary assets, our human resources.