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**WHAT IMPACT WILL COMMUNITY BASED POLICING  
HAVE ON THE INDIVIDUAL REWARD SYSTEM OF  
MAJOR LAW ENFORCEMENT AGENCIES  
BY THE YEAR 2002?**

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**Technical Report**

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**Police Officer Standards and Training**

**Sacramento, California**

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**Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.**

**The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

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## **ABSTRACT**

### **What Impact Will Community Based Policing Have on the Individual Reward Systems of Major Law Enforcement Agencies by the Year 2002?**

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The study examines the impact of community based policing on police reward systems. A future study identified five trends which included police focus on quality of life, conflict resolution in training, crime rates as a measure of effectiveness, rewards for community support and change in problem solving. Five high probability events were identified which included an independent audit of service, chief of police comes out against CBP, rewards for lack of personnel complaints, Police Officer Association (POA) legally challenges CBP rewards and politicians establish reward standards. The policy recommendations emphasize agreement with POA, implementation of a process like TQM and the establishment of core values. A Strategic Plan includes a situation analysis and implementation plan. The Transition Management Plan includes a critical mass analysis management structure and support techniques. Forecasting results and graphics in text with references and bibliography in the appendices.

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## INTRODUCTION

On March 3, 1991, a young male African-American was driving on a freeway in the suburbs of Los Angeles and was stopped by the Highway Patrol who asked for a back-up from the police department (10). While taking the driver into custody the police felt he was under the influence of drugs, and during the arrest three officers struck the suspect a total of 56 times with batons. A supervisor who was at the scene not only allowed the situation to occur, but attempted to use a taser (a non-lethal electrical controlled device) to subdue the suspect. What was unknown at the time was that the entire incident had been videotaped by a citizen.

An independent commission was established in order to complete an in-depth review of the department. The results of that investigation were that the department was deficient in a number of areas, and the commission made a number of recommendations to rectify the problems (10). Chief among them was that the organization should implement Community Based Policing (CBP). To give structure to CBP, the department developed the concept of Service Excellence which focused on customer orientation, constant process improvement, and total employee participation.

A design team was formed to develop the Service Excellence concept. The design team reviewed the human resource development of the organization which included selection, retention, discipline, empowerment, training, and rewards. One of the most critical needs that the design team identified was reward systems

(10). However, the team recognized that in order to build reward systems a number of critical issues would have to be carefully evaluated. The most important were the measure of organizational effectiveness, the standards of performance for employees, and the measures to determine employee effectiveness.

A research study on the impact of Community Based Policing on individual reward systems was conducted in which this author tried to capture what motivates employees, what criteria is used in establishing rewards, intrinsic rewards, and extrinsic rewards. The research also dealt with organizational effectiveness. Following this, there was a section that dealt with current innovative and creative approaches to reward systems.

#### WHAT ARE REWARDS

In order to understand what rewards are, it has to be clearly understood what motivates employees. There is a basic need in all individuals to work - without it, individuals deteriorate. In other words, an employee's sense of dignity and self-worth, the very essence of whom the employee is, is derived from his or her occupation or profession. The rewards employees expect as a result of their efforts are directly tied to their values.

Some of the management tools that are currently used in motivating employees include empowerment, rewards, focus, and relationship (2). The following is a brief description of each:

Empowerment - The act of giving employees responsibility in the decision-making process but at the same time holding them accountable for their decisions. There must be

training in order to prepare employees and carefully established parameters in order to guide them.

Rewards - They satisfy needs. There are two types:

(1) Intrinsic, which satisfy the needs for recognition, self-respect and self-realization; and, (2) Extrinsic, which satisfy the needs for safety, security, and physical comfort.

Focus - This is driven by the need to be competitive, preserving the viability of the organization, humiliation for failure, and fame for success.

Relationships - This is based on the positive interaction that close relationship with employees develop with subordinates, peers and superiors. Employees are motivated when they are treated with respect and dignity, recognized for good work, and are afforded the opportunity to participate and learn.

The criteria for rewards and punishment are very closely associated since they both reinforce behavior and develop a sense of accountability (4). First of all, the rewards should be meaningful. Employees should be recognized and appreciated for a real contribution. They should be considered fair by everyone in the organization. That is, there should not be two standards of rewards. They should reinforce productive behavior, exceptional effort or innovative service.

#### CURRENT STATUS

The following is a snapshot of today's police environment as it pertains to innovative and creative reward systems. It was developed through personal interviews of police personnel from

several law enforcement agencies (6). Although most agencies still rely on pay and fringe benefits as a principle way of rewarding their employees, more and more agencies are realizing that in order to recruit and retain the most qualified candidates possible, the agencies are having to become more competitive in the reward systems that they offer employees. A few of these innovative approaches have been summarized as follows:

Additional Time Off - The Hawthorne Police Department, along with a number of other smaller agencies in Southern California, have implemented compressed work schedules such as the three-twelve. There are many benefits to this type of work schedule for employees and organizations.

Arbitration for Disciplinary and Grievance Matters -

Employees feel that discipline is sometimes unequal and that decisions in reference to grievances are sometimes arbitrary. Some agencies have rectified this perception by having binding arbitration on all matters concerning discipline and grievances (6).

Equipment - One major law enforcement agency in Southern California was attempting to advance the idea of giving officers the option of the type of weapon that they chose to carry (6). The perception among law enforcement officers, is that criminals are better armed than most officers and that carrying of larger caliber firearms would even the playing field.

Additional Compensation for Specialized Assignments - The City of Los Angeles as well as a number of other agencies have given employees increases in salary as a result of

special knowledge or danger incumbent in the assignment. For instance, helicopter pilots, SWAT officers and bomb squad officers all receive a substantial bonus not only for additional danger but also for the special expertise they have developed.

Flexible Work Schedules - A number of agencies have instituted the concept of telecommuting (8). This allows the employee who is normally assigned to an administrative position the opportunity to complete work-related assignments at home. The employee is generally given the discretion to make the decision when he or she telecommutes and there is very little supervision that is exercised over that employee's activities.

Performance Based Incentives - The Pacific Grove Police Department has adopted a program where officers are given a small monetary incentive for reaching certain levels of physical fitness. An examination is administered that tests the officer's endurance and stamina, physical strength, and flexibility. As long as officers continue to pass the exam, they receive a bonus.

Car Pool Vehicles - The City of Santa Monica has begun providing groups of employees with carpool vehicles. Since the cost of housing is high and most of their employees live outside the city, the city, in order to retain employees, allows employees to drive a city vehicle to and from the work place. All maintenance, insurance and gasoline costs are absorbed by the City of Santa Monica.

Empowerment - The city police department of Madison, Wisconsin, has divided its officers into natural work teams (teams which have the same basic function and who work together) and has empowered them in the decision-making process (9). They make decisions ranging from what days off each team member takes to what types of vehicles the department should purchase. This is all done with very little oversight and supervision from the department command staff.

### **THE FUTURE STUDY.**

The Future Study examined the trends and events which might, over the next decade, impact employee reward systems of a large urban law enforcement agency involved in Community Based Policing (CBP). In order to identify and foresee these trends and events, a Nominal Group panel was brought together. An evaluation was conducted to determine how events identified by the Panel might impact the trends. Following this procedure, alternative futures were projected by the development of several scenarios.

#### **Trend 1    Police services focus on quality of life issues**

This trend was defined as the focus of law enforcement agencies toward improving the quality of life within communities as opposed to emphasizing production of easily measurable data such as arrests and citations. Quality of life issues included graffiti removal, reduction of street prostitution, reduction in the street sales of narcotics, and reduction of public nuisance crimes.

Trend 2    Emphasis on conflict resolution in police training

This trend would involve the change to a collegial academy model which encourages independent decision making and resolution of conflicts.

Trend 3    Use of Part I crime rates as a measure of police effectiveness

This trend was defined as the practice of law enforcement agencies in calculating the rise and fall of crime rates and using the percentage of increase or decrease as a measure of the overall effectiveness of the agency.

Trend 4    Level of reward for officers who build community support

This trend was defined as management's recognition through promotion, special training and coveted assignments of officers who build community support.

Trend 5    Change in approach to solving problems by using community resources

This trend represents the change of emphasis from only using the police to impact crime problems and combining both community and police resources to reduce crime.

The Panel then identified 5 events which they believed would most significantly impact the issue question.

Event 1    Independent audit finds citizens not satisfied with police service

This event dealt with a law enforcement agency which was involved in CBP, being audited by an independent firm and finding that the agency was ineffective and the citizens were not satisfied with the agency's service.

Event 2    A chief of police of a major law enforcement agency takes a position against CBP

This event has to do with a major city chief of police evaluating CBP in her/his city, finding it to be ineffective and deciding to do away with it.

Event 3    A major police department rewards lack of personnel complaints as opposed to high number of arrests

This event was defined by the Panel as a situation where management discontinues rewarding the officers for a high number of arrests and only rewards them for a reduced number of personnel complaints.

Event 4    Police officer association legally challenges agency reward system for CBP

This event dealt with a police officers association challenging a CBP reward system in a court of law.

Event 5    Politicians establish performance standards for a police department

This event was defined as dissatisfaction by politicians regarding the current police professional model performance standards and as a result, the politicians make a unilateral change of these standards to what they think the standard should be.

HYPOTHETICAL MODE

The following scenario is the first of three and was developed as a potential course of development. In the year 1997, a popular councilperson and a group of wealthy businessmen were brutally murdered in an



affluent part of a large racially diverse city. The politicians were infuriated over the apparent ineptness of the police department to solve the crime and called for an independent audit of the department. The chief of police, fearing that he might lose his job, made a statement against CBP.

Based on the crime, the council called for an independent audit of the department. The audit found a high level of support by the community for the department which was attributed to the entire department fully accepting the basic philosophy of CBP. The community was especially happy with the fact that the department had changed in its approach to solving problems by using community resources. The community had a sense of ownership in the decision-making process and the establishment of policies.

However, despite the fact that there had been an improvement in quality of life issues, there had been a steady increase in the past five years in violent crimes following the implementation of CBP in 1992. Fearing that violent crimes were ruining the quality of life in the city, the council established performance standards which utilized crime rates as a measure of effectiveness. There was no appreciable effect in the CBP program.

In 1997, the department had begun rewarding personnel for a lack of personnel complaints. The POA adamantly opposed and challenged the change in the

reward system in a court of law and lost. Detectives were made into generalists and rewarded for the quality of their community contacts. They also were assigned to cases based on territory as opposed to function and as a result became more knowledgeable on career criminals who were committing crime in their respective area.

## **STRATEGIC PLAN**

### **SUBJECT DEPARTMENT**

The department which was selected is a large department consisting of over 8,000 sworn officers and 2,000 civilian personnel. It serves an ethnically and culturally diverse city of over 3-3/4 million in population.

The department is broken down into two separate offices which include the Office of Operations and the Office of Administrative Services. The Office of Operations has approximately 90 percent of the personnel in the organization and oversees the eighteen geographic areas. Each of these areas consists of a separate patrol and detective division. They also include all the support functions that are necessary to run a small police department. The department is headed by a chief of police who is overseen by a five-member citizen commission appointed by the mayor.

The department has always had a reputation for being innovative and creative; however, it has had a number of incidents which have occurred of late which have brought it under

closer scrutiny from the city council. The city council consists of 15 members who are elected by popular vote in individual districts. The mayor of the city is also elected by popular vote, but by the entire city.

#### MISSION STATEMENT

The following mission statements have been developed to give guidance and direction to development of a reward system which is consistent with a change in philosophy.

##### Macro

It is the mission of the department to improve the quality of life of our city through a shared partnership with the community. The true test of our effectiveness will be the absence of crime and traffic problems throughout the city. The cornerstone of our day-to-day operations is in respect for the individuals both inside and outside the organization. We value our employees and recognize that they are our most valuable resource.

##### Micro

Consistent with the goals and objectives of community based policing, all employees will be rewarded for solving crime problems within the community and the improvement of the quality of life. They will also be rewarded for the positive interactions they have with the community.

## SITUATION ANALYSIS

### Environment

There have been a number of political and social changes that have taken place in the city in the past year and a half. These changes have created the potential for a number of trends and events to occur which could have a significant impact on the issue question. The following is an analysis of those trends and events and how they may create opportunities and threats which will either block or support the achievement of the mission.

The trend of police services focusing on quality of life issues such as graffiti removal, removal of abandoned vehicles, and general cleanup of rubbish from areas in the community, could be considered an opportunity. The emphasis on conflict resolution in police training involves the change of current academy models to a more collegial atmosphere which encourages independent decision-making and could be considered an opportunity. The use of Part I crime rates as a measure of police effectiveness has been a standard for gauging the effectiveness of law enforcement agencies in the professional model and is a threat. The level of reward for officers who build community support is a trend which is based on management's recognition of officers who build community support, and is an opportunity. The trend of solving problems with the use of community resources is an opportunity.

Of the five events that were identified, the event dealing with an outside independent audit which found that citizens were not satisfied with the current level of police service, was the largest threat. The event which concerned the chief of police of

a major law enforcement agency taking the position against CBP could be a significant threat to the reward system. An event which concerns a major police department which rewards lack of personnel complaints and places more value on the reduction of unfavorable confrontations between the community would be an opportunity. An event which involved a police officer association legally challenging the agency's CBP reward system in a court of law could be devastating. The event which involved politicians establishing performance standards for police departments can be defined as the dissatisfaction of politicians with current performance standards, and would be a threat.

#### ORGANIZATIONAL CAPABILITY

There have been a number of political and social changes that have taken place in the City in the past 1-1/2 years. These changes along with a long standing reputation within the law enforcement community make these strengths and weaknesses extremely significant for the organization.

#### Strengths

- \* The department has had a long-time reputation for being innovative and creative.
- \* The department has a number of gifted staff and command officers particularly at the captain and commander levels.
- \* The civilian and sworn ranks of the department have some of the most talented peace officers and support personnel of any law enforcement agency in the entire United States.
- \* The department has had a change in command and a new chief of police who is a major proponent of CBP.

- \* The department has 17 ranks from the basic police officer position to the rank of chief of police which serves as a viable incentive for officers to perform well and to study hard for promotion.
- \* The department has long held that education is a vital part of the valued characteristics of all employees.

### Weaknesses

- \* The organization, because of budget constraints, was forced to go back to concentrating on arrest statistics in order to hold crime at an acceptable level.
- \* The department has concentrated its efforts in crime areas, which happen to be mostly minority communities, and this has alienated the entire community.
- \* Since there has been no labor contract, there has been no money to create incentives and rewards.
- \* The department is overspecialized to the point where they have forgotten their basic function.
- \* Most of the chief staff officers have more than 30 years with the department and are extremely inflexible and resistant to change.
- \* The budget restraints have impacted the infrastructure of the organization.

### STAKEHOLDER ANALYSIS

The social changes and the subsequent attempt to change the culture of the organization have significantly impacted the roles of each stakeholder.

1. Police Officer Associations - A) A change in rewards would be met and confer issues and POA's would look for a trade.

- B) They would be most likely resistant to the change because it would threaten the status quo.
2. Rank and File Officers - A) The culture of most organizations is based on generating arrests and not necessarily solving problems. B) Anything associated with community-based policing is considered too "touchy feely."
  3. Managers and Executives - A) Are more interested in being responsive to their superiors than to the community or rank and file. B) View reward systems as a method of increasing productivity and not fulfilling a basic need.
  4. Politicians - A) Will do anything that helps them get reelected. B) Will go along with reward systems as long as they are not tied to monetary incentives.
  5. Community Members - A) Interested in being provided with a high quality of public service. B) Would like more authority in the decision-making process which includes the reward system.

#### DEVELOPING ALTERNATIVE STRATEGIES

In order to develop the alternative strategies, a modified policy delphi process was used to identify strategies which would enable the department to accomplish the mission. Following the development of the alternative strategies, a list of the three highest-ranking strategies was developed and those included: 1) Redesign the performance evaluation report; 2) Formation of quality of life teams within the community; and, 3) Make CBP a department-wide commitment, not just a patrol function. The new third strategy consists of a synthesis of some of the key elements of the other strategies and will be discussed as the

preferred strategy. That strategy is implementation of a policy in the organization which embodies total employee participation and empowerment of employees and the community.

IMPLEMENTATION OF A POLICY IN THE ORGANIZATION WHICH ENBODIES  
TOTAL EMPLOYEE PARTICIPATION AND EMPOWERMENT OF EMPLOYEES AND THE

COMMUNITY - This particular strategy ensures that the department works in full harmony with the community. Partnerships between the community and the police must be formed in order for this strategy to succeed.

The concept that CBP engenders is that patrol becomes very much involved; but the remainder of the organization does not. With this strategy, all of the individual units and divisions within the department would be actively involved in delivering the best possible service to not only people outside the organization but to people inside the organization as well. In order for this to occur there must be a transformation of the organization to a service-oriented culture which places greater emphasis on team work and customer satisfaction.

A key to the success of this strategy lies within the change of the managerial practices of the organization. Managers need to empower employees and the community in the decision-making process. This is accomplished through the training of personnel and the establishment of parameters for decision-making. Decision-making needs to be pushed down to the front line level and to the community, in order to give the stakeholders of the actual service the flexibility and creativity needed to respond to requests for service.



## **IMPLEMENTATION PLAN**

The implementation plan will be broken into five sections which include the gathering of all data, the action steps, operational review, human resource development, and the method of evaluation.

### **GATHERING OF ALL DATA**

In order to determine what is needed in terms of the strategy, we law enforcement executives must ask not only people inside the organization but the community as well. The department should give considerable thought to conducting a community survey to determine what the community's expectations and perceptions are. Additionally, a survey should be conducted inside the organization to determine what the employees think is of importance. A third part of this gathering of data is the bench-marking process where the department's methods are compared to the same methods on other organizations. This is not necessarily restricted to public entities but may include private organizations as well.

### **ACTION STEPS**

The first step in the process is to identify the core values of the organization. Second step in the process would be the establishment of pilot programs within the department to determine whether the strategy should be implemented department-wide. Internal/external customer buy-in would be the next step in the process and would proceed department-wide implementation. Management buy-in is the next action step in the implementation of the strategy.

### OPERATIONAL REVIEW

In order to facilitate the department's implementation of this strategy, a complete operational review would be necessary. This review must include the organizational structure, service delivery systems, and technological systems. This review should be completed with input from everyone in the organization under the guidance and direction of top management.

### HUMAN RESOURCE DEVELOPMENT

Human resource development is the foundation of implementing any strategy. Recruitment, promotions, discipline, training, and rewards must be consistent with the strategy. Only through progressive human resource development can the organization reach its full potential in serving the community.

### METHODS OF EVALUATION

Although the surveys would be utilized initially to measure customer needs, it would also form a baseline in order to gauge the success of the program. Along with this, each of the areas could utilize focus groups and periodic quality of service audits to determine the effectiveness of the strategy.

## **TRANSITION MANAGEMENT**

This part of the study focuses on a Transition Management Plan for this major city police department. The function of the transition management plan is the process of going from the current reward system which is based on the number of arrests and citations to a reward system which is consistent with the basic philosophy of CBP. It is during this phase that critical mass

individuals are committed, action plans are developed, and the structure to manage the change is developed. In order to be successful there must be an effective method of evaluation which includes a feedback mechanism and the flexibility to implement necessary changes and course corrections.

#### CRITICAL MASS INDIVIDUALS

Those individuals who, if actively in support of change, will ensure that that change will take place include the President of The Police Commission, the Chief of Police, the President of the POA, the head of human resources bureau, the Chairperson of the Police, Fire, and Public Safety Committee of the City Council, and the Chairperson of the Budget and Finance Committee of the City Council.

The current President of the Police Commission is probably in the category, "Let Change Happen". In order for the plan to be successful, the President of the Police Commission needs to stay in that category. If he were to try to block the plan, there is absolutely no way it could be successful. He is that critical to the implementation. He can be convinced by the Chief of Police as to the benefits of a change in rewards.

The Chief of Police is in the category, "Help Change Happen" and probably needs to be brought into the category, "Make Change Happen". He will have to be firmly committed to the concept of changing the reward system and will have to model the way during the transitional phase. In order to move him to the desired category, he simply needs to be educated in what the benefits of changing the reward system would be.

The President of the POA is in the category, "Block Change". He needs to be in the category, "Help Change Happen" in order for the transitional plan to be successful. The change may threaten the status quo and he would be resistant to the change as a result. He could be persuaded into moving into the "Let Change Happen" or "Help Change Happen" category by tying the reward system to incentives.

The head of the human resource bureau is currently in the "Let Change Happen" category and will need to be in the "Make Change Happen" category for the plan to be successful. The plan will most likely be developed in his command, and he will not only have to be committed to the success of the plan but will actually have to be a cheerleader. His level of commitment can be obtained by providing him with the education as to the benefits of the systems, and by a high level of commitment by the Chief of Police.

The Chairperson of the Police, Fire, and Public Safety Committee of the City Council is currently in the "Let Change Happen" category and will need to be moved to the "Make Change Happen" category. A high level of commitment can be obtained from him when he recognized that the community is solidly behind the concept of CBP, and this will translate into increased support for him during future elections. He needs to be in the "Make It Happen" category in order to convince his colleagues on the Council, particularly the Chairperson of the Budget and Finance Committee who is against anything that costs the City money.

The Chairperson of the Budget and Finance Committee of the City Council is currently in the "Block Change" category and needs to be in the "Let Change Happen" category. He can be convinced to go along with the program by educating him as to the cost benefits of a reward system which would foster better morale in the department and a higher level of service to the community. The President of the POA, whose organization makes significant contributions to council candidates, could be instrumental in persuading him to letting the change happen.

#### TRANSITION MANAGEMENT STRUCTURE

Although the change in the reward system is a significant project, it is probably not deserving of on-going direct involvement of the Chief of Police. If the project was as significant as the implementation of Community Based Policing, the Chief of Police would probably want to be involved. In this case, however, the project manager strategy would probably suffice.

The selection of a staff officer, probably at the rank of Commander or Deputy Chief, would be the appropriate level for the project manager or design team leader. The Commanding Officer or Assistant Commanding Officer of Human Resources, because of their natural job responsibilities, would be an excellent choice.

The team leader or project manager would want a team consisting of at least ten individuals. The principal portion of the team would be a cross-section of the organization which would include representatives from each sworn and civilian rank, and members from different segments of the community. The design team could assign tasks to sub-committees or seek the advice of technical experts as the need arose.

The design team would be accountable to the steering committee which would consist of the Chief of Police, the Assistant and Deputy Chiefs of Police. The steering committee would be responsible for defining the scope of the project, and providing direction and guidance for the project manager.

#### TECHNOLOGIES/TECHNIQUES TO SUPPORT IMPLEMENTATION

The Chief of Police needs first to establish a set of core values for the organization. These core values would be the foundation for the vision, mission statement, and the strategies for the organization. The core values should be established as a result of a concerted effort by both the staff of the organization and a broad cross-section of the organization including civilian personnel.

The Chief of Police would then want to provide the staff with his vision of what the recognition system should look like in the future. He should provide the steering committee and the design team leader with clear direction of what he expects from them and the parameters of the system. He would certainly want input from the staff in terms of the readiness of the culture of the organization to accept the change. Finally, he would provide direction on the plan, structure of the team, and a time table. In order to build commitment, he may want to have an executive team-building exercise.

In order to get community input, he may want to have a survey which provides him with their perceptions and expectations of reward systems. He could also use focus groups in order to obtain additional information.

The Chief of Police would then be ready to make an announcement via the closed-circuit television system to the rank and file of the organization. He may even want to go to individual roll calls to discuss the subject with field officers, thereby engendering their support. He may also want to go to the media and make an announcement to the community to engender their support. The support of the rank and file may be critical in convincing the POA for the need of changes to the reward system and the benefits of those changes.

The work of the design team with clear direction from the steering committee would then be commenced. It would be anticipated that the design team would carefully evaluate the change in reward systems in both the private and public sectors and heavily rely on the expertise of others in formulating their plans.

The methods of evaluation would be developed in order to gauge the progress of the project. If course corrections were necessary, the appropriate changes would be made.

#### CONCLUSIONS AND RECOMMENDATIONS

The issue question which was studied was, "What Impact will Community Based Policing have on the Reward Systems of Major Law Enforcement Agencies by the Year 2002?" The research found that Community Based Policing is a philosophy which requires a partnership between the police officers and the community they serve. It also stresses joint problem solving as a method of reducing police workload and improving the quality of life in the community. Such an approach may include arrests and citations, but also much broader solutions which are both innovative and non-traditional.

This requires training police employees in problem solving and giving them the skills for developing decision sharing with the community, while also giving employees the authority to make decisions. Such an approach, as indicated in the introduction of this paper, should result in a need to reevaluate employee reward systems. That is the premise that generated this research paper.

The current measure of effectiveness used by most organizations of crime and traffic rates must be supported by evaluating other measures which are more consistent with CBP. For instance, agencies could identify crime problem areas and then measure the amount the crime problem is reduced within that area by carefully recording efforts such as arrests and the use of the neighborhood watch. The correlation between the problem and the effort could then be established.

The current standards of performance which evaluates the number of radio calls, arrests, traffic citations, and reports taken by an individual officer will have to change. Very simply, as Mr. Tom Peters says, "You get what you can." Officers will never change unless organizations start counting things like numbers of community meetings held, personnel contacts, speeches delivered, organizing efforts, and home and business visits.

The current measures of officers' effectiveness such as performance under stress, work quality, reliability, ability to organize, will have to be modified and made more specific to the CBP philosophy. Instead, officers will be evaluated on things like team work, innovation, networking, amounts of social disorder that they reduce, beautification efforts, and referral efforts.



There has to be a change from the current culture of most law enforcement agencies. The attitude that law enforcement officers are simply in business to put people in jail is a thing of the past. Police officers are now in the business of providing service to their communities. In order for there to be a change in the way that officers do their job there must be a change in the culture which rewards people for the treatment of individuals with dignity and respect as opposed to the number of use of force incidents or personnel complaints that an officer accumulates through the course of his career.

There must be a change from the current civil service practice of tying monetary rewards to tenure. Law enforcement executives must explore the possibility of developing monetary incentives and rewards that are behavior-based, similar to what athletes have in professional sports today. Incentives and rewards in law enforcement could be tied to the behavior that the community and law enforcement officials expect of our law enforcement officers. Law enforcement executives must develop measures and once those measures are clearly articulated to officers, reward them.

Law enforcement agencies must divorce themselves from the present performance evaluations. The system of having superior officers rate subordinates is influenced so easily by a wide array of factors. In most instances, if a good relationship is developed between the superior and the subordinate, the subordinate generally receives a favorable evaluation and conversely the opposite exists with poor relationships. There needs to be a system whereby performance evaluations are provided in a truly objective manner,

perhaps by combining the use of superior, peer, and subordinate evaluations into one.

The scope of this research was admittedly very broad. There are a number of areas in which more specific studies could be conducted which could have a positive impact on law enforcement. They include the empowerment process and how this impacts accountability to the community, the area of evaluation reports and how they can be improved, how problem solving actually impacts the problems, and how CBP works in conjunction with other governmental agencies but particularly city agencies.

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# INTRODUCTION

Law enforcement agencies throughout the United States have long been faced with the challenge of defining the job of police officer. The question of whether it is more important to fight crime or maintain the peace has been extremely problematic for law enforcement professionals and the community. There has, however, been a shift in the expectations of the public in general. They, as a whole, have become far more interested in the quality of service they receive and having their say on how police departments should operate. This shift in expectations has led some police administrators to redefine their organization's primary missions and change from the traditional system to Community Based Policing (CBP), which focuses on solving problems rather than generating arrests. The basic premise in CBP is that the police and the community are partners in solving the problem of crime and neighborhood decay.(1)

In order to be truly effective, the shift from the professional model of policing to CBP must bring about a change in the employee reward systems. While the standards of officer performance have long centered on the high quantity of arrests and citations an officer produces, there is no way to assess what effect officers have on crime and traffic accident rates. The increase or decrease in the crime and traffic rates has served as a basis for many current employee reward systems. Although the primary missions of most large urban law enforcement agencies

have changed dramatically, the measure of effectiveness, standards of performance, and reward systems have not.

This research study analyzes how CBP will impact employee reward systems. The issue focused on in this study is:

WHAT IMPACT WILL COMMUNITY BASED POLICING HAVE ON THE  
INDIVIDUAL REWARD SYSTEMS OF MAJOR LAW ENFORCEMENT AGENCIES  
BY THE YEAR 2002?

Background

On March 3, 1991, a young male African-American was driving on a freeway in the suburbs of a large city. The driver was going much too fast and drew the attention of the Highway Patrol. The driver and his passenger, also an African-American, were stopped on the city streets by the Highway Patrol who asked for a back-up from the police department. A large number of officers responded, and while taking the driver into custody, the police felt he was under the influence of drugs and found it necessary to use physical force. Three officers struck the suspect a total of 56 times with batons. A supervisor who was at the scene not only allowed the situation to occur but attempted to use a taser (a non-lethal electrical controlled device) to subdue the suspect. What was unknown at the time was that the entire incident had been videotaped by a citizen.

By the next day, the video had been played by all the major networks throughout the nation. The embattled chief executive of

this organization immediately described the incident as an "aberration", and what followed was the complete devastation and demoralization of one of the finest law enforcement agencies in the United States. An independent commission was established in order to complete an in-depth review of the department. The results of that investigation were that the department was deficient in a number of areas including training, cultural sensitivity, management and leadership techniques. The commission made a number of recommendations, but chief among them was that the organization should implement CBP. The chief of police was resistant to the concept for a variety of reasons, but principle among them was that the concept had previously been tried and had failed. He stated emphatically that the department should strive for higher horizons, and with the help of his staff, developed the concept of Service Excellence to supplement CBP. This concept was nothing more than Total Quality Management, the philosophy which had been used successfully by Japanese car makers. The concept focused on a customer orientation, constant process improvement and total employee participation. It was the chief's opinion that it could complement CBP.

Included in the concept of Service Excellence was a structured system for doing a step-by-step analysis of the organization to determine the readiness of the organization to accept the concept. The chief of police ordered that a 15-member design team be formed under the immediate direction of an executive steering committee consisting of all the department's chief staff



officers. As a part of the organizational analysis, the design team was instructed to look at the human resource development of the organization which included selection, retention, discipline, empowerment, training, and rewards.

One of the most critical needs that the design team identified was reward systems. However, the team recognized that in order to build reward systems a number of critical issues would have to be carefully evaluated. The most important were the measure of organizational effectiveness, the standards of performance for employees, and the measures to determine employee effectiveness.

This organization is but one police agency evaluating or focusing its emphasis on CBP. Thus, the issue of employee reward systems is one that can and will have an impact on police agencies throughout the United States.

The research of this author tried to capture what motivates employees, what criteria is used in establishing rewards. It also defines intrinsic rewards, and extrinsic rewards. The research also dealt with organizational effectiveness. Following this, there was a section that dealt with current innovative and creative approaches to reward systems.

In order to establish a reference point for all this information, it is necessary to have a basic definition of CBP which is as follows:

COMMUNITY BASED POLICING IS A VALUE-LADEN PHILOSOPHY OF POLICING THAT CONSISTS OF AN OPEN-ENDED DYNAMIC PROCESS EMPHASIZING PARTNERSHIPS AND PROBLEM SOLVING TO PROVIDE SERVICE EXCELLENCE. (Appendix C)

### What Are Rewards

In order to understand what rewards are, it has to be clearly understood what motivates employees. There is a basic need in most people to work - without it, they deteriorate. In other words, an individual's sense of dignity and self-worth, the very essence of who an individual is, is derived from that individual's occupation or profession. The rewards expected as a result of work efforts are directly tied to instilled values. For example, it would be unreasonable to expect that a Harvard-trained lawyer could derive a great deal of satisfaction from being a janitor. His or her values and expectations have been set at a level far above that of a janitor.

According to Why Work -- Leading the New Generation, values which drive people are:

Survival - This focuses on getting enough to eat, health, personal safety, having a livable environment, and having enough sleep.

Relatedness - This drive deals with attachment, recognition, communication, and sociability with others.

Pleasure - This deals with comfort, sex, and harmonious exercise of the mind and body.

Information - This deals with feedback, knowledge, and understanding.

Mastery - This deals with competence, control, achievement, and power.

Play - This deals with exploration, fantasy, and creativity.

Dignity - This deals with respect, self-esteem, and glory.

Meaning - This deals with trying to understand on a universal, cultural, and individual basis all the other values. (2)

According to Dr. Warren Bennis, Professor for the School of Business Administration, University of Southern California, the three major ways of motivating personnel are: (1) providing direction for employees. (That is, providing them with a vision for the future and clear direction on how to achieve goals in furtherance of attaining that vision.); (2) providing hope that sometime in the future things will get better; and, (3) trust that leaders are going to have the honesty and integrity to serve as an example for the rest of the organization. (3)

Some of the management tools that are currently used in motivating employees include empowerment, rewards, focus, and relationships. The following is a brief description of each:

Empowerment - The act of giving employees responsibility in the decision-making process but at the same time holding them accountable for their decisions. There must be training in order to prepare employees and carefully establish parameters in order to guide them.

Rewards - They satisfy needs. There are two types:

(1) intrinsic which satisfies the need of recognition, self-respect, and self-realization; and, (2) extrinsic which satisfies the need for safety, security, and physical comfort.

Focus - This is driven by the need to be competitive, preserving the viability of the organization, humiliation for failure, and fame for success.

Relationships - This is based on positive interaction that employees develop with subordinates, peers, and superiors. Employees are motivated when they are treated with respect and dignity, recognized for good work, and are afforded the opportunity to participate and learn.

It is very easy to see that each of these motivators are very closely related and are, in a sense, rewards in and of

themselves. For instance, an individual could be paid a great deal of money for performing a task, but if that individual is not given the responsibility to make decisions at critical times, the job would not be as meaningful. Thus, the reward of good pay is somewhat mitigated by the lack of empowerment to make decisions.

The criteria for rewards and punishment are very closely associated since they both reinforce behavior and develop a sense of accountability. First of all, the rewards should be meaningful. Employees should be recognized and appreciated for a real contribution. They should be considered fair by everyone in the organization. That is, there should not be two standards of rewards. They should reinforce productive behavior, exceptional effort, or innovative service.

The effectiveness of an organization can be measured by how well an organization's culture and environment support the objectives of the organization. The organizational needs are, therefore, very closely tied to the employees' needs, which is to say, in order to have an effective organization there must be unity, effective management, and effective operations. Unity can be described as the organizational members working together as a group in order to meet some clearly defined mission and goals. Effective management is leadership that takes into consideration people skills and decision making based on sound data. Finally, effective operations is the organizational ability to solve problems, be responsive to change, have a performance orientation

and to be able to sustain that performance, be flexible, and to have the intelligence to solve complex problems.

At this time, there should be a distinction made between incentives and recognition. Both are outstanding methods of providing a reward; however, by not understanding the difference executives could devise programs that are ineffective. An incentive drives performance. In other words, an incentive promises a reward for some future specific action. Recognition, on the other hand, is appreciation for a contribution after the fact. (4)

#### Current Status

The following is a snapshot of today's environment and how it pertains to innovative and creative reward systems. It was developed through personal interviews of police personnel from several law enforcement agencies and a review of current literature. Most agencies still rely on pay, promotion, assignment to coveted positions, and fringe benefits as a principle way of rewarding their employees. More and more agencies are realizing that in order to retain the most qualified candidates possible, the agencies are having to become more innovative in the reward systems that they provide for employees. A few of these innovative approaches have been summarized as follows:

Additional Time Off - The Hawthorne Police Department, along with a number of other smaller agencies in Southern

California, have implemented compressed work schedules, such as the three-twelve and four-ten. There are many benefits to this type of work schedule for employees and the organization. (5)

Arbitration for Disciplinary and Grievance Matters - One of the major complaints regarding both discipline and grievance matters is that management is sometimes arbitrary in the manner in which they initiate actions which result in discipline and/or grievances. Employees also feel that discipline is sometimes unequal and that decisions in reference to grievances are sometimes arbitrary. Some agencies have rectified this perception by having binding arbitration on all matters concerning discipline and grievances. (6)

Equipment - One major law enforcement agency in Southern California was attempting to advance the idea of giving officers the option of the type of weapon that they chose to carry. The perception among law enforcement officers is that criminals are better armed than most officers, and that carrying of larger caliber firearms would even the playing field.

Additional Compensation for Specialized Assignments - The City of Los Angeles as well as a number of other agencies have given employees increases in salary as a result of special knowledge or danger incumbent in the assignment. For

instance, helicopter pilots, SWAT officers and bomb squad officers all receive a substantial bonus not only for additional danger but also for the special expertise they have developed.

Flexible Work Schedule - A number of agencies have instituted the concept of telecommuting. This allows the employee who is normally assigned to an administrative position the opportunity to complete work-related assignments at home. The employee is generally given the discretion to make the decision when he telecommutes, and there is very little supervision that is exercised over the employee's activities.

Performance Based Incentives - The Pacific Grove Police Department has adopted a program where officers are given a small monetary incentive for reaching certain levels of physical fitness. An examination is administered that tests the officer's endurance and stamina, physical strength, and flexibility. As long as the officer continues to pass the exam, he/she receives a bonus.(7)

Car Pool Vehicles - The City of Santa Monica has begun providing groups of employees who live in the same area with car pool vehicles. Since the cost of housing is high and most of their employees live outside the city, the city in order to retain employees assigns a vehicle to four employees who drive it to and from the work place. All maintenance,



insurance and gasoline costs are absorbed by the City of Santa Monica. (8)

Empowerment - The city police department of Madison, Wisconsin, has divided its officers into natural work teams and has empowered them in the decision-making process. They make decisions ranging from what days off each team member takes to what types of vehicles the department should purchase. This is all done with very little oversight and supervision from the department command staff. (9)

The ensuing study has been divided into three sections consisting of a Futures Study, a Strategic Plan, and a Transition Management Plan. In order to facilitate the reading of this research paper, all graphs and tables are included in the text.

# **SECTION I**

## **THE FUTURE STUDY**

### **WHAT IMPACT WILL COMMUNITY BASED POLICING HAVE ON THE INDIVIDUAL REWARD SYSTEMS OF MAJOR LAW ENFORCEMENT AGENCIES BY THE YEAR 2002?**

The principal portion of this research paper is the futures research study. The design of this research was to look at the environment today, determine what forces (trends and events) are shaping the issue, and as a result plan for tomorrow. Although on its face this would appear to be an almost impossible task, it can be achieved by developing a variety of scenarios and possible policies to lessen the impact of the scenarios. Decisions can then be made which can lessen the amount of negative impact.

This project will examine the trends and events which might, over the next decade, impact employee reward systems of a large urban law enforcement agency involved in Community Based Policing (CBP). In order to identify and foresee these trends and events, a Nominal Group Panel was brought together. An evaluation was conducted to determine how events identified by the Panel might impact the trends. Following this procedure, alternative futures were projected by use of scenarios. Lastly, policies which could affect a department's ability to handle the alternative futures were developed.

## **SCANNING PROCESS**

The scanning process in this research paper consisted of a literature review and selected personal interviews. The highlights of that research are discussed in the Introduction. However, a complete list of the specific information is contained in the Bibliography and the Endnotes.

## **METHODOLOGY**

### **Phase I - Selection of the Issues**

A growing need of most law enforcement agencies to change the reward systems has clearly been identified. The current policing philosophy throughout the nation is undergoing a transition from the professional model to that of CBP. The issue was selected, in part, by the need of a large organization which is undergoing a shift in policing style from the professional model to that of CBP. The chief executive of that organization had commissioned a design team to conduct a review of, among other things, human resource development within the organization. One of the most critical needs which was identified by the design team was reward systems. As a result, the issue question focused on in this study is: "What impact will Community Based Policing have on the Individual Reward Systems of Major Law Enforcement Agencies by the Year 2002?".

The design team then developed a futures wheel and through consensus identified the following sub-issues:

1. What will be the measure of organizational effectiveness?
2. What will be the standard of performance for employees?
3. What measures will be used to determine employee effectiveness?

#### Phase II - Identification of Trends and Events

The identification of trends and events was achieved through the use of a Nominal Group Panel (Appendix C). During the course of the meeting, the Panel identified events and trends that they believed impacted upon the issue question. Each of the events and trends were clearly defined. The Panel was then informed how valuable a good forecast would be. The meeting took exactly 2-1/2 hours to complete.

#### TRENDS

1. Number of arrests
2. Number of crimes
3. Changes in socio-economic level of citizens

4. Influence which unions have on departments
5. Subsidized education for law enforcement agencies involved in CBP
6. Performance evaluation of officers based on increase or decrease in number of crimes
7. Police services focus on quality of life issues
8. Emphasis on conflict resolution in police training
9. Level of reward for officers who build community support
10. Use of Part I crime rates as measure of police effectiveness
11. Level of education of officers
12. Self assessment by officers of CBP activities
13. More horizontal mobility with ranks for officers
14. Officers evaluated by subordinates and peers on CBP activities
15. Civil service system undergoes change

16. Crime prevention activities are part of goals
17. Community feedback monitoring system of CBP activities
18. Customer service attitudes
19. Exceptional performance of CBP activities rewarded
20. Change in approach to solving problems by using community resources
21. Non-economic benefits for exemplary performance of CBP activities
22. Rewards for reaching CBP goals
23. Use of computer-stored data to produce valid evaluations
24. Computer-aided dispatch to emergency calls for service emphasized

#### **EVENTS**

1. Crime and traffic rates are found to be the worst per capita of the ten largest cities in the United States
2. Independent audit finds citizens not satisfied with police service

3. A chief of police of a major law enforcement agency takes a position against community based policing
4. A management audit is conducted and "Polarization" is found in the department
5. Police officer association challenges agency reward system in court
6. A major police department rewards lack of personnel complaints as opposed to high number of arrests
7. Murdered CBP officer found to be negligent in training
8. A riot erupts as a result of a police action
9. Union negotiates on guidelines for evaluation reports and an agreement is reached
10. Community supports CBP officer when officer is charged with misconduct
11. Politicians establish performance standards
12. Overwhelming negative feedback from community on an officer

13. Gay officer receives award for providing high level of service to the community
14. Officer rewarded with scholarship for history of exemplary performance evaluations
15. College diplomas required for promotion
16. In order to improve educational levels, officers receive cash incentives for college units
17. Corporate funds donated to a police department for higher education
18. CBP abandoned
19. Survey seeks feedback from officers regarding ways to improve organization
20. Performance evaluations are revised and input is utilized from supervisors, peers and subordinates as basis for evaluations
21. Evaluation reports eliminated in major department
22. A community survey provides input to department regarding priorities for service



Six participants were initially contacted telephonically and then sent a letter which briefly described the goal of the Panel and the date, time and location of the meeting. The participants included a patrol lieutenant from a medium sized police department, a general manager of a large new car dealership, an area commander of a large urban police department, a captain from a medium sized police department, a human resource director for a large corporation, and a manager for a large communications firm.

### Trend Distillation

The Panel evaluated and voted on a list of 24 trends. Of this list, the following five were selected:

#### Trend 1      Police services focus on quality of life issues

This trend was defined as the focus of law enforcement agencies toward improving the quality of life within communities as opposed to emphasizing production of easily measurable data such as arrests and citations. Quality of life issues included graffiti removal, reduction of street prostitution, reduction in the street sales of narcotics, and reduction of public nuisance crimes.

#### Trend 2      Emphasis on conflict resolution in police training

This trend would involve the change to a collegial academy model which encourages independent decision-making and resolution of conflicts.

Trend 3      Use of Part I crime rates as a measure of police effectiveness

This trend was defined as the practice of law enforcement agencies in calculating the rise and fall of crime rates and using the percentage of increase or decrease as a measure of the overall effectiveness of the agency.

Trend 4      Level of reward for officers who build community support

This trend was defined as management's recognition through promotion, special training and coveted assignments of officers who build community support.

Trend 5      Change in approach to solving problems by using community resources

This trend represents the change of emphasis from only using the police to impact crime problems and combining both community and police resources to reduce crime.

Event Distillation

The Panel identified 22 events, and then reduced that list to the five events which they believed would most significantly impact the issue question, if they actually occurred.

Event 1      Independent audit finds citizens not satisfied with police service

This event dealt with a law enforcement agency which was involved in CBP, being audited by an independent firm and

finding that the agency was ineffective and the citizens were not satisfied with the agency's service.

Event 2      A chief of police of a major law enforcement agency takes a position against CBP

This event has to do with a major city chief of police evaluating CBP in her/his city, finding it to be ineffective, and deciding to do away with it.

Event 3      A major police department rewards lack of personnel complaints as opposed to high number of arrests

This event was defined by the panel as a situation where management discontinues rewarding the officers for a high number of arrests and only rewards them for a reduced number of personnel complaints.

Event 4      Police officer association legally challenges agency reward system for CBP

This event dealt with a police officers association challenging a CBP reward system in a court of law.

Event 5      Politicians establish performance standards for a police department

This event was defined as dissatisfaction by politicians regarding the current police professional model performance standards and as a result, the politicians make a unilateral

change of these standards to what they think the standard should be.

### Phase III - Trend Forecasting

The panel forecasted the five trends by using a ratio scale. The present was equal to 100. The forecasts included past estimates of five years ago and future estimates of five and 10 years which included nominal (will be) and normative (should be) forecasts. Table 1 and Figure 1 depict the results of the forecasts.

**TABLE 1 Trend Evaluation**

			LEVEL OF THE TREND** (Today = 100)			
Trend #	TREND STATEMENT (Abbreviated)		5 Years Ago	Today	*Five years from now	*Ten years from now
1	Police services focus on quality of life issues	T-1	50	100	200/150	150/200
2	Emphasis on conflict resolution in police training	T-2	75	100	150/150	150/200
3	Use of Part I Crime rates as measures of police effectiveness	T-3	125	100	60/75	50/75
4	Level of reward for officers who build community support	T-4	75	100	150/150	125/200
5	Change in approach to solving problems	T-5	80	100	150/150	150/200

\*\*PANEL MEDIAN FORECASTS

"WILL BE"	"WILL BE"
"SHOULD BE"	"SHOULD BE"

The following is an analysis of the median ranges forecasted by the Panel.

**Trend 1**      **Police Services Focus on Quality of Life Issues**

Most of the Panel participants thought that there was a low amount of interest in quality of life issues five years ago because conditions were better than today. As a result, quality of life issues five years ago were 50 percent of what it is today. The estimate for five years from now showed a substantial increase to 200 percent which was largely attributable to an increase in urban decay and commensurate emphasis on the part of the policy and decision makers to impact the situation. The 10-year estimate, however, was actually a 50 point decrease in the focus on quality of life issues which were at the 150 percent level. This was attributable to a projection by the panel that conditions would become better. As a result of an increase in emphasis, the "should be" range for five years from now was 150 percent, and ten years from now was at the 200 percent level. The panel was of the opinion that the quality of life issues would be significantly more important when law enforcement agencies changed from professional model to the CBP model.

**Trend 2**      **Emphasis on Conflict Resolution in Police Training**

The Panel was of the opinion that five years ago the emphasis on conflict resolution was at 75 percent. This was as a result of the emergence of conflict resolution as an effective manner of handling dispute calls. They were of the

opinion that five years from now that figure would drop to 50 percent of what it is today, which was attributable to the high cost of police training in conflict resolution. In a ten year period the panel opined that there would be an increase to 150 percent. They were of the opinion that this would occur because they felt there would be an increase in conflict types of calls for service and that officers would resort to using more physical force. There would be a need to return to conflict resolution as a method of resolving these calls or risk the cost of lawsuits. The Panel was of the opinion that conflict resolution is consistent with CBP, and therefore the "should be" ranges were at the 150 percent level five years from now and at the 200 percent level 10 years from now.

Trend 3      Use of Part I Crime Rates as a Measure of Police Effectiveness

It came as no surprise that the panel opined that the use of Part I crime rates was at 125 percent of what it is today. This was caused by the past use of the professional model of policing as the primary method of delivering police service five years ago. In five years, the panel felt that the use of Part I crime rates would be at 60 percent, and at 10 years from now would be at the 50 percent level. They felt that CBP would be much less dependent on using Part I crime rates as a measure of organizational effectiveness because there is no way to correlate arrests to the increase or decrease in crime rate. At both the five and ten-year points of time the

Panel felt that the "should be" range was at the 75 percent level. The Panel members were of the opinion that it would be difficult to develop alternative methods of gauging police effectiveness.

**Trend 4**      **Level of Reward for Officers who Build Community Support**

The Panel felt that the median level of reward five years ago was at 75 percent of what it is today. Although the term CBP is relatively new, the basic concepts of CBP are not. The Panel felt that most agencies were involved with community relations programs since the early 1970's and that officers were rewarded for developing community support. They stated that in five years it would be at 150 percent because community efforts would continue to increase. However, the Panel felt that in 10 years from now it should decrease to 125 percent because there would be a renewed interest in the arrest of career criminals which would reduce police resources dedicated to CBP. Since most of the Panel felt that CBP would continue to grow as a delivery system for most agencies, the "should be" ranges were at the 150 percent level for five years from now and at the 200 percent level 10 years from now.

**Trend 5**      **Change in Approach to Solving Problems By Using Community Resources**

The participants gave a consistent response in this trend, stating that five years ago it was 80 percent of what it is



today. This again was a result of community relations programs that were developed by most agencies in the 1970's. In five years, they felt that it would be 150 percent, and in 10 years felt that it would be 150 percent. Their conclusion was based on the continued emphasis by most agencies in CBP. However, in the ten year mark it was their opinion that city resources would have an impact on the level of resources that we could put toward CBP. In the "should be" range the panel opined that in five years it would be at the 150 percent level and in 10 years it would be at the 200 percent level which was largely attributable to the continued emphasis on CBP.

#### Event Forecasting

The Panel forecasted five events. The forecasting process included estimates of the years until the probability the event would occur exceeded zero the probability the event would occur five years from now (scale 0-100), and the probability the event would occur ten years from now (scale 0-100). The Panel also evaluated the negative and positive impact on the issue area if the event occurred on a scale of 0-100. Table 2 and Figure 2 represent results of the events forecasted.

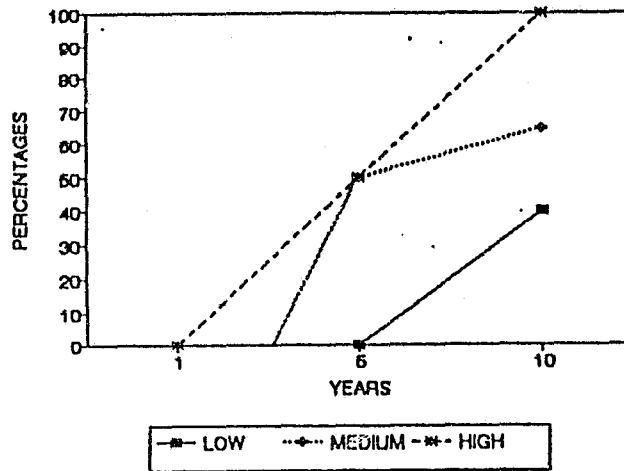
**TABLE 2 Event Evaluation**

EVENT #	EVENT STATEMENT	*Years until probability first exceeds zero	PROBABILITY		IMPACT ON THE ISSUE AREA OF THE EVENT OCCURRED	
			Five years from now (0-100%)	Ten years from now (0-100%)	*Positive (1-10 scale)	*Negative (1-10 scale)
1	Independent audit finds citizens not satisfied with police service	.5	90	100	6	5
2	A chief of police of a major law enforcement agency takes position against community based policing	4	50	65	2	5
3	A major police department rewards lack of personnel complaints as opposed to high number of arrests	1	60	75	6	3
4	Police officer association legally challenges agency reward system	3	65	85	2	9
5	Politicians establish performance standard for its police department	2	50	70	0	10

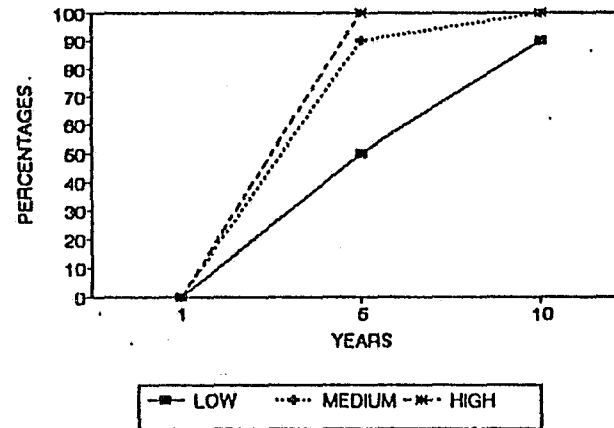
\* Panel Medians

# FIGURE 2 EVENT FORECASTS

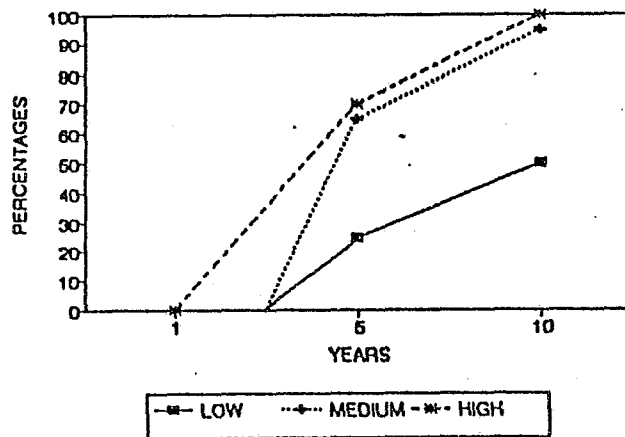
## COP AGAINST CPB



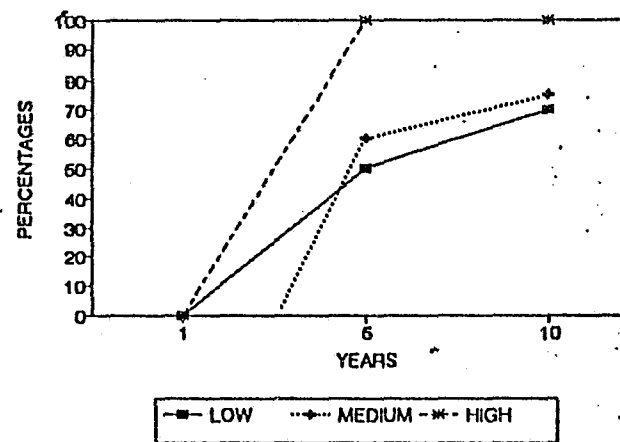
## INDEPENDENT AUDIT OF POLICE SERVICES



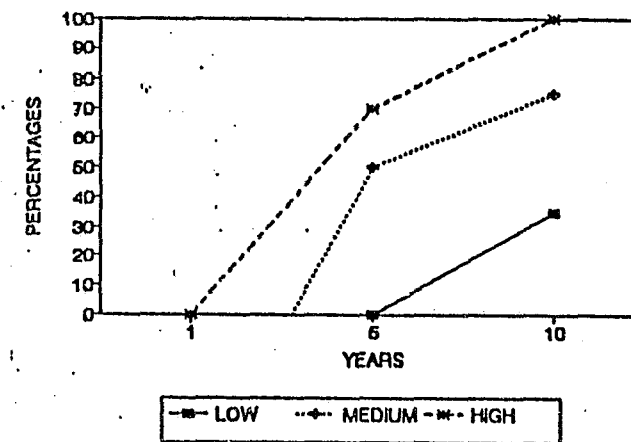
## POA CHALLENGES REWARD SYSTEM



## REWARD FOR LACK OF COMPLAINTS



## POLITICIANS ESTABLISH PERFORMANCE STANDARDS



The following is an analysis of the Panel's evaluation of the events.

Event 1      Independent Audit Finds Citizens Not Satisfied  
with Police Services

The Panel was of the opinion that the independent audit could exceed a zero probability of occurring in as little as six months which was based on the relative ease of assembling the Christopher Commission to investigate the Los Angeles Police Department. They stated that there was a 90 percent probability that the audit would take place within a five year period of time, and that there was a 100 percent probability that it would occur within a 10 year period of time. This opinion was based on the interest that a number of entities outside of law enforcement had taken in measuring the effectiveness of CBP. The Panel felt that, respectively, there would be a +6 and a -5 of impact on the issue if the event occurred. They opined that most agencies are in their infancy in terms of developing CBP programs. It would take several more years of refining this type of policing style before an audit which assesses effectiveness would truly have an impact on the retention of CBP.

Event 2      A Chief of Police of a Major Law Enforcement  
Agency Takes a Position Against CBP

The Panel felt that it would take at least four years before this event exceeded a zero probability of occurring. They based their opinion on the fact that most agencies had been

encouraged by politicians and community members to enter into CBP and it would be difficult for a chief of police to criticize the philosophy without overwhelming evidence that it does not work. It is interesting to note that they only felt that there was a 50 percent probability this would occur within five years, and a 60 percent probability that this would occur in 10 years. This opinion was based on the feeling on the part of the Panel that fiscal conditions throughout the state would continue to worsen and that this might have an impact on continuing some CBP programs. They were of the opinion that there would, respectively, be a +2 and -5 impact on the issue area. There would only be a moderate negative impact if this event were to occur. This is because of the overwhelming support that comes from most communities when they are empowered by CBP.

Event 3      A Major Police Department Rewards Lack of  
Personnel Complaints as Opposed to High Number of  
Arrests

The Panel opined that it could take as little as one year for this event to exceed zero probability. Law enforcement agencies need objective criteria that stresses sensitivity for evaluation reports which are consistent with the CBP philosophy. The Panel stated that there was a 60 percent probability that it would occur within 5 years and a 70 percent probability that it would occur in 10 years. There again this would fall right in line with CBP efforts. If the event occurred the Panel felt that it would, respectively,

have a +6 and a -3 impact on the issue area. The positive impact reinforces the total concept of CBP. The -3 impact on the issue area was partially attributable to the fact that most agencies are still looking for methods in which to rate their officers and that it would not be a substantial negative impact if reduction in personnel complaints was found to be an ineffective method of evaluation.

Event 4      Police Officer Association (POA) Challenges Agency  
Reward Systems In Court

The Panel felt that it could take as long as three years for this event to exceed zero because it would take that long for the meet and confer process and for court proceedings if an agreement could not be reached. Within a five-year period it felt that there was a 65 percent chance of the event occurring, and within 10 years it felt that there was an 85 percent chance of it occurring. Their opinion was based on the litigious behavior of most police officer associations. The Panel was of the opinion that there would, respectively, be a -9 and +2 impact on the issue area. If the POA were to be successful in court, it would be a devastating impact on the reward system which is why the Panel stated that there would be a -9 impact in issue area. If the POA were to be unsuccessful in court, they would probably be unsupportive in changing the reward system; however, this would have low impact on the issue area.

Event 5      Politicians Establish Performance Standard for its  
Police Department

The Panel felt that it could take at least two years for this event to occur. There has been some hesitancy on the part of some agencies to change from productivity standards of arrests and citations because they are so easily counted. However, CBP necessitates that the agency search for alternative methods to gauge employee effectiveness. Therefore, they opined that five years from now, there would be a 50 percent chance of the event occurring, and within 10 years there would actually be an increase to 70 percent. All of the participants were of the opinion that there would be no positive impact on the issue area and that all of the impact would be negative at -10. Their opinion was based on their feeling that nothing positive could come from politicians making decisions that were within the purview of police executives.

Phase IV - Cross-Impact Analysis

Due to time constraints of the Nominal Group Panel, three members were left to assist with a cross-impact analysis by discussion and consensus. The group recorded the maximum impact in percentage of change (plus or minus) that each event would have on the other events and trends, and the years until that maximum impact would occur. Table No. 3 depicts the results of the cross-impact analysis.

**TABLE 3 BASIC CROSS-IMPACT EVALUATION MATRIX**

		IMPACTED EVENT						IMPACTED TREND					
IMPACTING EVENT		E1	E2	E3	E4	E5		T1	T2	T3	T4	T5	Actor Hits
Independent Audit of Police Services	E1		+30 .5	+20 1.0	0	+30 2.0		+70 1.5	+30 2.0	+10 .5	+40 .5	+40 .5	8
Major City Chief of Police Against CBP	E2	-30 .5		-50 1.5	+25 2.0	+25 2.0		-30 3.0	-10 2.0	+20 2.0	-50 .5	-10 2.0	9
Rewards for Lack of Complaints	E3	-20 2.0	+30 2.5		+50 3.0	+10 .5		+20 2.0	+30 2.0	-50 1.0	+20 1.5	+40 1.5	9
POA Legally Challenges Reward System	E4	-60 .5	-10 1.0	-50 2.0		0		0	0	+20 1.5	+50 2.5	0	5
Politicians Establish Reward Systems	E5	+30 1.0	-20 3.0	0	0			0	0	-40 1.5	+30 1.0	-20 3.0	5
Reactor Hits		4	4	3	2	3		3	3	3	5	4	

Events on Trends:

Percentage change (+ or -)

Policies on Events:

Same as event-to-event scale

ID TRENDS AND EVENTS

- T-1 Police focus on quality of life
- T-2 Conflict resolution in police training
- T-3 Crime rates as measure
- T-4 Rewards for community support
- T-5 Change in approach to solving problems



The cross-impact analysis identified actor events, those which had the greatest frequency of actually occurring and subsequently impacting the other events and trends. It also identified reactor events and trends - those which had the highest frequency of possible occurrence.

There were three actor events. The following is a review of the impacted events and the direction of their impact.

Event 1, Independent audit of police services, had eight actor hits. It was positively impacted by all of the events and trends with the exception of Event 4, which was 0. The Panel was of the opinion that an independent audit of police services would have a tremendous impact on nearly all of the events and all of the trends. They also opined that it would be positive impact since CBP would be able to withstand the scrutiny of any audit no matter how exhaustive.

Event 2, Major city chief of police against CBP, led with nine actor hits. It was positively impacted by Event 4 and Trend 3 and negatively impacted by the remainder of the events and trends. The Panel was of the opinion that a major city chief of police coming out against CBP would have a devastating effect on at least two of the events and on the four trends which were related to CBP.

Event 3, Reward for lack of complaints, also had eight actor hits. It was negatively impacted by Event 1 and Trend 3, and positively impacted by the remaining events and trends. All but two of the events and trends would be positively impacted by this event occurring. This is attributable to the fact that new methods of rewarding officers are necessary to coincide with CBP, and if they were unsuccessful it would not be devastating to those events and trends that were related to CBP.

Three reactor events were identified. The following is a list of the reactor events and trends.

Event 1, Independent audit of police services, reacted negatively to Events 2, 3 and 4, and positively to Event 5. The Panel opined that if the independent audit were to come up negative, then all of those events that were related to CBP would also come up negative.

Event 2, Major city chief of police against CBP, reacted negatively to Events 4 and 5, and positively to Events 1 and 3. The Panel opined that Event 4 was negatively impacted because if a major city chief of police went against CBP, it would strengthen the POA's challenge to the reward system which was developed under CBP. In the case of Event 5, the Panel opined that if a major city chief of police went against CBP it would increase the chances of politicians

establishing a reward system that was consistent with what had been done in the past.

Trend 3, Crime Rates as a Measure, reacted negatively to Events 3 and 5, and positively to Events 1, 2, and 4. The Panel opined that crime rates as a measure would be strengthened as a result of Events 1, 2 and 4 occurring since these events were not based in the development of CBP, and conversely, the two that were negatively impacted could be.

### Phase V - Scenarios

#### Exploratory (Nominal) Mode

The demographic changes that began in the late 1970's had continued in most large urban areas. The anglo population of urban areas had dropped to an all-time average low of 40 percent by the year 1997. In order to provide the best possible service to the racially diverse communities, the department implemented CBP and stressed that officers concentrate on quality of life issues. The city began to experience an improvement in quality of life issues which included the reduction of graffiti, conspicuous prostitution, vagrancy, and begging.

The tax base was significantly decreased by the change in demographics and as a result, the city could not afford to hire additional police officers. There was also an increase in violent crime which forced city officials to reduce some of the emphasis on quality of life issues. By this time the Crime Analysis Details had become tremendously effective and were able

to predict crime patterns and more easily identify the perpetrators of these violent crimes. A small percentage of the department's street police officers were placed on patrol and concentrated their efforts on the apprehension of career violent criminals.

In order to become truly responsive to the community's needs, the police department began development of community councils. These community councils provided the police department with information in reference to priorities for service and the levels of customer satisfaction. The department developed so much confidence in the community, they began changing the approach to solving some of the problems in the community by using community resources. This was partially responsible for the improvement in quality of life issues. However, there was little if any effect on the violent crime within the community.

#### Normative Mode

By the year 2002, the police department had completely embraced the philosophy of CBP. An independent audit was conducted and found that the Department had a high level of support from the community. The community was extremely pleased with the officers' ability to remain calm even during the most negative of public contacts. This was attributable to the department's emphasis on conflict resolution in police training.

The change in the department's approach to solving problems by utilizing community resources had empowered the community and

they felt as if their opinion counted and that they were very much needed by the department. There had also been a shift in emphasis by the department from attempting to reduce the crime rate to improving quality of life issues.

Since the department began rewarding a lack of personnel complaints as opposed to high number of arrests, the department realized a kinder, gentler, and more courteous officer. The department was so proud of their lack of personnel complaints that they began teaching the avoidance of verbal and physical altercations in conflict resolution classes that were part of their police training. There also seemed to be a direct correlation between the change that officers made from emphasizing high productivity in arrests and citations to focusing more on quality of life issues.

As a result of their efforts in all of these areas, the department was honored by the United States Government for responsiveness to the community and for high quality of public service. In fact, the officers became so responsive to the community, they were often compared to the English Bobbies.

#### Hypothetical Mode

In the year 1997, a popular councilperson and a group of wealthy businessmen were brutally murdered in an affluent part of a large racially-diverse city. The politicians were infuriated over the apparent ineptness of the police department to solve the crime and called for an independent audit of the department. The chief

of police, fearing that he might lose his job, made a statement against CBP.

Based on the crime, the council called for an independent audit of the department. The audit found a high level of support by the community for the department which was attributed to the entire department fully accepting the basic philosophy of CBP. The community was especially happy with the fact that the department had changed in its approach to solving problems by using community resources. The community had a sense of ownership in the decision-making process and the establishment of policies.

However, despite the fact that there had been an improvement in quality of life issues, there had been a steady increase in the past five years in violent crimes following the implementation of CBP in 1992. Fearing that violent crimes were ruining the quality of life in the city, the council established performance standards which utilized crime rates as a measure of effectiveness. There was no appreciable effect in the CBP program.

In 1997, the department had begun rewarding personnel for a lack of personnel complaints. The POA adamantly opposed and challenged the change in the reward system in a court of law and lost. Detectives were made into generalists and rewarded for the quality of their community contacts. They also were assigned to

cases based on territory as opposed to function, and as a result became more knowledgeable on career criminals who were committing crime in their respective area.

#### Phase VI - Policy Impact

The final phase of this project dealt with identification of policies which might have an impact on the outcome of this paper. The three members who assisted in developing the cross impact assisted in identifying the policies. The policies were developed by discussion and consensus. The hypothetical scenario was chosen. A number of policies were selected which, if enacted, would have a more favorable outcome on the selected scenario.

The following were identified as potential accomplishments that could support achievement of reward systems within community based policing:

1. The POA agrees with the department on a mutually acceptable reward system.
2. A standardized process, Total Quality Management, is fully implemented within the department which enables the organization to more easily develop a reward system.
3. The department establishes core values which are consistent with the basic philosophy of CBP.

### Summary of Future Methods

There is an evolving emphasis by law enforcement agencies to change from the professional model of policing to the CBP philosophy. Consistent with this change of emphasis is a necessary change in the reward systems. There are, however, a number of trends and events which can significantly impact the legality and acceptance of these systems. In order to meet these challenges, the agencies must be willing to involve themselves with proper strategic planning to ensure that the measures of effectiveness, the standards of performance, and the methods of evaluations are consistent with those reward systems. The policies which have been identified in this study could provide the agencies with a starting point in the strategic planning process to ensure that the departments have some control over the future of their individual reward systems.



**TABLE 4 POLICY CROSS-IMPACT EVALUATION MATRIX \***

	IMPACTED EVENT						IMPACTED TRENT				
IMPACTING EVENT	E1	E2	E3	E4	E5		T1	T2	T3	T4	T5
POA Agrees with Dept. on Rewards	0	+10	+40	+100	0		0	0	+20	+20	0
Total Quality Management Implemented	0	+10	0	+20	0		+20	+10	+10	+20	+50
Department Establishes Core Values Consistent With CBP	+10	+50	+20	+30	0		+30	+10	0	+30	+20

Events on Trends:

LEGEND

Percentage change (+ or -)

E-1 Independent Audit on Police Service

T-1 Police Focus on Quality of Life

Policies on Events:

E-2 COP against CBP

T-2 Conflict Resolution in Police Training

Same as Event-to-Event Scale

E-3 Reward for Lack of Complaints

T-3 Crime Rates as Measure

E-4 POA Challenges Reward System

T-4 Reward for Community Support

E-5 Politicians Establish Performance Standards

T-5 Change in Approach to Solving Problems

\* Estimate of impact of each policy of events and policies by year 2002.

## **SECTION 2**

### **STRATEGIC MANAGEMENT**

#### **A STRATEGIC PLAN FOR DEVELOPING A REWARD SYSTEM WHICH IS CONSISTENT WITH COMMUNITY BASED POLICING IN A LARGE METROPOLITAN POLICE AGENCY IN CALIFORNIA.**

The change in perceptions and level of expectations by the community on how law enforcement agencies perform their responsibilities has changed dramatically in recent years. Communities now demand that they be involved in deciding on how police departments operate. In order to meet this challenge, law enforcement administrators have changed from professional models of policing which are based on generating arrest statistics to the CBP model which focuses on developing a partnership between the community and the police.

There is a need for a commensurate paradigm shift in employee reward systems and the standards of performance and measure of effectiveness from which their systems are derived. Hence, the issue question, "What Impact will Community Based Policing have on the individual Reward System of Major Law Enforcement Agencies by the Year 2002?"

In the future research, a panel was assembled and through the Nominal Group Technique was able to identify and forecast 24 trends and 22 events which could impact the issue question. The

respective lists of trends and events was then reduced to five events and five trends which the panel felt were the most significant.

Following this, a cross-impact matrix was developed which examined how the events might impact the trends. Based upon these events and trends, three scenarios were developed in the exploratory, normative and hypothetical modes. Three policies were subsequently identified, which if enacted, would have a more favorable outcome on the hypothetical scenario.

This section of the paper will deal with looking at the possibility of these future trends and events actually occurring and making plans in order to meet these possible eventualities. The Strategic Management Plan will examine the hypothetical scenario that was developed in the Future Study and will have as its primary objective to prevent the scenario from occurring.

#### Subject Department

The department which was selected is a large department consisting of over 8,000 sworn officers and 2,000 civilian personnel. It serves an ethnically and culturally diverse city of over 3-3/4 million in population.

The department is broken down into two separate offices which include the Office of Operations and the Office of Administrative Services. The Office of Operations has approximately 90 percent of the personnel in the organization and oversees the eighteen

geographic areas. Each of these areas consists of a separate patrol and detective division. They also include all the support functions that are necessary to run a small police department. The department is headed by a chief of police who is overseen by a five member citizen commission who are appointed by the mayor.

The department has always had a reputation for being innovative and creative; however, it has had a number of incidents which have occurred of late which have brought it under closer scrutiny from the city council. The city council consists of 15 members which are elected by popular vote in individual districts. The mayor of the city is also elected by popular vote, but from the entire city.

#### **Mission Statement**

There is a need for a commensurate shift in employee reward systems and the standards of performance and measure of effectiveness from which their systems are derived. The following Macro and Micro mission statements have been developed to give guidance and direction to development of a reward system which is consistent with a change in philosophy.

#### **Macro**

It is the mission of the department to improve the quality of life of our city through a shared partnership with the community. The true test of our effectiveness will be the absence of crime and traffic problems throughout the city. The cornerstone of our day-to-day operations is in respect

for the individuals both inside and outside the organization. We value our employees and recognize that they are our most valuable resource.

### Micro

Consistent with the goals and objectives of community based policing, all employees will be rewarded for solving crime problems within the community and the improvement of the quality of life. They will also be rewarded for the positive interactions they have with the community.

## Situation Analysis

### 1. Environment

There have been a number of political and social changes that have taken place in the city in the past year and a half. These changes have created the potential for a number of trends and events to occur which could have a significant impact on the issue question. The following is an analysis by the aforementioned group of eight police officers of those trends and events and how they may create opportunities and threats which will either block or support the achievement of the mission.

The trend of police services focusing on quality of life issues was defined as law enforcement agencies concentrating on improving the quality of life. Quality of life issues could include such things as graffiti removal, removal of abandoned vehicles, and general cleanup of rubbish from areas in the community. This trend could be considered external

because the organization has changed its enforcement emphasis only because of community pressure. This would be particularly difficult to gauge in terms of effectiveness simply because it is difficult to gauge the level of satisfaction that is derived by community members from solving those types of problems. This could be considered an opportunity.

The emphasis on conflict resolution in police training involves the change of current academy models to a more collegial atmosphere which encourages independent decision-making and the resolution of conflicts. This trend is considered external because political and community pressure have caused some of the movement toward the collegial model. This trend would enable the individual officers to be better prepared to handle the myriad of decisions that they would have to make in the change of philosophies under CBP and could be considered an opportunity.

The use of Part I crime rates as a measure of police effectiveness has been a standard for gauging the effectiveness of law enforcement agencies in the professional model. It is external in that all agencies throughout the nation use this method of evaluation to some extent or another. The problem in law enforcement agencies using the calculation of the rise and fall of crime rates is that it is difficult to determine why the rates increase or decrease. It is a threat to the accomplishment of the mission.

The level of reward for officers who build community support is a trend which is based on management's recognition of officers who build community support and is definitely an opportunity. It is external in the sense that community input is the triggering device that causes management's recognition. The measurement of this trend, although difficult, is not impossible and can be accomplished through a variety of methods which include surveys, questionnaires and interviews by supervisory personnel.

The trend involving the change in the current approach of law enforcement which is basically generating statistics to solving problems with the use of community resources, places a greater emphasis on the maintenance of peace within the communities. This trend has as its basis a shared partnership with the community to effectively solve the problems which confront different areas within the community, and is an opportunity.

Of the five events that were identified, the event dealing with an outside independent audit which found that citizens were not satisfied with the current level of police service was the largest threat. This would deal with a law enforcement agency that was involved with CBP being audited by an independent firm, and finding that the officers were ineffective, and that citizens were not satisfied with the agency's service.

The event which concerned the chief of police of a major law enforcement agency taking the position against CBP could be a significant threat to the reward system. This could occur if a chief of police while evaluating CBP were to find the cost of CBP as being too costly.

An event which concerns a major police department which rewards lack of personnel complaints as opposed to having a high number of arrests could occur if management were to place more value on the reduction of unfavorable confrontations between the community and the police. The discontinuation of rewarding officers for a high number of arrests would be against all basic tenets in the delivering of current police services and would be an opportunity.

An event which involved a police officer association legally challenging the agency's reward system in a court of law could be devastating. This challenge would be of a reward system which is based on the CBP mode.

The event which involved politicians establishing performance standards for police departments can be defined as the dissatisfaction by politicians with current performance standards. As a result, politicians could make a unilateral change of these standards to what they think the standards should be without any input from the agencies and could be a threat.



## 2. Organizational Capability

Innovation - The department has had a long-time reputation for being innovative and creative. They have developed such programs as DARE, the concept of SWAT, Team Policing, and the professional model of policing. Team Policing was in direct contradiction with the professional model of policing, and only lasted for a short period of time due to significant budgetary constraints which occurred following the passage of Proposition 13. Team Policing was the forerunner for the whole concept of CBP. However, the organization frowns on mistakes which has somewhat stifled creativity and could impact a reward system.

Talented Command and Staff Officers - The department has a number of gifted staff and command officers, particularly at the captain and commander levels. As a group they are well educated, articulate, and have a high work ethic. A number of individuals who have attained the rank of captain or higher have gone on to have successful careers in other law enforcement agencies as chief executives.

Top Quality Employees - The civilian and sworn ranks of the department have some of the most talented peace officers and support personnel of any law enforcement agency in the entire United States. The reputation that the organization has developed has served as a beacon light for other law enforcement agencies. Current research has shown that they have a certain amount of autonomy in their current

assignments, but could be empowered more. They do not feel as a group that they have been properly rewarded.

A New Chief of Police - The department has recently had a change in command, and a new chief of police from outside the organization was named. He is a very open and flexible individual who believes in treating all of his employees with the utmost amount of dignity and respect. He is a major proponent of CBP and is sincerely interested in developing an organization that is responsive to the community and is rewarded for their efforts.

Good Salary and Benefit Package - For a long period of time, the department has led the United States in salary and as a result has gone a long way in being able to push professionalization of law enforcement within the entire country. Some of the incentives have been tied to attaining a high skill level for marksmanship, but most of the incentives have been tied to tenure.

Good Career Ladder - The department has 17 ranks from the basic police officer position to the rank of chief of police. Although this is sometimes a detriment in terms of getting information up and down the chain of command, it serves as a viable incentive for officers to perform well and to study hard for promotion. The current method of promotion consists of civil service written examination and oral examination which are based on performance evaluations which are

sometimes not accurate. This sometimes makes it difficult to make selections of the very best candidates and to reward them for their leadership ability.

Support From Other Law Enforcement Agencies - Because of the outstanding reputation that the department has in the law enforcement community, other law enforcement agencies are willing to support the department in any way possible. There is a reciprocal agreement, and the department supports other law enforcement agencies equally as well. On occasion, officers are rewarded by getting the opportunity to work on task forces with outside agencies and to travel to provide training for outside agencies.

Training - The department has developed many of the innovative and creative training processes that are currently involved in law enforcement today such as simulated firearm training and creative use of force and tactical training. Training is frequently used as a reward for officers who perform well in the field.

Level of Education - The department has long held that education is a vital part of the valued characteristics of all employees. The academy has recently established an agreement with the community college system in the City, and for completion of the basic academy course each student is awarded 30 semester units. Other colleges and universities have evaluated the curriculum at the academy, and have been

willing to give students upper division and graduate level credit for certain supervisory, managerial, and executive courses.

### Weaknesses

Traditional Policing Style - The organization, because of budget constraints, was forced to go back to concentrating on arrest statistics in order to hold crime at an acceptable level. This caused some significant problems in the culture of the organization. Officers are more concerned with making arrests than they are with prevention of crime. This attitude has deteriorated into a belief by officers that it is them against the community.

Mediocre Relations with Minority Communities - As a result of the concentration on the suppression of crime through arrests, the department has concentrated its efforts in the high crime areas which happen to be mostly minority communities. As a result, there has been an alienation of the entire community.

No Labor Contract - The city is in significant financial crises and is not interested in even beginning the negotiation process. This has limited the department from trying to introduce creative incentives and rewards.

Over Specialization - The department has over-specialized to the point where they have forgotten their basic function.

Some of this specialization, particularly in the intelligence gathering fields, is of little or no value to providing high quality service to the community. Unfortunately, assignment to these positions has long served as a reward.

Aging Chief Staff Officers - The bulk of chief staff officers in the organization have an excess of 30 years of experience with the department, and are extremely inflexible and resistant to change. They have also been thoroughly indoctrinated in the professional model of policing which demands absolute control. It is, therefore, very difficult for this group to allow for risk taking and innovative and creative thinking. The lack of retirements has also limited promotions.

Lack of Promotional Flexibility - The organization has been involved in an archaic structure which was developed as a result of the Jacobs Survey in the early 1970's. While it established a number of career opportunities, it also pigeon-holed officers in positions as a result of civil service rank. The system needs to be revamped.

Infrastructure Improvements - The budget restraints have impacted the logistical support systems that go into supporting the organization. There are a number of aging facilities, poor equipment, and antiquated information systems which need to be updated in order to better support the organization. Officers within the organization have had

significant morale problems as a result of the decay of the infrastructure and have left for other agencies that offer better equipment as an incentive.

### Stakeholder Analysis

In order to effect change, an analysis of the stakeholders and their reaction to change must be understood. The following is that analysis.

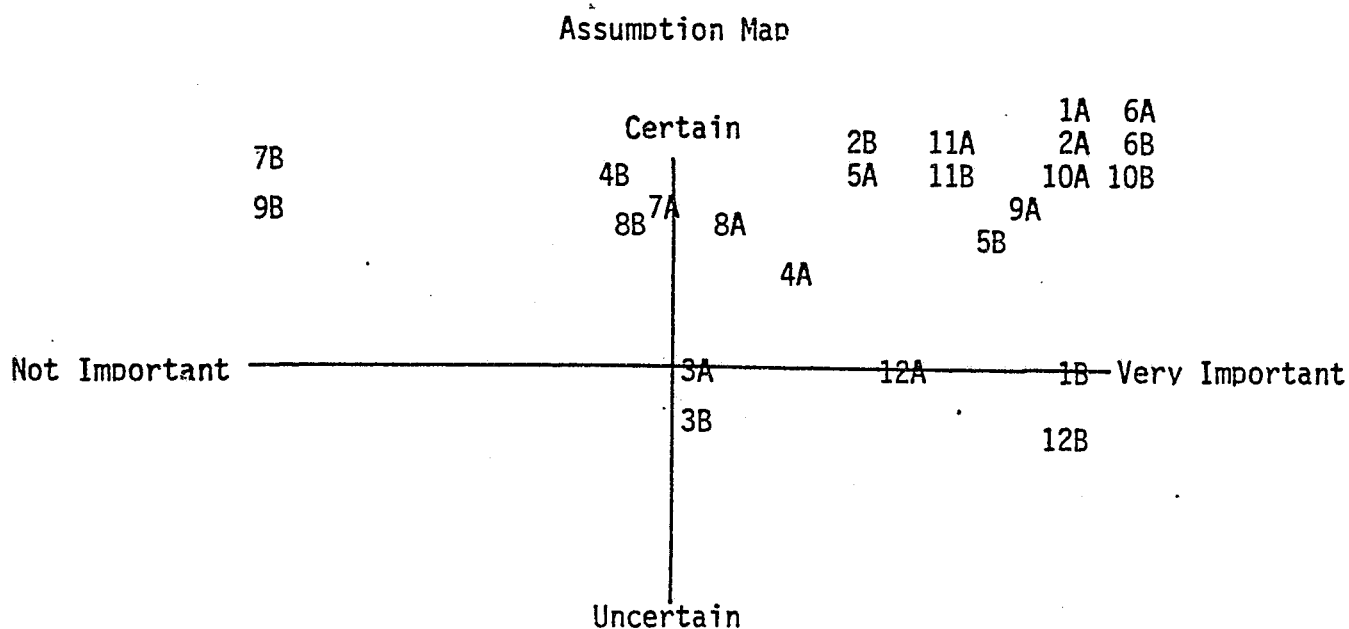
1. Police Officer Associations - A) A change in rewards would be meet and confer issues, and POA's would look for a trade. B) They would be most likely resistant to the change because it would threaten the status quo.
2. Rank and File Officers - A) The culture of most organizations is based on generating arrests, and not necessarily solving problems. B) Anything associated with community-based policing is considered too "touchy feely."
3. Civilian Employees - A) Are more adaptable to change than sworn members. B) They want to share in any reward system that puts them as a group in the same category as sworn employees.
4. Managers and Executives - A) Are more interested in being responsive to their superiors than to the community or rank and file. B) View reward systems as method of

increasing productivity and not fulfilling a basic need.

5. Politicians - A) Will do anything that helps them get reelected. B) Will go along with reward systems as long as they are not tied to monetary incentives.
6. Community Members - A) Interested in being provided with a high quality of public service. B) Would like more authority in the decision-making process which includes the reward system.
7. Arrestees - A) As a group want to be treated with dignity and respect. B) Are not generally interested in arrests being a measure of effectiveness since they are likely to be the loser of this type of activity.
8. Other Law Enforcement Agencies - A) Because of the reputation which has been established by the department, they will likely follow whatever changes take place. B) The department is now more likely to look outside for alternative methods of accomplishing the task.
9. Prosecutorial Agencies - A) Are interested in tying any reward system to thorough and well-documented investigations as a measure of effectiveness. B) Want officers to defer to their judgement, in courtroom situations.

10. Police Commission - A) Want to be as responsive as they possibly can be to politicians. B) As a result of the Independent Commission's Report are interested in bringing CBP to the city.
11. Media - A) Want to create news as opposed to reporting it. B) Has been involved in a long standing feud with the past chief of police and is currently on a honeymoon period with the successor.
12. Snaildarter: POST - A) Wants to impose standards on even the mighty police department and has been unsuccessful during past regime. B) Could have more impact if fiscal crises of the city becomes any worse.

The following table is representative of the certainty and the importance of the stakeholders in the whole process.





### Developing Alternative Strategies

In order to develop the alternative strategies, a modified policy delphi process was used to identify strategies which would enable the department to accomplish the mission. A total of eight strategies were developed by a group of police officers which included three police officers, two sergeants, a captain, a lieutenant, and a commander. The following is a list of those eight strategies:

1. Redesign the performance evaluation report;
2. Change the current measure of effectiveness;
3. Formation of quality of life teams within the community;
4. Formation of an area process improvement reward team within the area;
5. Make CBP a department-wide commitment, not just a patrol function;
6. Focus more effort on problem solving;
7. Provide more empowerment for all employees; and,
8. Place an emphasis on prompt, courteous service by everyone in the organization.

Following the development of the alternative strategies, a list of the three highest-ranking strategies was developed by the aforementioned group of eight police officers, and those included: 1) Redesign the performance evaluation report; 2) Formation of quality of life teams within the community; and, 3) Make CBP a department-wide commitment, not just a patrol function.

The first two strategies will be discussed, and the third strategy will not. The new third strategy will consist of a synthesis of some of the key elements of the other strategies and will be discussed as the preferred strategy. That strategy is implementation of a policy in the organization which embodies total employee participation, and empowerment of employees and the community.

**Redesign the Performance Evaluation Report** - In order to redesign the performance evaluation, the organization must have a set of core values which gives everyone in the organization an idea of what is important. These values should not be an indication of the current organization, but rather a vision of what that organization hopes to be sometime in the future. The development of this statement should be a concerted effort on the part of everyone inside the organization from line officers to top management, as well as the community.

The formulation of these values will hopefully translate into specific objectives that officers would need to meet. Some of

these may include an objective method evaluating personnel, to serve as a foundation for future goals for the officer, to gather and document effective strategies and tactics which have been employed by officers, and the converse to see which of those strategies and tactics have failed. These objectives would also include the assessment of CBP as a whole for the department based on the fulfilling of the objectives by the individual officers.

The formulation of goals by the organization would be critical to the overall effectiveness of the performance evaluation system. These goals, as much as possible, must capture the essence of CBP and what it means to the organization. This is where the philosophies of CBP actually turn into the tangible objectives of what the organization wants to accomplish, and serves as the basis for the evaluation of individual officers.

It has become abundantly clear to law enforcement executives that you get what you count. If an agency is truly interested in changing the very important reward (the positive evaluation), or conversely, the devastating punishment (the negative evaluation), it must establish identifiable and subjective criteria to form the basis of these evaluations. However, the results of most agencies in these efforts has been less than satisfactory since it is extremely difficult to establish the criteria, and time-consuming to gather data which are not easily counted. The majority of the inside stakeholders will probably be hesitant to the change from one evaluation report to another because change is difficult. This is especially true of the POA. The outside

stakeholders will be supportive as long as their expectations and priorities are met.

Formation of Quality of Life Teams Within the Community - The composition of these teams would consist of community leaders, police officers, members of other city departments, and political representatives. Simply stated, their charge would be to identify actions which could improve the quality of life within the community.

The key to the whole process would be ensuring that executives obtain valuable input from each of the entities that are participating on these teams. The strategies and tactics that would be developed as a result of a concerted effort by each of the participants in the group, and there would be a sharing of authority in the decision-making process - especially in prioritization.

The difficulty of implementing the strategy is that the department does not wish to give up authority. However, once executives begin sharing authority with the community, the department will no longer be held responsible for the cause of crime, but only for solving crime.

The positive points to this type of approach is that it naturally engenders the participation of the community, and they have direct input into the identification of problems in the establishment of policy. To a certain extent, they are even

involved in the decision-making process. The community is very supportive of this type of concept, however, internal stakeholders within the department look at this type of approach with a great deal of skepticism.

Although the quality of life teams are structured in order to reduce some of the more visible crime, there is little or no attention paid to violent crime in career criminals. Therefore, violent crime has a tendency of increasing, which has a big impact on external stakeholders and internal stakeholders alike.

Implementation of a Policy in the Organization Which Embodies Total Employee Participation and Empowerment of Employees and the Community - This particular strategy ensures that the department work in full harmony with the community. Partnerships between the community and the police must be formed in order for this strategy to succeed. The reward system will be established as a cooperative effort between the police and the community. Although it will be administered by the police, it will have a great deal of community input.

The concept that CBP engenders is that patrol becomes very much involved, but the remainder of the organization does not. With this strategy, all of the individual units and divisions within the department would be actively involved in delivering the best possible service to not only people outside the organization but to people inside the organization as well. In order for this to occur there must be a transformation of the organization to a

service-oriented culture which places greater emphasis on team work and customer satisfaction.

A key to the success of this strategy lies within the change of the managerial practices of the organization. Managers need to empower employees and the community in the decision-making process. This is accomplished through the training of personnel and the establishment of parameters for decision making. Decision-making needs to be pushed down to the front line level and to the community, in order to give the stakeholders of the actual service the flexibility and creativity needed to respond to requests for service.

The biggest problem with this type of concept is that the American culture is so much concerned with winning and individual accomplishments that it is sometimes difficult to develop team work. All of the stakeholders would have a problem in being able to initially accept this type of philosophy. It is especially difficult for managers to empower the employees and the community and to allow them to become involved in the decision-making process. There is also a problem with training not only with internal stakeholders but external stakeholders as well.

Although these types of programs have had difficulty in realizing a tremendous amount of success in the American work place, the basic philosophies are sound and it is probably the only way that the slippery fish called CBP is ever going to get a solid

structure. Then, and only then, will all the stakeholders benefit.

### IMPLEMENTATION PLAN

The implementation plan will be broken into five sections which include the gathering of all data, the action steps, operational review, human resource development, and the method of evaluation.

#### Gathering of All Data

In order to determine what is needed in terms of the strategy, executives must ask not only people inside the organization but in the community as well. The department should give considerable thought to conducting a community survey to determine what the community's expectations and perceptions are. Additionally, a survey should be conducted inside the organization to determine what the employees think is of importance. A third part of this gathering of data is the benchmarking process where the department's methods are compared to the same methods on other organizations. This is not necessarily restricted to public entities but may include private organizations as well.

#### Action Steps

The first step in the process is to identify the core values of the organization. This would include finding which leadership characteristics are consistent with those core values and developing a personal inventory of each of the top managers in

the organization to see if they are emulating those characteristics.

Second step in the process would be the establishment of pilot programs within the department to determine whether the strategy should be implemented department-wide. This would include the full training of the command staff, line officers, and the community in each of the areas selected on such things as empowerment and leadership. Facilitators would be trained and strategically placed in each of the pilot areas in order to provide guidance and direction.

Internal/external customer buy-in would be the next step in the process and would proceed department-wide implementation. The internal customer buy-in would begin when they become involved in the development of goals that were consistent with the strategy. If there were any shortcomings in the plan, corrective action to remedy these perceived inequities would be crucial to acquiring employee support. The importance of their participation in the implementation process cannot be overstated.

Management buy-in is the next action step in the implementation of the strategy. This would be accomplished during several training sessions and integrated with discussion at staff meetings. The key to the success of any strategy is getting the chief on board. He needs to ensure that the entire department understands that he is fully behind any new plan, program, or philosophy.



### Operational Review

In order to facilitate the department's implementation of this strategy a complete operational review would be necessary. This review must include the organizational structure, service delivery systems, and technological systems. This review should be completed with input from everyone in the organization but under the guidance and direction of top management.

### Human Resource Development

Human resource development is the foundation of implementing any strategy. Recruitment, promotions, discipline, training, and rewards must be consistent with the strategy. Only through progressive human resource development can the organization reach its full potential in serving the community.

### Methods of Evaluation

Although the surveys would be utilized initially to measure customer needs, it would also form a baseline in order to gauge the success of the program. Along with this, each of the areas could utilize focus groups and periodic quality of service audits to determine the effectiveness of the strategy.

### Summary of Strategic Plan

The change of the entire culture is one of the most difficult ventures that an organization can attempt. However, if the management of an organization, particularly the chief executive officer, works in concert with all of the principal stakeholders in the program, it can be accomplished. The external events and

trends which may affect the strategy are certainly going to provide obstacles and opportunities in others but they are not so all-encompassing that they can stop the entire process from occurring. Commitment from the organization and the community is what will make or break the implementation of the program.

## **SECTION 3**

### **TRANSITION MANAGEMENT PLAN**

#### **A DESCRIPTION OF THE CRITICAL MASS AND TRANSITION MANAGEMENT STRUCTURE FOR DEVELOPMENT OF A REWARD SYSTEM WHICH WOULD BE CONSISTENT WITH COMMUNITY BASED POLICING.**

The subject department is the prototype for the professional model of policing. The model, which is based on generation of arrests and traffic statistics, has been responsible for the development of a culture which rewards its employees for how much an employee produces. Concurrently, there has been a change in the perceptions and level of expectations by the community on how law enforcement should perform their responsibilities. There has also been an increase in the level of involvement by the community in how the department should operate.

As a result of a very significant incident, and a subsequent major investigation of the department, the Board of Police Commissioners ordered the department to adopt the philosophy of CBP. This philosophy focuses on developing partnerships between the community and the police, and the solving of problems as opposed to generating statistics.

Despite the change in the overall mission of the department, very little has been done to change the reward systems for the

organization. The department still uses crime and traffic accident rates as a method of measuring the overall effectiveness of the organization, and the standards of an officer's individual performance are based on the number of arrests and the number of tickets he/she produces. Since the organization is a high-reliability institution, there is no tolerance for mistakes, and creativity and innovation are not rewarded. This is in direct contradiction to the idea of Community Based Policing which demands that officers be creative in solving community problems.

This part of the study focuses on a Transition Management Plan for this major city police department. The function of the Transition Management Plan is the process of going from the current reward system which is based on the number of arrests and citations, to a reward system which is consistent with the basic philosophy of CBP. The success or failure of this process depends on the management of the transition state which is where the actual change process takes place. It is during this phase that critical mass individuals are committed, action plans are developed, and the structure to manage the change is developed. Each organization is uniquely different, and no one change plan, management structure, or change process will work for every organization. That change plan should be developed by the organization around its unique environment. In order to be successful, there must be an effective method of evaluation which includes a feedback mechanism, and the flexibility to implement necessary changes and course corrections.

### Critical Mass Individuals

Those individuals who, if actively in support of change, will ensure that that change will take place, include the President of The Police Commission, the Chief of Police, the President of the Police Officer Association, head of the human resources bureau, the Chairperson of the Police, Fire, and Public Safety Committee of the City Council, and the Chairperson of the Budget and Finance Committee of the City Council.

The current President of the Police Commission is probably in the category, "Let Change Happen". In order for the plan to be successful, the President of the Police Commission needs to stay in that category. If he were to try to block the plan, there is absolutely no way if could be successful. He is that critical to the implementation. He is a past member of the department, holding the rank of Assistant Chief of Police and is the principal advisor to the current Chief of Police. He can be convinced by the Chief of Police as to the benefits of a change in rewards.

The Chief of Police is in the category, "Help Change Happen," and probably needs to be brought into the category, "Make Change Happen". He will have to be firmly committed to the concept of changing the reward system and will have to model the way during the transitional phase. In order to move him to the desired category, he simply needs to be educated in what the benefits of changing the reward system would be.

The President of the POA is in the category, "Block Change". He needs to be in the category, "Help Change Happen," in order for the transitional plan to be successful. A change in rewards would be a meet and confer issue and the Protective League would look for a trade. The change may threaten the status quo, and he would be resistant to the change as a result. He could be persuaded into moving into the "Let Change Happen" or "Help Change Happen" category by tying the reward system to monetary incentives.

The head of the human resource bureau is currently in the "Let Change Happen" category, and will need to be in the "Make Change Happen" category for the plan to be successful. The plan will most likely be developed by his organization, and he will not only have to be committed to the success of the plan but will actually have to be a cheerleader. His level of commitment can be obtained by providing him with the education as to the benefits of the systems, and by a high level of commitment by the Chief of Police.

The Chairperson of the Police, Fire, and Public Safety Committee of the City Council is currently in the "Let Change Happen" category, and will need to be moved to the "Make Change Happen" category. In order to obtain his commitment, he will have to be thoroughly convinced that there will be a significant improvement in the level of service provided to the community. A high level of commitment can be obtained from him when he recognized that the community is solidly behind the concept of CBP, and this will

translate into increased support for him during future elections. He needs to be in the "Make It Happen" category in order to convince his colleagues on the Council, particularly the Chairperson of the Budget and Finance Committee, who is against anything that costs the city money.

The Chairperson of the Budget and Finance Committee of the City Council is currently in the "Block Change" category and needs to be in the "Let Change Happen" category. He can be convinced to go along with the program by educating him as to the cost benefits of a reward system which would foster better morale in the department and a higher level of service to the community. The President of the POA, whose organization makes significant contributions to council candidates and the Chairperson of the Police, Fire, and Safety Committee, could be instrumental in persuading him to letting the change happen.

## TYPE OF COMMITMENT

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
<u>Pres.Pol.Com.</u>		O X		
<u>C.O.P.</u>			O-----	X
<u>Pres.POA</u>	O-----		X	
<u>C/O HRB</u>		O-----		X
<u>Chrm.PFPS Com.</u>		O-----		X
<u>Chrm.Bgt.Com.</u>	O-----	X		



### Transition Management Structure

Although the change in the reward system is a significant project, it is probably not deserving of on-going direct involvement of the Chief of Police. If the project was as significant as the implementation of Community Based Policing, the Chief of Police would probably want to be involved. In this case, however, the project manager strategy would probably suffice.

The selection of a staff officer, probably at the rank of Commander or Deputy Chief, would be the appropriate level for the project manager or design team leader. The Chief of Police would want someone who is at a high enough level in the organization to have the respect of the rank and file and others from outside the organization. The Commanding Officer or Assistant Commanding Officer of the Human Resources Bureau, because of their natural job responsibilities, would be an excellent choice.

The team leader or project manager would want a team consisting of at least ten individuals. They should include the Commanding Officer of Planning and Research Division, who would be best suited to provide advice on past projects and future trends, and a director of the POA to engender early union support. The principal portion of the team would be a cross-section of the organization which would include representatives from each sworn and civilian rank, and members from different segments of the community. The design team could assign tasks to sub-committees or seek the advice of technical experts as the need arose. For

instance, if the design team were involved in revamping the Employee Evaluation Report, they might want experts from the personnel function to provide technical expertise. The project manager will not have the time to involve himself in every single aspect of the action plan, and he will need to delegate much of the work to departmental experts.

The design team would be accountable to the steering committee which would consist of the Chief of Police, the Assistant and Deputy Chiefs of Police. The steering committee would be responsible for defining the scope of the project and providing direction and guidance for the project manager. The steering committee would also be responsible for providing feedback to subordinate managers on the progress of the project. The Chief of Police would be responsible for providing feedback to the rank and file via the closed-circuit television system.

#### Technologies/Techniques To Support Implementation

The Chief of Police needs, first to establish a set of core values for the organization. These core values would be the foundation for the vision, mission statement, and the strategies for the organization. The core values should be established as a result of a concerted effort by both the staff of the organization and a broad cross-section of the organization, including civilian personnel. The finished product would then go to the community for additional input and approval. Appendix B

The Chief of Police would then want to provide the staff with his vision of what the recognition system should look like in the future. He should provide the steering committee and the design team leader with clear direction of what he expects from them and the parameters of the system. He would certainly want input from the staff in terms of the readiness of the culture of the organization to accept the change. Finally, he would provide direction on the plan, structure of the team, and a time table. In order to build commitment, he may want to have an executive team-building exercise.

In order to get community input, he may want to have a survey which provides him with their perceptions and expectations of reward systems. He could also use focus groups in order to obtain additional information.

The Chief of Police would then be ready to make an announcement via the closed-circuit television system to the rank and file of the organization. He may even want to go to individual roll calls to discuss the subject with field officers, thereby engendering their support. He may also want to go to the media and make announcements to the community to engender their support. He could use meetings with peer group leaders through vertical staff meetings (those staff meetings which include a broad cross section of the organization with respect to rank) in order to gain their support. The support of the rank and file may be critical in convincing the POA for the need of changes to the reward system and the benefits of those changes.

The work of the design team, with clear direction from the steering committee, would then be commenced. It would be anticipated that the design team would carefully evaluate the change in reward systems in both the private and public sectors and heavily rely on the expertise of others in formulating their plans.

The Chief of Police, along with the design team leader, would be instrumental in gaining the support of the critical mass. The development of the strategy would be in conjunction with the design team and the steering committee. In the event that outside pressure needs to be exerted, the appropriate contacts would be made.

The methods of evaluation would be developed in order to gauge the progress of the project. If course corrections were necessary, the appropriate changes would be made.

## CONCLUSIONS

The department has gone through a number of significant crises within the last year-and-half. This has served as a new beginning for the department to change the method in which we do business. The change from a paramilitary organization to a department which is more community oriented, where the officers are kinder and gentler, is a natural evolution in light of the change in community expectations. The subsequent change in the reward systems for the department will be a critical link to the success of CBP within the city.

The issue question which was studied was, "What Impact will Community Based Policing have on the Reward Systems of Major Law Enforcement Agencies by the Year 2002?" The research found that Community Based Policing is a philosophy which requires a partnership between the police officers and the community they serve. It also stresses joint problem solving as a method of reducing police workload and improving the quality of life in the community. Such an approach may include arrests and citations, but also much broader solutions which are both innovative and non-traditional.

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## A WORKING DEFINITION OF COMMUNITY-BASED POLICING FOR THE CITY OF LOS ANGELES

The major thrust for the Los Angeles Police Department in the 1990's is to establish Total Quality Management in order to achieve service excellence. One significant ingredient of service excellence is community-based policing. With the support of the City Council, we are increasing our investment in this philosophy.

### DEFINITION:

COMMUNITY-BASED POLICING IS A VALUE-LADEN PHILOSOPHY OF POLICING THAT CONSISTS OF AN OPEN-ENDED DYNAMIC PROCESS EMPHASIZING PARTNERSHIPS AND PROBLEM SOLVING TO PROVIDE SERVICE EXCELLENCE.

The community-based policing philosophy consists of four integral components: PARTNERSHIPS, PROBLEM SOLVING, CUSTOMER ORIENTATION and EMPOWERMENT. The continued development of community-based policing requires a reexamination of our organizational culture and values.

#### A. PARTNERSHIPS

Shaping partnerships by establishing Area level "community councils" composed of community, church, service, and business organizations is a cornerstone of community-based policing. These partnerships serve to assist in identifying community priorities and build relationships between the police and the community we serve. In addition, partnerships must be strengthened with other City departments and governmental entities both inside and outside the criminal justice system.

#### B. PROBLEM SOLVING

We must expand our examination of incidents which generate a police response to determine the causal conditions. Once identified, it is incumbent upon Area commanding officers to take steps to address the root causes of these problems. Police assisted community enhancements will be undertaken when they are related to crime and safety issues.

Enforcement must continue to be a primary tool but will be supported by other police assisted community enhancements when appropriate. Career criminal apprehension that focuses on the true predators, an expanded crime analysis facility and a commitment to the long-term resolution of crime problems and related community conditions which affect the quality of life are paramount. In this regard, the measure of success will be results rather than activities.



C. CUSTOMER ORIENTATION

Hand in hand with partnerships, a customer orientation must permeate each activity. This includes our internal as well as external customers. All support activities must be directed to those who are serving our external customers. The customer orientation and the police community partnership can only be achieved when the relationship with the community is facilitated by a stability of assignment and a clear sense of ownership for a specific neighborhood (a territorial imperative). It includes the community's own identification of needs and priorities.

D. EMPOWERMENT

A community-based policing philosophy recognizes that quality service can only be achieved when those who direct that service are close to the customers. Area commanding officers must be empowered to focus on service at the delivery level. They must be encouraged to form community partnerships, engage in local problem solving and make their own decisions, ultimately accepting responsibility for success or failure.

This empowering of the Areas will form bonds with the community, their elected City Council representatives, and other City departments to work together in solving Area-level problems.

It is important to understand that the Department's goal is to achieve excellence in providing quality protection and service in all Department endeavors. Community-based policing shall be viewed as a means to achieve this goal, not as an end in itself.

# LAPD Values

## SERVICE TO OUR COMMUNITIES

We are dedicated to enhancing public safety and reducing the fear and the incidence of crime. People in our communities are our most important customers. Our motto "to protect and to serve" is not just a slogan - it is our way of life. We will work in partnership with the people in our communities and do our best, within the law, to solve community problems that affect public safety. We value the great diversity of people in both our residential and business communities and serve all with equal dedication.

## REVERENCE FOR THE LAW

We have been given the honor and privilege of enforcing the law. We must always exercise integrity in the use of the power and authority that have been given to us by the people. Our personal and professional behavior should be a model for all to follow. We will obey and support the letter and the spirit of the law.

## COMMITMENT TO LEADERSHIP

We believe the Los Angeles Police Department should be a leader in law enforcement. We also believe that each individual needs to be a leader in his or her area of responsibility. Making sure that our values become part of our day-to-day work life is our mandate. We must each work to ensure that our co-workers, our professional colleagues and our communities have the highest respect for the Los Angeles Police Department.

## INTEGRITY IN ALL WE SAY AND DO

Integrity is our standard. We are proud of our profession and will conduct ourselves in a manner that merits the respect of all people. We will demonstrate honest, ethical behavior in all our interactions. Our actions will match our words. We must have the courage to stand up for our beliefs and do what is right. Throughout the ranks, the Los Angeles Police Department has a long history of integrity and freedom from corruption. Upholding this proud tradition is a challenge we must all continue to meet.

## **RESPECT FOR PEOPLE**

Working with the Los Angeles Police Department should be challenging and rewarding. Our people are our most important resource. We can best serve the many and varied needs of our communities by empowering our employees to fulfill their responsibilities with knowledge, authority and appropriate discretion. We encourage our people to submit ideas, we listen to their suggestions, and we help them develop to their maximum potential. We believe in treating all people with respect and dignity: we show concern and empathy for the victims of crime and treat violators of the law with fairness and dignity. By demonstrating respect for others, we will earn respect for the Los Angeles Police Department.

## **QUALITY THROUGH CONTINUOUS IMPROVEMENT**

We will strive to achieve the highest level of quality in all aspects of our work. We can never be satisfied with the "status quo." We must aim for continuous improvement in serving the people in our communities. We value innovation and support creativity. We realize that constant change is a way of life in a dynamic city like Los Angeles, and we dedicate ourselves to proactively seeking new and better ways to serve.

Signed:

The Men and Women of the Los Angeles Police Department.

### LIST OF PANEL PARTICIPANTS

1. An area captain for a large police department.
2. A general manager for a large new car dealership.
3. A lieutenant for a medium size police department.
4. A captain for a medium size police department.
5. A human resources director for a large corporation.
6. A manager of a large communications firm.