



# FBI

September 1989

## Law Enforcement Bulletin

### The Enrique Camarena Case



FIGURE 2  
881 Lope De Vega  
(Interior View of Grounds)

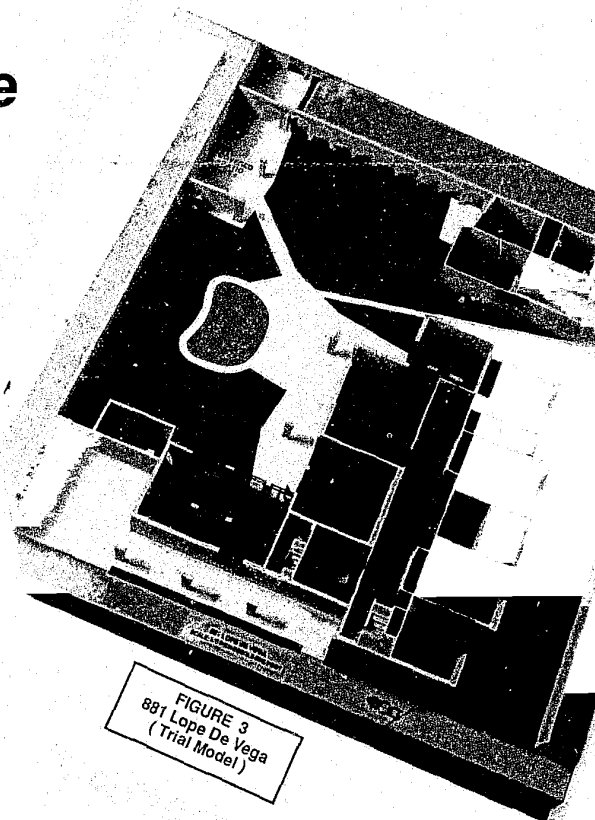


FIGURE 3  
881 Lope De Vega  
(Trial Model)

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ACQUISITION

**Also In This Issue:**  
Operational Streamlining  
The Computer Criminal  
Operation Freezer Burn  
Traffic Stops



FIGURE 1  
Special Agent  
Enrique Camarena

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# FBI

## Law Enforcement Bulletin

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**The Cover:** The abduction and subsequent murder of DEA Special Agent Enrique Camarena initiated one of the most extensive forensic investigations ever conducted by the FBI Laboratory. See article p. 1.

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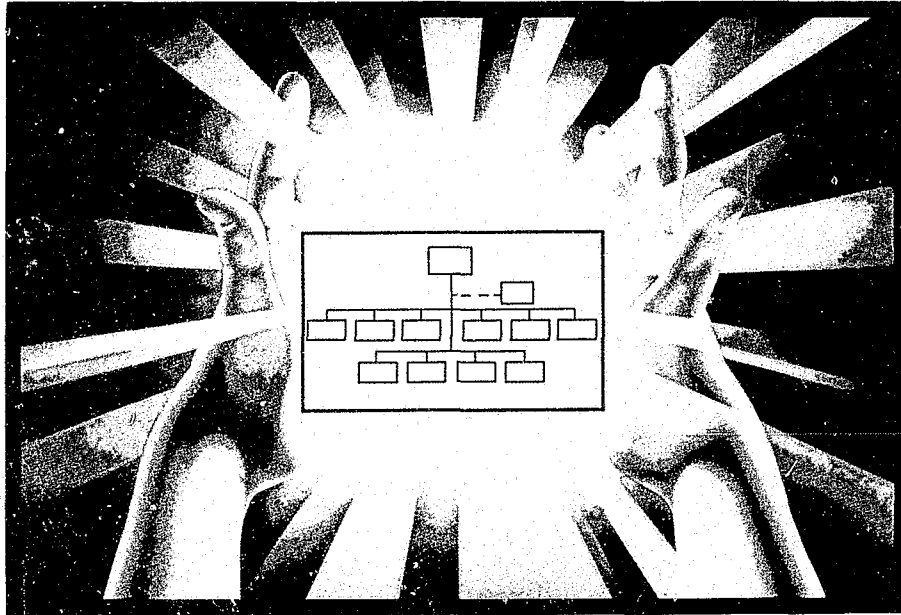


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Questioned Fibers  
Associated with  
ENRIQUE CAMARENA

# Operational Streamlining



By

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**T**he large police department of the next two decades will have fewer lieutenants, captains and majors, fewer staff departments, and fewer staff assistants. There will be more sergeants and more officers who may be called "command patrolman."

The typical departmental organization chart will no longer look like a pyramid. Instead, the top will be pushed down and the sides will expand at the very base of what used to look like a pyra-

mid. Advancement will be across the organization and not up. Specialists will be rewarded for practical applications of their skills, and seniority will be less important than individual contributions. The manner in which police officers perform their duties will become as important as their accomplishments themselves. Statistics and numerical measurements of performance will be less important than the quality of that service, whether it be for a felony arrest,

for convincing courtroom testimony, or for any one of a growing variety of police social services.

Large departments will see members posted on extended temporary duty to interjurisdictional task forces. From time to time, a department will be the lead interjurisdictional agency to attack *ad hoc* crime, either of a unique and local nature or of a regional and even global nature.

The traditional paramilitary police organization of today will



Special Agent Robinette

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flattening.**  
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change. Tomorrow will not look like yesterday.

### Operational Streamlining

Operational streamlining, as it is now being called by some city managers, requires organizational flattening. Theorists argue that within 20 years, a large business organization will have "... fewer than half the levels of management of its counterpart today, and no more than a third the managers."<sup>1</sup> Whether such a forecast applies to police departments is speculation, but arguments offered by business theorists and practitioners alike may also apply to public service organizations as well.

John F. Welch, Jr., Chairman of General Electric Company, says, "This whole idea of broadening out the organization, flattening it more, ... should free people up. It should also say to people, 'you can't do some of the things you used to do.' That's the hardest part of the equation—getting people to understand that things have to fall off the truck. We can't have a 1988 management philosophy with a 1966 management process."<sup>2</sup> As in many private corpo-

rations, police departments often have whole layers of management personnel—sworn personnel—who neither make decisions nor lead. Peter Drucker says of these managers that "their main, if not their only, function is to serve as 'relays'—human boosters for the faint, unfocused signals that pass for communications in the traditional pre-information organization."<sup>3</sup>

Drucker would claim that today's police departments are organizationally based on a command-and-control model adapted from the military 100 years ago. Indeed, some of the present Federal personnel regulation practices can be traced back to President Grant's Administration in 1871. The concepts of social and economic reconstruction after the Civil War had a military tone, and indeed, leadership in both the North and South was heavily influenced by 19th century military methods. Constance Horner, former director of the Federal Office of Personnel Management, claims that massive accumulations of Federal personnel rules alone (6,000 pages) "... have led to an

administratively moribund system that disallows the exercise of human judgment and discretion."<sup>4</sup> With such a diagnosis, she concludes that deregulation of the public sector is as important as deregulation of the private sector. One effect of public sector deregulation is to reduce the complexity of the delivery of public service.

Complexity costs, and pressure to reduce costs will continue, especially those of overhead and administration. The demand for police services will continue to rise in many communities, but voters will hold the line on tax increases. Some departments will find themselves in competition with private security firms and will charge fees for services in the attempt to recoup operating costs. Regional and other combined training activities will continue to grow as departmental training units are dismantled to reduce overhead.

Despite community demands for wider and more responsive police services, departments will have to evaluate resource deployment. Departments will need to develop an operational flexibility to shift quickly from specific enforcement efforts against criminal activity to drug demand reduction programs, community policing programs, public disorder response actions, or some trade-off combination. Such requirements will overstrain the communications process of the traditional organizational structure.

Typewritten memos which are pushed around buildings in wire carts are already being replaced by electronic networks. Steel file cabinets are being

replaced by magnetic storage discs; telephone booths, by cellular phones. The technology is here, and as police managers become more adept with its use, communications methods will change. An article in a recent *Fortune Magazine* noted, "Professor [J. Brian] Quinn of Dartmouth ... argues that so-called spans of control—the number of subordinates one executive can effectively command—are giving way to 'spans of communications,' the number of people an executive can reach through a good information system." Ultimately, he says, managers could have as many as 200 people reporting to them.<sup>5</sup> Such changes in communication processes will reduce the need for intermediate levels of review and research as the lowest manager in the chain—the one nearest the action—will be able to obtain the benefits of review and analysis with an electronic device.

### The Financial Argument

Advocates of operational streamlining in public service organizations—specifically law enforcement organizations—can present a telling cost-reduction argument. City managers, mayors, and other elected officials must respond to strong pressure to reduce the costs of government. The delivery of government services, as well as police services, is labor intensive. The largest part of all local government budgets pays employees and their benefits. Streamlining reduces significantly the salary budget.

During the last quarter of 1988, police officer students attending the FBI National Academy at Quantico, VA, provided the author with organizational

charts from their departments. A random review of the charts revealed that many of the mid-sized departments (100-300 sworn officers) had many staff positions and several layers of management. The 1988 composite model (fig. 1) sets forth the ranks which were represented in a hypothetical organization based on the charts reviewed. Such a composite reflects a typical structure of many mid-sized departments.

Whether such an organization is truly typical is speculation, but a large number of mid-level ranks and offices in many departments is typical, especially in the larger departments.

The 1988 composite model has several tiers of management. Contained within the tiers are 3 inspectors, 6 majors, 10 captains, 22 lieutenants, and 31 sergeants—all sworn police personnel. Based on an average of salary levels reported in 1977, the total *per annum* cost of these positions is \$1,597,400.<sup>6</sup> If adjusted for 1990,

tions, patrol (includes traffic), and special operations.

The 1998 composite model (fig. 2) represents a hypothetical restructuring or streamlining of the 1988 composite. The total number of deployable rank and file remains the same (171)—although some or all of the dollars saved by streamlining could be used to hire more street officers. In this restructured department, there are fewer levels of administration but retention of the police service functions. Streamlining also requires enlargement of the number of tasks and responsibilities of first-line managers.

The streamlined department has 16 sergeants, 13 lieutenants, 3 captains, no inspectors, and no majors. Using the same salary data as before, the direct salary costs are \$675,900. The difference between totals is \$921,500, a substantial and politically attractive sum that can be described as a savings that results from streamlining.

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**Performance appraisal in the streamlined organization will focus on interagency networking and cooperation....**

”

the figure would, of course, be much higher. However, since the purpose of the present comparison is only to demonstrate *relative* savings, or a streamlining ratio, adjustment is not critical.

The 1988 composite model department employs 171 rank-and-file officers deployed in five functional units: one unit for administration, one for technical support; one each for investiga-

### The Human Relations Argument

Besides efficiency and cost reduction, advocates of operational streamlining also offer good arguments based on human relations theory. One of these arguments supports the Herzberg notion of job enrichment, which involves altering job content to give the worker more control, more decisionmaking opportunity, and improved performance feed-

Figure 1

### 1988 Composite Model

Inspectors . . . . 3 @ \$41 . . . . each =	\$	123 (thousands)
Majors . . . . . 6 @ 23.4 . . . . each =		140.4
Captains . . . . 10 @ 24.7 . . . . each =		247
Lieutenants . 22 @ 23.2 . . . . each =		510.4
Sergeants . . . 31 @ 18.6 . . . . each =		576.6
<b>TOTAL</b>	<b>72</b>	<b>\$1,597,400</b>

Figure 2

### 1998 Composite Model

Captains . . . . 3 @ \$24.7 each =	\$	74.1 (thousands)
Lieutenants . 13 @ 23.4 each =		304.2
Sergeants . . . 16 @ 18.6 each =		297.6
<b>TOTAL</b>	<b>32</b>	<b>\$675,900</b>

back. It may also include the addition of new tasks through job enlargement.<sup>7</sup> If a traditionally organized department has, over a period of time, created mid- and senior-level positions primarily to provide promotional opportunities and additional career plateau levels, some of those positions contain job tasks, work clusters, and skill-level requirements that can be redistributed down to the lower ranks.

Responsibility, as well as satisfying and challenging work, is a strong motivator according to motivation researchers. Proponents of streamlining claim that in some mid-level and senior-staff positions, there are tasks which do not require command authority for accomplishment. They cite, for

example, lieutenants and captains whose daily and routine activities do not include command decisions. Research, review, analysis, planning, training, housekeeping,

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and maintenance in some cases are some of the work elements which can be reassigned to lower-level ranks.

Theories and practices of delegation come under close scrutiny during a review of actual work

content of office titles and position descriptions. When the entire job content of a post or position can be delegated to subordinates, theorists urge decentralization, autonomy, and lower-level decision-making that is “close to the customer.” “Close to the customer” is a phrase that is used by Thomas J. Peters and Robert H. Waterman, Jr., to describe one of the salient qualities of excellent organizations. Another important quality they found in their examination of the so-called excellent companies was described as “simple form, lean staff.” In explaining “simple form, lean staff,” they claim that an organization with a heavy superstructure “...get[s] paralyzed because the structure not only does not make priorities clear, it automatically dilutes priorities. In effect, it says to people down the line: ‘Everything is important; pay equal attention to everything.’ The message is paralyzing.”<sup>8</sup>

Champions of low-level decisionmaking will press for streamlining measures to emphasize the benefits of job satisfaction for lower-level personnel as an antidote for police officer burnout.

They would argue that streamlining cuts through the weeds and thickets of administration that sap nourishment and impede personal growth on the job and subsequent fruitfulness. Some of the quantitative methods of police performance will give way to more qualitative assessments. Performance appraisal in the streamlined organization will focus on interagency networking and cooperation in the struggle against social maladies, whether it be dealing with the homeless,

managing racial strife, eliminating youth gangs, countering consumer and business fraud, or facing battles in the war on drugs.

Growing public demands for remedies to child abuse, spouse abuse, parent abuse, drug abuse and others will require police to participate, and in some cases, lead a cooperative correction effort with other public service agencies.

Tom Peters says "relationship management," which comes with streamlining, will sound the death knell for hierarchy. He claims that "flat" organizations are already clobbering "steep" ones in the competitive arena of business. "Managers' days are numbered," he says, "and everyone everywhere will work in self-managing groups or teams, with no formal boss. Many of these groups will even include outsiders. All employees [will have to] be treated as volunteers. Only people who feel like volunteers commit to lifelong learning and constant improvement."<sup>9</sup>

Whether any of these arguments and sweeping claims about the near future have any weight or validity with respect to law enforcement remains to be seen. And, there are those who will oppose any and all streamlining actions.

### Resistance To Streamlining

Not only individuals but also groups will resist streamlining moves. For example, some collective bargaining units will push for money that is "saved" by eliminating mid- and top-level staff positions. They will fight to have "saved" money follow the path of redistributed work. When sergeants are given responsibilities

formerly managed by lieutenants, they are going to expect increases in pay. As long as public agencies are tied to quasilegal job descriptions, and each job description is rewritten to include tasks formerly done by a higher ranking officer,

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**... a major problem that streamliners will have is the endemic resistance to change....**

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the price tag of the job description will rise. At contract renegotiation time, such issues will be on the table.

Additionally, some administrators and bargaining units will argue to retain promotional opportunities up the traditional hierarchy in order to motivate officers with high leadership and management potential. These administrators will view streamlining efforts as career path obstructions. They will search for and highlight administrative and operational impediments to reorganization.

Finally, a major problem that streamliners will have is the endemic resistance to change that seems characteristic of many police departments and law enforcement agencies. However, Tom Peters argues: "If it ain't broke, don't fix it" was good advice in the past, but the new rallying cry will be "change everything, starting right now"...., if it ain't broke, you haven't looked hard enough" is his assessment of the times. "Learn to love change," he says.<sup>10</sup>

### Conclusion

Change will come to police departments as municipalities

struggle to keep budgets in line, meet community demands, and keep a hard-working police department functioning. Operational streamlining will find strong advocates, but in some departments resistance may be strong enough

to prevent it. In either case, there will be turbulence and change. Tom Peters' advice to love change is tough advice for traditionally minded and conservative police, but as the French poet Paul Valery observed, "The trouble with our times is that the future is not what it used to be." **FBI**

### Footnotes

<sup>1</sup>Peter F. Drucker, "The Coming of the New Organization," *Harvard Business Review*, January-February 1988, p. 45.

<sup>2</sup>John F. Welch, as quoted in "GE's Management Mission," *The Washington Post*, May 22, 1988, p. H1.

<sup>3</sup>Supra note 1, p. 46.

<sup>4</sup>Constance Horner, "Beyond Mr. Gradgrind: The Case for Deregulating the Public Sector," *Policy Review*, Spring 1988, p. 35.

<sup>5</sup>*Fortune Magazine*, September 26, 1988, p. 52.

<sup>6</sup>Michael T. Farmer, *Survey of Police Operational and Administrative Practices 1977* (Washington, DC: Police Executive Research Forum, 1978), pp. 117-140.

<sup>7</sup>Frederick Herzberg, *Work and the Nature of Man* (New York: New American Library, Inc., 1973).

<sup>8</sup>Thomas J. Peters and Robert H. Waterman, Jr., *In Search of Excellence* (New York: Harper & Row, 1981), p. 307.

<sup>9</sup>Thomas J. Peters, "Rate Your Firm on These 18 Emerging Realities," *Washington Business Journal*, January 23, 1989, p. 10.

<sup>10</sup>*Ibid.*