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**WILL PRIVATE SECTOR MANAGEMENT PRACTICES  
BE IMPLEMENTED  
IN A LARGE LAW ENFORCEMENT AGENCY  
BY THE YEAR 2004?**

U.S. Department of Justice  
National Institute of Justice

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**PREPARED BY DON FIRST  
FOR  
COMMAND COLLEGE  
CLASS XX  
MAY 1, 1995**

**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

**Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.**

**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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**SECTION I**  
**INTRODUCTION**

Will Private-Sector Management Practices be Implemented in a Large Law Enforcement Agency by the Year 2004?

D. M. First, Sponsoring Agency: California Commission of Peace Officer Standards and Training (POST). 1995. 133 pp.  
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### Abstract

Will Private-Sector Management Practices be implemented in a Large Law Enforcement Agency by the Year 2004?

The issue of implementing private-sector management practices in a large law enforcement agency by the year 2004 is examined. The feasibility of integrating selected private management practices into a large law enforcement agency to improve service delivery is discussed. Private sector management practices found to offer significant benefits include consolidation of existing units, flattening organizations, developing performance based compensation systems and applying technology. Benefits identified are: improved cooperation communication coordination and better information available for management decision making.

The model strategic plan recommends creation of a composite organization having sworn, non-sworn and privately contracted personnel. The transition plan presents a management structure and implementation technologies to change the organization. Study conclusions involve modifying organizational structures, applying technology and creating interactive communications systems. A bibliography, charts, graphs, selected notes, supporting documentation and tables.



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May 1, 1995**

20-0404

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## **INTRODUCTION**

Concern with crime seems to increase daily, while confidence in government is at an all time low. Voters fiercely resist higher taxes while demanding that politicians not cut services. In order to be elected or re-elected, candidates increasingly run on anti-government, anti-crime platforms. Law enforcement leaders of the future will increasingly be caught in the crossfire of what politicians promise and constituents demand. For a police executive, decision making in today's gatling gun atmosphere becomes a daily adventure. The amount of information is exceeded only by its velocity. The challenge facing today's law enforcement leader is how to best respond to the demands of an increasingly sophisticated constituency while contending with ever diminishing resources. This journal article will discuss private sector management practices that can be implemented into the management of a large police department and will present an overview of a plan to implement these management practices into the management of the Long Beach Police Department.

## **THE PROBLEM**

Jerald R. Vaughn, writing for The International City Management Association says, "The increased volume of crime and other demands for police services has placed substantial strain on most police organizations today. Increases in Workforce have seldom matched the increases in the amount of work police are required to do. Growing public frustration about crime, violence and drugs puts additional pressures on the police and has focused a significant amount of attention on the inadequacies of the criminal justice system. Many of these inadequacies are simply resource problems, while others are

management, policy, or procedural practices mired down in tradition or political dictate. The police themselves tend to become discouraged and cynical about the inability of the criminal justice system to adequately protect innocent citizens from the ravages of crime. Yet often they cling to inefficient and ineffective methods of providing police services that only exacerbate the problem.”<sup>1</sup>

Vaughn continues “The role and responsibilities of the police have remained largely unchanged since the late nineteenth century. Many basic methods and procedures remain much the same today as they were several years ago. In this era of doing more with less, law enforcement agencies that are “more effective” will still not be as effective as they could be. Although law enforcement agencies have greatly improved, the crime rate when considering crimes per 100,000 population, remains essentially unchanged.”<sup>2</sup>

Wm. A. Geller, in Local Government Police Management, says: “Forward-looking police executives have turned to an analytic framework that many private-sector executives have used to chart their course into an uncertain future; the concept of “corporate strategy.” They have attempted to adapt elements of this framework that are useful in charting the course of police organizations.”<sup>3</sup>

The development of a corporate strategy has to do with the choice of purpose (or mission), the molding of organizational identity and character, the unending definition of what needs to be done, and the mobilization of resources for the attainment of goals in the face of aggressive competition under adverse circumstances. More succinctly, corporate strategy means setting some direction for the organization based on an analysis of organizational capabilities and environmental opportunities and threats. That analysis is called “strategic analysis,” or sometimes “strategic planning.”<sup>4</sup>

He continues; "Using a corporate strategy in the context of public-sector organizations produces some important shifts in the traditional perspective. Rather than beginning with externally-mandated objectives and then figuring out how to achieve them. The concept of corporate strategy begins with the question of mission. Indeed, strategic analysis is primarily a methodology for deciding what the organization's mission, or purpose, should be. Moreover, it suggests that in defining purposes, managers might be guided not simply by their traditionally mandated purposes, nor simply by a technical view of the problem they are responsible for solving, but also by a sense of what their organization might usefully contribute to current problems that may or may not have been part of their original mandate. In other words, in considering the overall goals of policing, one would have to take into account current environmental challenges, what police departments have learned from their own experiences and policings unique organizational capabilities.<sup>5</sup>

He concludes, "In the traditional perspective, a police executive thinks not about ultimate purpose, but about establishing a visible police presence, responding rapidly to calls for service and successfully investigating crimes. From the new perspective suggested by the concept of corporate strategy, a police executive might consider instead the broader and different question of how he or she might best use a force that, (1) is large, disciplined and resourceful, (2) carries the authority of state, (3) has access to transportation and (4) is available on instant notice around the clock to make the maximum contribution to the quality of life in today's urban and suburban communities. The executive might also ask whether the organization is doing what the citizens of the community want and how the department is organized to learn what the community wants

and needs. Finally, he or she might even consider what gives a public police force a competitive edge over private security efforts and how the public might complement private efforts. Essentially, corporate strategy, with strategic analysis, provides a framework in which questions of an organizations purpose and management are raised; it thus opens up areas of discussion that remain closed if one thinks along more traditional lines". <sup>6</sup>

Shifting from the theoretical to the practical, Peter Drucker in discussing application of private sector management practices in the public sector, says "There will be no results unless there is a radical change in the way government and its agencies are managed and paid. The habit of continuous improvement has to be built into all government agencies and has to be made self sustaining." <sup>7</sup> Drucker describes a process the, now dissolved, Bell telephone system applied to all of its activities and procedures. It was known as "Continuous Improvement". According to Drucker, "For every one of its activities , Bell defined results, performance, quality and cost. And for every one, it set an annual improvement goal. Bell managers were not rewarded for reaching these goals, but those who did not reach them were out of the running and rarely given a second chance".<sup>8</sup>

Drucker adds, "What is equally needed - and is an old bell telephone invention - is "benchmarking". Every year comparing the performance of an operation or an agency with the performance of all others, with the best becoming the standard to be met by all the following year". <sup>9</sup>

Other private sector management practices that can be adopted by a law enforcement agencies include:

- Continuously analyzing activities for productivity: this process, also known as cost benefit analysis can be used to identify those activities which are no longer effective or have outlived their usefulness.
- Restructuring: pyramid shaped topdown organizations are no longer as effective as when they were created. Many successful organizations in the private sector have restructured in the past several years. Restructuring does not always mean downsizing. Activities that are productive and effective should be strengthened, promoted and, when appropriate, expanded.
- Contracting services in and out: long a practice in the private sector, contracting temporary help in times of peak activity has proven a boon for users and providers. Some examples of service that could be contracted for in a large law enforcement agency include accountant help at budget time, specialized training, prisoner and temporary security activity. Likewise contracting services out can be a source of sorely needed revenue. Examples of services that can be contracted out include SWAT teams, laboratory services, K-9 services, and helicopter patrol services.
- Creating strategic alliances: Any police department can and should collaborate with local state and federal components of the criminal justice system to share information and increase efficiency and effectiveness. The technology is available, the will is just becoming apparent.
- Changing compensation systems: The private sector rewards and punishes its managers financially. A manager whose units fall below benchmarks set by top

performers is penalized in terms of compensation or eligibility for promotion.

Non-performers can ultimately be demoted or fired. In the public sector this is seldom the case. New performance based compensation systems must be created and implemented to improve the management of all law enforcement agencies.

It was with these thoughts and concerns in mind that the author selected the issue question of "How can private sector management practices be implemented in a large police department?" as the subject of a California POST Command College futures study project. Three sub issue questions developed, that related to the main issue question were:

1. What private sector management practices offer significant benefits to law enforcement?
2. How will private sector management practices be integrated into the operation of a large law enforcement agency?
3. What are the implications of these practices for a large law enforcement work force in terms of task, training and compensation?

The Command College teaches a process of forecasting the future and then developing a plan to ready an organization to meet the challenges and opportunities in the anticipated future. This process is very similar to that described by Wm. A. Geller earlier in this Paper. The balance of this article will focus on a strategic plan, following the Command College process, developed to implement private sector management practices into the Long beach Police Department.



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### **The Future**

The first step of implementing organizational change involves identifying the anticipated future through a futures study. A futures study is a formalized process used to consider a broad based concern. This broad based concern is then refined through a series of individual and group processes.

A future study process was conducted with a panel of people knowledgeable on the issue of applying private sector management practices in a large police department. An approach known as nominal group process was used to identify and prioritize trends and events which will most likely affect law enforcement by the year 2004. With varying degrees of probability, ten trends identified as most likely to impact the issue question were identified as: 1) Gap between resource availability and demand 2) Interaction by community groups in police decision making 3) pace of technological improvements that can be applied to resource management 4) Customer driven police service 5) Police accountability to the public 6) Private security use 7) Public relations and marketing 8) expansion of "at will" positions 9) workplace diversity 10) Public and private partnerships

Ten events forecast as likely to impact the issue question were identified as 1) a major economic recession 2) major urban unrest 3) a new law decriminalizing victimless crimes 4) Los Angeles County goes bankrupt 5) A court decision having

## **CROSS IMPACT ANALYSIS**

Following identification of the above trends and events a process of cross impact analysis was commenced. Cross impact analysis is the process projecting the impact of each forecast event on other trends or events. Cross impact analysis assesses the impact of each event on each of the other events. The results of the cross impact analysis were then used to formulate possible future scenarios. "A future scenario is a narrative written as if by an historian looking back over forecast trends and events as if they had actually occurred".<sup>10</sup> Three scenarios were developed which incorporated the trends and events identified in the futures study. The most likely scenario was then selected as a basis for strategic planning.

### **Strategic Planning**

With the most likely future established the process of strategic planning commenced. Strategic planning involves several activities. They include: environmental analysis, developing a mission statement, alternative strategy development, selecting the best strategy, and creating transition and implementation plans.

## **ENVIRONMENTAL ANALYSIS**

An analysis of the city and organizational environment was conducted by examining the city's weaknesses, opportunities, threats and strengths. A mission statement was created to provide organizational and non-organizational members insight into the organization's mission and over-all direction. A copy of that mission statement appears on the following page.

## MISSION STATEMENT

Capitalizing on the best leadership, administrative and management practices of the public and private organizations, the Long Beach police Department will work diligently to improve public safety and quality of life. We will manage resources prudently to promote the worth and dignity of all people.

**Objective I** We will treat every person as a valued customer whose feedback is essential to improving service and maintaining a reputation for excellence. We recognize that customers include people inside and outside our organization.

**Objective II** We are committed to managing our financial, material, and human resources effectively and efficiently to enhance the total environment of our community. We believe in holding people accountable for their actions and recognizing their accomplishments.

**Objective III.** We will maintain a capable, safe, and well-trained work force that reflects the community we serve, and is available and accessible to all in our community.

**Objective IV.** We will work together as a team dedicated to making it easy for every person to do the job right, on time, the first time, every time.

**Objective V.** We will continually demonstrate the highest standards of integrity, respect, and courtesy in all that we do, and work to create opportunities for all to succeed.

An in-depth analysis of the stake holders in the issue of applying private sector management practices into a large police department was made. Twelve stake holders were identified whose support was necessary if private sector management practices were going to be implemented in the Long Beach Police Department. These stakeholders are 1) department employee, 2) police department advisor groups, 3) the mayor and city council, 4) the Long Beach Chamber of Commerce, 5) the police union, 6) Long Beach Press Telegram Newspaper, 7) Long Beach Civil Service, 8) the chief of police, 9) police department administrators, 10) police department middle managers, 11) other city departments and 12) Long Beach Business Journal Newspaper.

#### **ALTERNATIVE STRATEGY IDENTIFICATION**

On completion of the above stake holder analysis, a process of alternative strategy identification was commenced. To accomplish this task, a modified conventional Delphi was convened. In this process a group of selected individuals considered the above analysis and developed three alternative strategies to implement private sector management practices into the Long Beach Police Department. The three alternative strategies developed were: 1) retain the existing organization, 2) flatten the organization further, 3) create a composite organization of sworn, non-sworn and privately contracted personnel. The pros and cons of each of the proposed strategies were discussed and weighed. The preferred strategy selected was the composite organization. While this strategy was considered the most difficult to implement, it was thought to have the greatest potential for effective provision of police service.

## TRANSITION PLAN

Managing organizational change is a difficult and challenging business. It is one thing to have a vision of how things ought to be. It is quite another to have the knowledge, courage, skills and ability to change an organization from its present state to that of a desired future. The overall change process is critical to successful implementation of any alteration in organizational composition or direction. The work to be done during a transition period must be viewed in its own unique terms. It must be systematically planned with well thought-out and well developed action plans, and carefully monitored and managed. In order to move from where it is, to a desired future state, the organization must travel through a state of transition. The process of navigating through this difficult and potentially dangerous state, is referred to as transition management.

Transition management must be carefully planned and is crucial to the realization of the strategic plan it should be based upon measurement, evaluation of results and input from the department's customers, employees and stake holders. A dynamic strategic plan should be able to be modified to meet changing service demands as they arise.

"The transition plan is constructed of three distinct but interrelated components. First those persons or groups critical to the change process are identified. Secondly, their current level of commitment must be analyzed and ways to maintain or adjust their commitment positions suggested. This component is entitled, "Critical Mass". Finally the tools and methods with which to minimize the negative impact of change on the organization are composed. This component is identified as Implementation Technologies".<sup>11</sup>

A transition management plan must include a commitment strategy. A commitment strategy is designed to secure the support of key stake holders critical to the success of the desired change. These key stake holders are referred to as Critical Mass. The critical mass is the minimum number of stake holders whose support for a proposed change is needed to make it successful. If the critical mass opposes a proposed change, it will most likely fail.

The author, working with six Long Beach Police Department managers and a representative of the Long Beach City Auditor's Office, identified seven of the original key stake holders as the Critical Mass whose support was critical to the successful implementation of the proposed strategic plan. The stake holders identified as members of the Critical Mass are: the mayor and city council, the chief of police, police department administrators, police department middle managers, the police officers union president, and two local newspapers. Their readiness and capability are discussed below:

### **Readiness Capability Analysis**

In preparing for organizational change it is also essential to assess key organizational leaders readiness and capability to facilitate the change process. An analysis was made of the Critical Mass and the results are depicted in table 1.

**TABLE 1**  
**CRITICAL MASS TABLE**

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Mayor and City Council		X-----	----->O	
Chief of Police			X-----	----->O
Police Dept. Deputy Chiefs		X-----	----->O	
President of Command Officers Assoc.	X-----	----->O		
Police Dept. Union President	X-----	----->O		
Long Beach Press Telegram Editor		X-----	----->O	
Long Beach Business Journal		X-----	----->O	

X = Present degree of commitment.

O = Minimum commitment needed for change to occur.

### Transition Management Team Structure

Because the desired future state is so different from the present state, it will most likely be fraught with tension and anxiety. To facilitate the transition process a temporary management structure should be created to facilitate change.

"In any change, there is always a future state-a place or condition one wishes to achieve: a present state-the current condition in relation to the desired state, and a transition state-getting from the present to the desired state, the period during which the actual change takes place. The task and activities of the transition state may or may not look like those

in future or present states. In managing the overall change process it is always important to 1) determine the major tasks and activities for the transition period and 2) determine the structures and management mechanisms necessary to accomplish these tasks"<sup>12</sup>

Selection of the transition management team leader is critical. This person must have sufficient leadership skills, personal skills, respect and access to resources to ensure successful transition of the proposed organizational change. This person must be independent and secure enough to objectively convey good news and bad news to city leaders.

The transition team leader will be charged with overall responsibility for the development and execution of the transition plan. With the help of his team, he will map out the components of the transition plan. He or she must possess superior communication skills. In his role as transition team leader, he or she will have to decide what information is disseminated and to whom. The team leader will be the focal point of support and resource allocation as the strategic plan evolves. He or she must be politically aware and flexible enough to change with shifting priorities. Finally he or she must be able to communicate the vision of the organization as it will be when the transition is complete. Selection of members of the transition team is also critical since the identified Critical Mass comprises a diverse group. Persons selected for the team must be familiar with transition management, possess sufficient clout and the ability to work with the transition team and stake holders comprising the critical mass. They should represent major functions of the police department including patrol, administration and investigations.



In completing the transition team, a consultant from outside the police department should be included. If resources do not exist to pay for an outside consultant, a representative from an existing city department, such as the City Auditor's Office, should be assigned to the task. This person must be sufficiently qualified and autonomous to offer his or her perspective and insights as an "outsider".

Once the transition management team is selected, oversight teams can be established. For the transition plan described here, the following teams were established: 1) Technology evaluation and acquisition 2) quality control and productivity 3) communications 4) employer relations 5) planning and research and 6) financial management. After assessing the organizations readiness for change each of the teams was assigned responsibilities consistent with their expertise. A transition management outline/timeline can be created and a draft of the transition plan and prepared for presentation to the Chief of Police for review, approval and submission to the city council.

## CONCLUSION

Successful businesses understand that the most important factor in continuing success is focusing on the needs and priorities of their customers. The future of The Long Beach Police Department is no less tied to focusing on the needs and priorities of the communities it serves.

As we have seen from the preceding pages, the Long Beach Police Department faces a future filled with challenges and opportunities. Today, more than ever, well-devised and focused strategies are needed to address the increasing threat of crime. The future leaders of the Long Beach Police Department must make every effort to insure that

the organization is prepared to capitalize on the opportunities and meet the challenges the future will bring.

**THE ISSUE: WILL PRIVATE SECTOR MANAGEMENT PRACTICES BE IMPLEMENTED IN A LARGE POLICE DEPARTMENT BY THE YEAR 2004?**

Police organizations are asked more and more to solve problems in partnership with the community. As this trend continues, proper problem identification, analysis and mitigation strategy development will become more critical. Adopting strategies and approaches that have proven successful in the private sector is a way law enforcement and police leaders can leverage their effectiveness as we enter the next millenium.

**SUB ISSUE: WHAT PRIVATE SECTOR MANAGEMENT PRACTICE OFFER SIGNIFICANT BENEFITS TO LAW ENFORCEMENT?**

Four private-sector management practices were found to offer significant benefits to law enforcement. They are, consolidation of existing enforcement units, flattening organizations, developing performance-based compensation systems, and applying technology. Benefits include: Improve coordination, communication, cooperation, and better information available for analysis and application. Education and proper strategy development and execution will equip Long Beach Police Department leaders to meet the challenges and opportunities the future will bring.

**SUB ISSUE: HOW WILL PRIVATE SECTOR MANAGEMENT PRACTICES BE IMPLEMENTED INTO THE OEPRATION AND ADMINISTRATION OF A LARGE LAW ENFORCEMENT AGENCY?**

This paper discussed the strategic planning and transition management process of implementing private sectors into the operation of a large police department.

Implementing these changes must be a carefully planned and managed process. It must be a process of evolution, not revolution. Communicating the vision and the benefits of the proposed changes is critical to securing the support of the stakeholders. Listening to, analyzing, and responding to constituent demands are a vital part of this process.

**SUB ISSUE: WHAT ARE THE IMPLICATIONS OF THESE PRACTICES FOR A LARGE LAW ENFORCEMENT AGENCY IN TERMS OF COMPENSATION?**

Consolidating services, flattening organizations and applying technology means there may be a significant loss of jobs. Eliminating job positions through attrition, offering retraining, and creating alternate career paths are strategies that will maintain the motivation and commitment of employees. Those who excel in helping the organization accomplish its strategic plan should be compensated. Accomplishing these changes will require the creation of carefully thought-out and monitored performance-based compensation systems.

Managers maintain what leaders launch. Leaders direct and inspire people to action. Integrating private sector management practices into the management of the Long Beach police Department will test the leadership skills of the departments leaders. It will not be easy, but it can be done.

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## INTRODUCTION

Concern with crime is at an all time high, while confidence in government is at an all time low. Voters fiercely resist higher taxes while demanding that politicians not cut services. In order to be elected or re-elected, candidates increasingly run on anti-government, anti-crime platforms. Law enforcement leaders of the future will increasingly be caught in the crossfire of what politicians promise and constituents demand.

In discussing the current state of law enforcement and crime problems, Jerald R. Vaughn, writing for the International City Managers' Association, says "The increased volume of crime and other demands for police services have placed substantial strain on most police organizations today. Increases in work force have seldom matched the increases in the amount of work the police are required to do. Growing public frustration about crime, violence and drugs has put additional pressures on the police and focused a significant amount of attention on the inadequacies of the criminal justice system as a response to crime. Many of these inadequacies are simply resource problems, while others are management, policy or procedural practices that are mired in tradition or political dictate. The police themselves tend to become discouraged and cynical about the inability of the criminal justice system to adequately protect innocent citizens from the ravages of crime, yet they often cling to inefficient and ineffective methods of providing police services that only exacerbate the problem."<sup>1</sup>

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<sup>1</sup>Jerald R. Vaughn, Community-Oriented Policing: An Alternative Strategy, International City Management Association, Washington, D.C., 1992, p15.



He goes on to say, "Research has provided considerable insight into crime and police operations. Some more significant findings are: Only about one third (1/3) of the total amount of crime committed is reported to the police. Much crime goes unreported because the citizens feel the police can't or won't do anything about it. Of the amount of crime that is reported to the police, only about 21% is cleared by exception or arrest of the offender. The 21% average has remained constant for nearly two decades. When applying this 21% clearance rate to the 2/3 of crime that goes unreported, only about 7% of the total crime committed is cleared. Of those arrested, charged, and convicted, less than 9% are actually incarcerated, yet jails and prisons everywhere are seriously overcrowded."<sup>2</sup>

Most crime is committed by a small group of repeat offenders. They continue to victimize people because the criminal justice system has failed to rehabilitate them or isolate them from the rest of society.

Vaughn continues: "The role and responsibilities of the police have remained largely unchanged since the late nineteenth century. Many basic methods and procedures remain much the same today as they were several years ago."<sup>3</sup>

In this era of doing more with less, law enforcement agencies that are "more effective" will still not be as effective as they could be. Although law enforcement agencies have greatly improved, the crime rate, when considering crimes per 100,000 population, remains essentially unchanged.

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<sup>2</sup>Ibid.

<sup>3</sup>Ibid.

Vaughn concludes: "Armed with this information, progressive police administrators have begun to seriously examine the way in which police agencies are organized, how they operate, and ways in which they could become more efficient and effective in dealing with community public safety issues. Enlightened police administrators have come to several conclusions about the future of policing. Among these are:

1. The police cannot deal with crime problems themselves. Crime is a complex social problem that requires *total community involvement* for successful resolution. Proactive prevention of crime is a much more sensible approach given the dismal record of reactive, incident-driven policing.
2. The successful resolution of a criminal incident is a total team effort. It requires tremendous coordination, cooperation, and communication from the first responder through the prosecutor and must include victims, witnesses and other resources within the community. The traditional approach to investigating crime has been seriously flawed, inefficient and ineffective."<sup>4</sup>

Confronting these issues and others requires that law enforcement leaders leave traditional methods of policing and consider other more promising strategies. The mission of law enforcement is to control crime. An underlying trend of the many problems facing law enforcement today is that we are using outmoded ways of doing business in trying to control crime. Today's law enforcement leaders should consider two questions when thinking about the future. The first is "How did we get where we are?" and the second "How can we improve our situation?"

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<sup>4</sup>Ibid.

In the past, law enforcement, provided by government, was a monopoly. Because it had monopolies, it began to take the customer-public for granted. Because change is painful for people and organizations, many law enforcement agencies failed to keep up with expectations and demands of their clients and customers. This attitude and approach must change. Past experience, past practices, past ideals and principles will continue to provide important guidance to tomorrow's law enforcement leaders. However, changes in our society and the world are shaking the foundations of traditional law enforcement practice.

Crime control must remain the central mission of law enforcement. The question is how can law enforcement deliver the most effective service at the very lowest cost? In today's environment, centralized, bureaucratic, top-down monopolies delivering standardized services are no longer effective.

This author would argue that this is the same challenge the private sector faced in the last decade. In 1982, Tom Peters published *In Search of Excellence*. It promoted ways business and organizations could restructure, become more flexible and respond to their customers. Successful private-sector corporations analyzed the way they were doing business and changed to make themselves more responsive to customer demands. All organizations must continue to adapt to meet the dynamic of an ever changing, ever more competitive market place. In the past, those in the private-sector who failed to change failed. The public sector and law enforcement are now faced with these same issues.

William Geller, writing in Local Government Police Management says, "With the field poised on the brink of new strategies and structure for policing the nation's

communities, it is timely to consider an unconventional framework for analyzing the organization and management of policing. Forward-looking police executives have turned to an analytic framework that many private-sector executives have used to chart their course into an uncertain future; the concept of "corporate strategy." They have attempted to adapt elements of this framework that are useful in charting the course of police organizations. Corporate strategy means setting some direction for the organization based on an analysis of organizational capabilities and environmental opportunities and threats. That analysis is called "strategic analysis," or sometimes "strategic planning."<sup>5</sup>

He continues, "Using corporate strategy in the context of public-sector organizations produces some important shifts in the traditional perspective. Rather than beginning with externally mandated objectives and then figuring out how to achieve them, as policing has traditionally done, the concept of corporate strategy begins with the question of mission. Indeed, strategic analysis is primarily a methodology for deciding what the organization's mission, or purpose, should be."<sup>6</sup>

He concludes by saying, "In the traditional perspective, a police executive thinks not about ultimate purpose but about establishing a visible police presence, responding rapidly to calls for service, and successfully investigating crimes. From the new perspective suggested by the concept of corporate strategy, a police executive might consider instead the broader and different question of how he or she might best use a force that, (1) is large, disciplined, and resourceful, (2) carries the authority of the state, (3) has access to transportation, and (4) is available on instant notice around the clock to make

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<sup>5</sup>William A. Geller ed. Local Government Police Management, Third ed. International City Management Association, Washington D.C., 1992, 26.

<sup>6</sup>Ibid.

the maximum contribution to the quality of life in today's urban and suburban communities. Essentially, corporate strategy, with strategic analysis, provides a framework in which questions of organizational purpose and management are raised; it thus opens up areas of discussion that remain closed if one thinks along more traditional lines."<sup>7</sup>

If the law enforcement leader of the future is to succeed, he or she must, whenever possible, adopt the cost-effective fiscally efficient strategies of the private sector.

Discussing the application of private sector management practices in the public sector, Peter Drucker says, "There will be no results unless there is a radical change in the way government and its agencies are managed and paid. The habit of continuous improvement has to be built into all government agencies and has to be made self sustaining."<sup>8</sup> Drucker goes on to describe a process the now dissolved Bell Telephone System applied to all of its activities and procedures. The process was known as "continuous improvement." According to Drucker, "For everyone of it's activities Bell defined results, performance, quality and cost. And for everyone it set an annual improvement goal. Bell managers weren't rewarded for reaching these goals, but those who did not reach them were out of the running and rarely given a second chance."<sup>9</sup>

Additionally, when talking about the federal government (but the same is no less true for law enforcement), Drucker says, "What is equally needed--and is also an old Bell Telephone invention--is "bench marking." Every year comparing the performance of an

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<sup>7</sup>Ibid.

<sup>8</sup>Peter F. Drucker, Really Reinventing Government, The Atlantic Monthly Magazine, Vol 275, February 1995, pp49.

<sup>9</sup>Ibid.

operation or an agency with the performance of all others, with the best becoming the standard to be met by all the following year."<sup>10</sup>

Some argue that government and law enforcement services, productivity and cost are hard to quantify. This may be the case, but each year Financial Worth Magazine ranks the top 30 United States Cities. They do it using criteria of: Financial management (compliance with generally accepted accounting principals), performance measurement, infrastructure maintenance and information technology. Similar management rating criteria are also applicable to law enforcement agencies.

Other private sector management practices that could be adopted by a law enforcement agency include:

Continuously analyzing activities for productivity: This process also known as cost benefit analysis can be used to identify those activities which are no longer effective or have outlived their usefulness.

Restructuring: As discussed elsewhere in this document, pyramid shaped top down organizations are no longer as effective as when they were created. Many successful organizations in the private sector have restructured in the past several years, often as a matter of survival. Restructuring does not always mean down sizing. Activities that are productive and effective should at times be strengthened promoted and expanded.

Contracting services in and out: Long a practice in the private sector, contracting temporary help in times of peak activity has proven a boon for employers and employees alike. Some examples of services that could be contracted in include accountant help at budget time, specialized training, and temporary security activity. Likewise, contracting

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<sup>10</sup>Tbid.

services out can be a source of sorely needed revenue. Examples of law enforcement services that can be contracted out, or in, include S.W.A.T. Teams, laboratory services, K-9 services and helicopter patrol.

Creating Strategic alliances: America's big three auto makers in partnership with Washington have announced plans to develop "A tripled efficiency clean car."<sup>11</sup> If America's big three auto makers and the federal government can collaborate on a project of this magnitude, why can't a large police department collaborate with local, State and Federal components of the criminal justice system to share information and work to increase efficiency and effectiveness. The technology is available. The will is just becoming apparent.

Changing compensation systems: The private sector rewards and punishes its members financially. A private sector manager whose unit falls below bench marks set up by top performers is penalized in terms of compensation or eligibility for promotion. Non performers can ultimately be demoted or fired. In the public sector, this is seldom the case. New compensation systems based upon performance should be created and implemented to improve the management of the Long Beach Police Department

In 1991, police leaders in Long Beach saw the need to chart the course of the Long Beach Police Department into the next decade. In the fall of 1992, the Long Beach Police Department, working with the City Auditor's Office and with the support of elected officials, initiated a strategic plan to focus on the top priority issues and challenges faced by the Department. A private-sector business approach was used that included two major

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<sup>11</sup> Amory B. Lovins and L. Hunter Levins: Reinventing The Wheels, The Atlantic Monthly Magazine, Vol. 275, No. 1, pp75.

phases: issue identification and strategy development to design the strategic plan. During the issue identification phase, information was collected from many sources including:

- The Department's customers
- Stakeholders including the Mayor and City Council (CEO and Board of Directors)
- Police departments of other large California cities (competition)
- The Department's employees
- On-going operations and management reports.

This information was used to identify the Department's strengths, constraints, weaknesses, future threats, and future opportunities. During the strategy development phase, the future vision of the department was refined as a mission statement specific to the issue of using a private sector management approach to improve the delivery of police services. Strategic issues were identified, discussed and prioritized.

All this had an impact on the Department's future vision. Numerous alternative strategies for addressing each issue were developed. Those strategies with the greatest likelihood of contributing to the Department's mission were selected, and a timetable was developed for implementation.

This strategic plan is a dynamic way of doing business. With it, the city, and the police department, are able to respond quickly to changing customer demands.

"Strategies implemented are routinely reviewed to determine if they are resulting in the desired outcomes."<sup>12</sup> They are adjusted or completely modified if results fall short of their

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<sup>12</sup>Long Beach Police Department and the Office of the City Auditor, Long Beach Police Department Strategic Plan, A Plan Submitted to the Long Beach, California City Council, February 1994. 3.



targets. Information collected from the Department's customers plays a major role in evaluating the effectiveness of implemented strategies.

In addition to strategic planning, the Long Beach Police Department can benefit from increased applications of technology. It still sends its officers to take hand written reports just as it did fifty, sixty, or seventy five years ago. These reports are still processed, handled and stored in much the same way as they have been for decades.

The Police Department of Fort Collins, Colorado, recently computerized its entire report and records-keeping operation. Converting from a paper system to a computerized system realized the Fort Collins Police Department the following advantages:<sup>13</sup>

- Improved accuracy--quality and accuracy of reports is much improved.
- Availability--files are not lost or misfiled.
- Storage space reduced--space formerly used to store files have been converted to other uses.
- Improved security--having the data base on terminals and microfilms means no one can change or delete contents of files.
- Improved access--files are now available at any time.
- Investigators' time savings--information searches which formerly would have taken hundreds of hours are now reduced to minutes.

The automation of police records-keeping systems, while lagging, parallels automation in the private sector. The history of business computing can be divided into three eras. The first focused on traditional information management applications such as

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<sup>13</sup>William Spellman Beyond Bean Counting, New Approaches For Managing Crime Data, U.S. Department of Justice, Bureau of Justice Statistics, 1988. 7.

payroll, the second on the use of personal computers, and the third on strategic applications. Law enforcement strategic applications of technology include uses such as fingerprint searches, incident-based reporting systems and tracking community service demands. Data developed from these systems can be used to strategically deploy law enforcement personnel and resources, making them more effective.

In Florida, the state legislature has mandated that all local law enforcement agencies adopt a uniform incident report form. The objective is to reduce data entry costs and increase data quality for a statewide crime information system. This uniform system allows Florida law enforcement agencies to share crime information. This system, once fully implemented, will save countless man-hours, reduce errors and improve efficiency.

The global market place is driving corporations in the private-sector to shift their approach in dealing with important issues such as workplace diversity, quality, customer service and total quality management. Private sector companies are changing their ways of doing business to achieve profitability and create differentiated products and services that can compete in a global market economy.

Many of the same leadership and management problems present in the business world are found in law enforcement. Police managers often approach their work with a short term outlook. It is unusual to hear a police administrator talk about five or ten-year goals. Quick-fix responses (task forces and sweeps to solve local "crime problems,") and shallow thinking (more police officers to solve problems) are no longer acceptable as solutions to crime. Law enforcement leaders must change these attitudes. They must pay attention to new ideas and approaches that are helping this country's private-sector

companies succeed. What is needed is a commitment to people, development of a people-oriented workplace and a belief that leadership can and does make a difference.

### Expert Interview

In order to gain further insight and understanding of the answers to the issue and sub-issue questions, the author met with an expert on private-sector management practices. Clement W. Morrin is a Certified Public Accountant by training. He has practices in Los Angeles and Orange Counties. He is an expert on taxes, business, and corporate management. He is a member of the Board of Directors for a Long Beach bank and several other organizations in Southern California. Mr. Morrin is conservative in his advice and opinions. He can be, and often is, critical of government and police management. Prior to meeting with Mr. Morrin, this author provided him copies of the issue and sub-issue questions, and the futures wheel developed for this project.

Mr. Morrin stated that there was no doubt that government and law enforcement must be more responsive to the public which each serves. He cited growing concern with the nation's economy and increasing violence. He said that government must explore ways to become more efficient and effective. He thinks many of our tax dollars could be better used eliminating needless bureaucracy and poor management practices.

He believes that adaptation of technology must be the trend of the future for government and law enforcement. He stated that in his accountancy practice the use of technology enables him to produce a better, more accurate product while enabling him to hold down personnel costs.. He said that union issues would be a problem but thought union and labor organizations would cooperate with management as an alternative to

losing their jobs. He said that political issues would continue to be a problem for law enforcement because it is easy for politicians to use police as a scapegoat. He thinks the current wave of "get tough on crime" legislation pending will be expensive and not very effective. He said that law enforcement must market the positive services it provides. He pointed out that most people support law enforcement. "Most people," he said, "just want to feel safe."

### **ISSUE IDENTIFICATION**

It was with these thoughts in mind that the author selected the issue question of "Will private-sector management practices be implemented in a large law enforcement agency by the year 2004?" for this project. Some private-sector practices that are applicable to law enforcement include: Application of technology, reorganization, strategic planning, marketing police services, reducing the number of full-time civil service employees, developing performance based compensation systems and contracting services. In order to research the issue question, the author made extensive use of the following resources:

1. The author's Command College STEEP files
2. The Long Beach Main Public Library
3. The Long Beach Police Department Library

4. POST Command College Independent study projects related to privatization, private-sector management practices, problem oriented policing and future community expectations
5. Current business journals including Business Week, Fortune, Forbes, Financial World, and others
6. The Long Beach City Auditor's Office. Cooperating with Long Beach Police Department senior staff, it has developed a long term strategic plan for the Long Beach Police Department.
7. Resources of the National Institute of Justice, U.S. Department of Justice

In examining the futures question of "Will private-sector management practices be used in a large law enforcement agency by the year 2004?", a futures wheel (see Appendix I) was used to focus on the issue question for future study. A futures wheel is a technique to place an emerging issue at the center or focus of a group discussion. It identifies key elements or issues that must be addressed in response to the focus question.

In order to more clearly understand the issue and formulate relevant sub-issue questions, Long Beach Police Department Commander Anthony Batts, Jack Garner of the POST Command College Staff, Russ Kinnderman of the POST Command College Staff, and POST Command College Project Consultant Tom Esensten, were queried concerning "Will private-sector management practices be implemented by a large law enforcement agency by the year 2004?" After a thorough discussion of this central question, the following key sub-issues were identified to be addressed in the future study:

1. What private-sector management practices offer significant benefits to law enforcement?
2. Will selected private-sector management practices be integrated into the operation and administration of a large law enforcement agency?
3. What are the implications of these practices for a large law enforcement agency work force in terms of compensation?

The futures wheel in Appendix I depicts the elements of the futures question developed in this process.

### SUMMARY

Fiscal resources will most likely remain scarce for law enforcement in the future. While private-sector management practices cannot completely replace good public administration, law enforcement managers and leaders must examine and whenever possible capitalize on the concepts of economy and efficiency present in the private sector. The question of "Will private-sector management practices be used by a large law enforcement agency by the year 2004?" was formulated to provide an answer to present and future problems. This issue question will provide a foundation to conduct a futures study to address the management aspects of initiating change of strategy in delivery of police services in a large law enforcement agency. A large law enforcement agency was selected because it has the personal and fiscal resources along with the public mandate to

adopt private-sector management practices. The results of this study will be available to large, mid-size and small law enforcement agencies who may wish to study its findings and adopt some of the strategies into the operations of their organizations.

The challenges law enforcement leaders face today are enormous. How these challenges are transformed into opportunities and what degree of success is eventually accomplished will depend on whether the thinking behind the strategies emanates from a sound understanding of the future. Today, more than ever before, well-devised focused strategies are needed to address the increasing threat of crime in our communities.

Successful businesses understand that the most important factor in continuing success is focusing on the needs and priorities of their customers. The future of law enforcement is no less tied to focusing on the needs and priorities of the communities it serves.

Managers maintain what leaders launch. Leaders direct and inspire people to action. Integrating private-sector management practices into the public sector will test the leadership skills of the best law enforcement administrators. It will not be easy, but it can be done.

**SECTION II**  
**FUTURES STUDY**



## METHODOLOGY

### Introduction

A review of recent literature, as previously discussed in general terms and more specifically below, reveals that there is considerable interest in applying private sector management practices to the management of a large police department. To assist in identifying those trends and events that could significantly impact the issue, a panel of law enforcement, private enterprise managers, and administrators were invited to attend a meeting where the issue and sub-issues were presented (Illustration 1). Appendix 2 has additional biographical data concerning the panel members. Prior to the meeting, each

### ILLUSTRATION 1

#### Participating Panel Members

A Long Beach Police Department Administrative Operations Commander.  
A 17-year-old Long Beach high school senior.  
An accountant and Long Beach area community activist.  
A City of Long Beach Administration officer in the Department of Building and Planning.  
A retired FBI Special Agent, law enforcement author, lecturer, and consultant.  
A retired Chief Executive of Petrolane, Inc., a world-wide corporation.  
A Long Beach Deputy Chief of Police.  
A Long Beach Police Department Patrol Sergeant.  
A Long Beach Police Department Patrol Commander.

panelist was provided a copy of the issue question, the sub-issue questions, and a copy of the futures wheel developed by this author.

### Selection of Events and Trends

Utilizing the Nominal Group Technique (NGT), each panelist, in a round-robin discussion, was asked to provide as many possible future events and trends as they could think of that might impact the issue and sub-issues. As the events and trends were identified, they were placed in numerical order on separate flip charts. Through this process, forty-three candidate events and fifty candidate trends were identified (Appendix 3 & 4). After discussing each of the ideas and developing a clear understanding for each candidate trend and event, a vote determined the ten most important candidates in each category.

### Event Distillation

The original list of forty three events was reduced to the twenty most important events to impact the issue question in the next ten years. Another vote was taken and the list was reduced to the ten most important events to impact the issue question in the next ten years. Individual panel members were asked to examine each of the ten events identified and rank order them according to which events would have an important impact on the issue question. The panel identified by level of importance ten events that it felt had a significant chance of occurring over the next ten years and would have an impact on the topic issue. Following is a list of events the panel identified:

**Event #1:** Major economic recession declared by Chairman of the Federal Reserve System..

**Event #2:** Major urban unrest equivalent to that which occurred in Los Angeles in 1992..

**Event #3:** A new law decriminalizing crimes involving drugs, prostitution, homosexual activity and gambling is passed.

**Event #4:** Los Angeles County goes bankrupt.

**Event #5:** A court decision having a major impact on law enforcement.

**Event #6:** The United States declares war.

**Event #7:** The tax base decreases 10% due to legislation.

**Event #8:** The City of Long Beach contracts with private security to provide police service.

**Event #9:** Unemployment exceeds 15% in California.

**Event #10:** The Supreme Court orders all custodial facilities closed due to overcrowding.

After completing the NGT process, the panel began the forecasting process for the ten events. The forecast included the year the probability of the event first exceeds zero, the probability of occurrence five years from now, and the probability of occurrence ten years from now. The probability scale was zero (event will not happen within the established time limit) to 100% (event will happen by established time limit). Each panelist individually estimated the probabilities including an estimate of the impact on the issue (0-10 positive and 0-10 negative) if the event occurred. Evaluation forms were collected and the probability estimates combined for each event in each category.

The mean was calculated, along with the high and low mean range (the average of those percentages above the mean and the average of those percentages below the mean), for each probability. The impact values (0-10) were calculated by averaging individual responses. After calculating the figures, the panel discussed the outcome in an attempt to resolve extreme results. On reaching consensus, the panel members independently listed their probability estimations on the events with final calculations being transferred to one event evaluation form (Table 1).

**EVENT FORECASTING**  
**TABLE 1**  
**EVENT EVALUATION FORM**

H = High Average M = Mean L = Low Average

EVENT	STATEMENT	Yrs Until Probabil- ity first exceeds zero	Probability		Impact on the issue If the event occurred	
			5 Years from now (0-100)	10 Years from now (0-100)	Positive (0-10)	Negative (0-10)
E1	Major recession declared by Fed. Reserve	H 3	H 100	H 100		
		M 1	M 50	M 50	2	7
		L 0	L 0	L 0		
E2	Major urban unrest	H 3	H 100	H 100		
		M 1	M 87	M 87	2	8
		L 0	L 0	L 0		
E3	A New law decriminalizing crimes involving drugs, prostitution, homosexuality and gambling	H 3	H 100	H 100		
		M 1	M 51	M 51	4	5
		L 0	L 0	L 0		
E4	Los Angeles County goes bankrupt	H 4	H 90	H 90		
		M 1	M 20	M 22	1	7
		L 0	L 0	L 0		
E5	Court Decision with major impact on Law Enforcement	H 3	H 100	H 100		
		M 1	M 37	M 37	5	5
		L 0	L 0	L 0		
E6	U.S. declares war	H 1	H 100	H 80		
		M 0	M 34	M 34	3	6
		L 0	L 0	L 0		
E7	Legislation decreases taxbase 10%	H 4	H 60	H 90		
		M 1	M 22	M 33	4	5
		L 0	L 0	L 0		
E8	City contracts with private security for law enforcement	H 3	H 90	H 90		
		M 1	M 33	M 34	5	4
		L 0	L 0	L 0		
E9	Unemployment reaches 15% in California	H 4	H 50	H 70		
		M 1	M 14	M 14	3	5
		L 0	L 0	L 0		
E10	Supreme Court orders custodial facilities closed	H 3	H 50	H 100		
		M 1	M 14	M 41	1	7
		L 0	L 0	L 0		

N=9

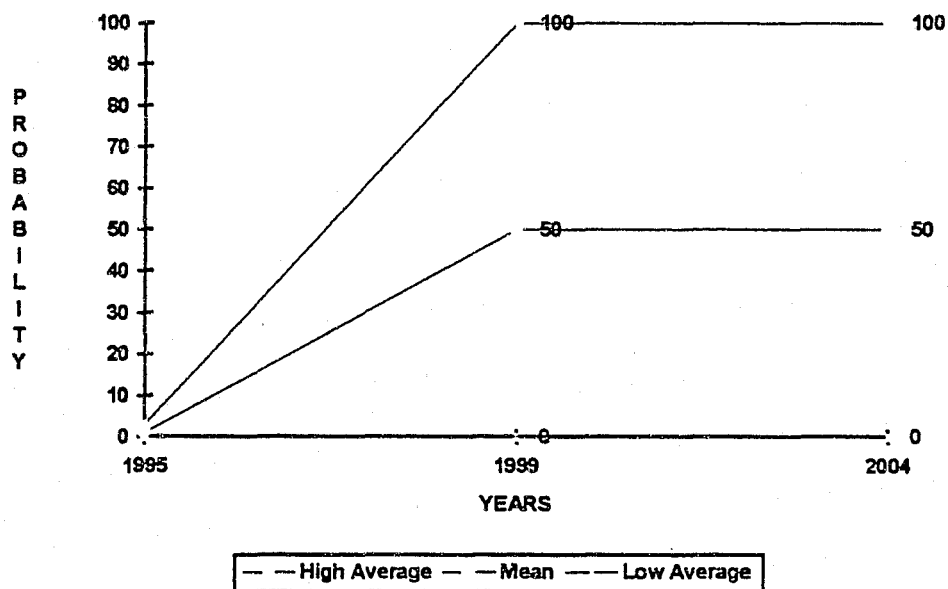
High Average Equals the Average of those scores above the mean

Low Average Equals the Average of those scores above the mean.

### Event Analysis

Graphs E1 through E10 depict the mean for each of the events occurring together with the high and low range. Included with the graphs are event analysis which include event descriptions and graph analyses.

#### Event 1 - Major recession declared by Federal Reserve Chairman



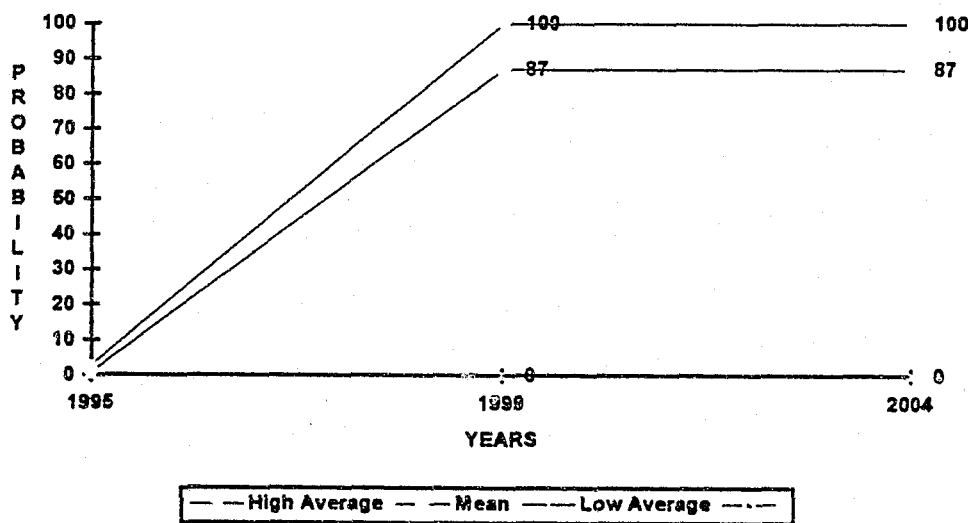
This event was defined as a major nation-wide recession impacting resources available to law enforcement and expectations of how law enforcement agencies should be managed. Referring to the graph, it can be determined that the panel felt very strongly there was a very high probability of a major nation-wide recession in the next five years. Opinions concerning this event were diverse, ranging from a 0 to 100% probability of

occurrence. This broad range of opinion is reflective of the present state of the national and state economies.

While the national economy is doing well, the economy of the State of California, especially Southern California, is not doing well. The panel agreed that recessions are cyclical. Forecasts concerning when recessions start or were likely to end differed. The uncertainty of future economic cycles, national and state-wide, will be reflected in the management of police departments. Furthermore, police managers will be held to increasing levels of public scrutiny and accountability.

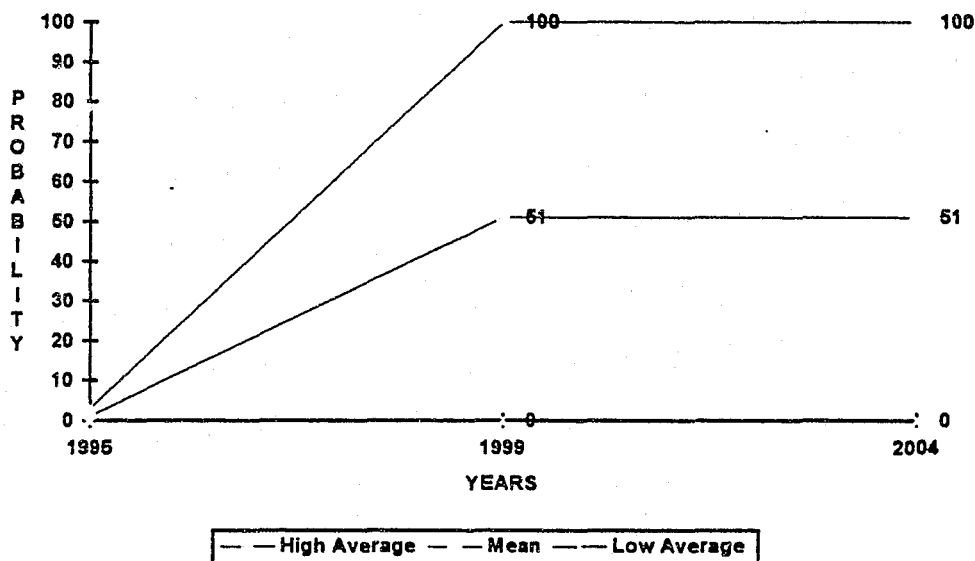
Economic influences in the private-sector affect how businesses are run. People involved with the private-sector will no doubt expect public agencies to follow their lead with policies of flattening organizations, downsizing, use of technology, emphasis on effectiveness and cost benefit analysis.

**Event 2 - Major urban unrest equivalent to Los Angeles in 1992.**



The NGT Panel felt there was a very high likelihood of major urban unrest happening in the next five years (mean response 87%). The panel felt that racial tensions are increasing and conflict is increasing between the "haves" and the "have-nots." It also felt the probability was high that the forecast urban unrest would happen in the next 1-3 years. The expectation of urban unrest will strain existing law enforcement resources. There was fairly rapid consensus on this event among the panel and relatively little discussion.

**Event 3 - A new law decriminalizing crimes involving drugs, prostitution, homosexual activity and gambling is passed.**



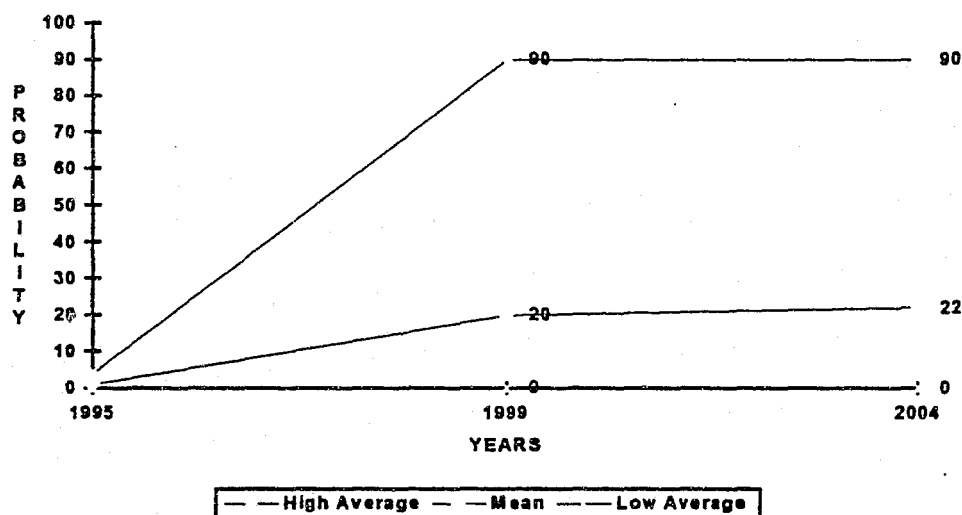
This event was given a 51% mean probability of happening in the next five years. When discussing this event, victimless crimes were defined as those involving gambling, homosexual activity, prostitution and drugs.

This event was not viewed as entirely negative by the panel. The group consensus was that law enforcement spends relatively large amounts of resources enforcing laws



against these crimes, while very little progress appears to have been made controlling them. The group felt if crimes involving gambling, prostitution, homosexuality and drugs were legalized, there could be a dramatic increase in police resources. The panel felt that if law enforcement agencies were no longer responsible for enforcing these laws, resources now directed at enforcing these crimes could be re-directed to enforcing laws against violent crime. The group felt that with legalization of victimless crimes, violent crimes would decrease since much violent crime is related to so-called victimless crime. Furthermore, it was felt that if victimless crimes were legitimized, the potential for government revenue generation was quite high. This revenue could be utilized in several ways, including reducing, or at least postponing, tax increases, and increasing resources to law enforcement.

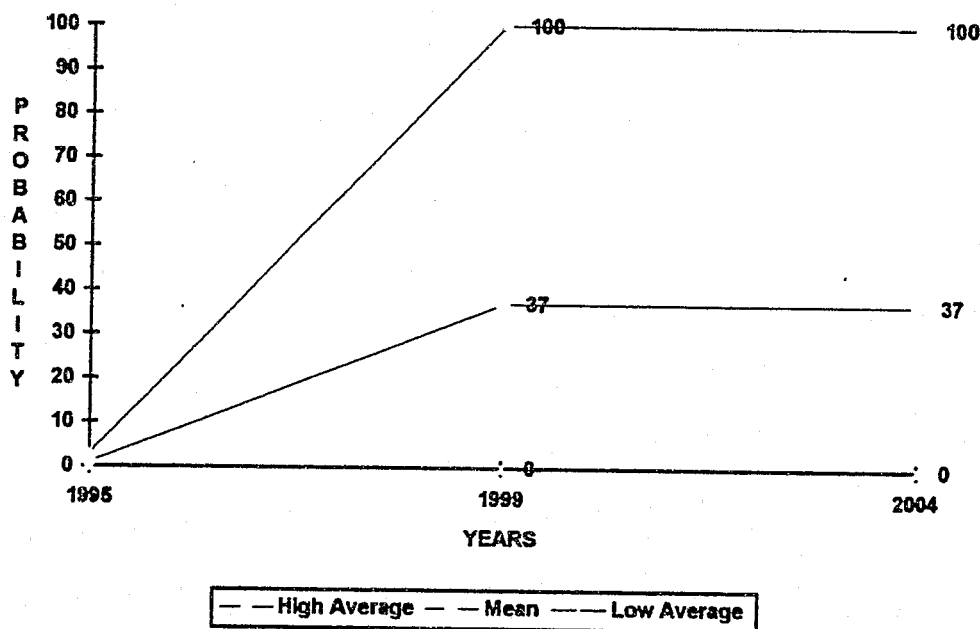
#### Event 4 - Los Angeles County goes bankrupt.



The panel felt there was a mean probability of 20% of Los Angeles County going bankrupt in the next five years. It felt the mean probability of this occurring in the next ten

years was 22%. This increasingly pessimistic prediction is based upon fears that the economy of Los Angeles County would not significantly improve over the next five to seven years. While the panel expected the economy would remain level, it felt demands placed on public resources would increase. The consensus was that immigration to Los Angeles County by low-income wage earners coupled with the emigration of higher income wage earners would exacerbate conflicts between the "haves" and the "have-nots." These conflicts would place increasing demands on dwindling public resources, resulting in a financial crisis and bankruptcy.

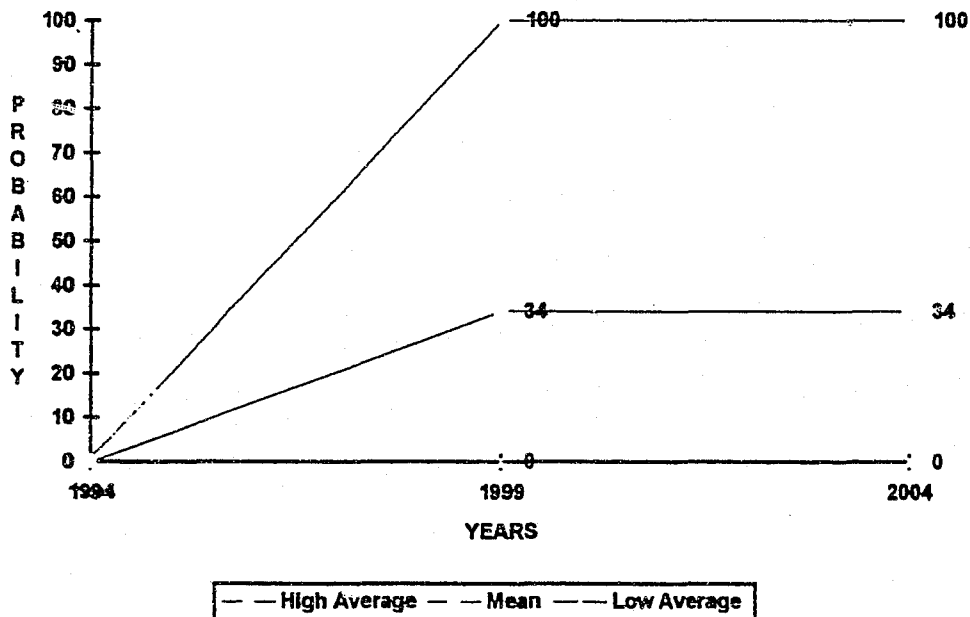
**Event 5 - A court decision having a major negative impact on law enforcement occurs.**



The NGT panel felt there was a good possibility that the U.S. Supreme Court would decide a case having a major negative impact on law enforcement. As a group,

they determined there was a mean 37% probability this would happen in the next five years. The group felt that the Supreme Court as presently composed is conservative. It felt that with the present president (Clinton) chances were very good that the composition of the court would become more liberal. The group felt negative decisions impacting law enforcement would most likely fall in the areas of search and seizure (no warrantless searches), immigration (opening U.S. borders), and information privacy. Such decisions would place an increased demand upon law enforcement resources.

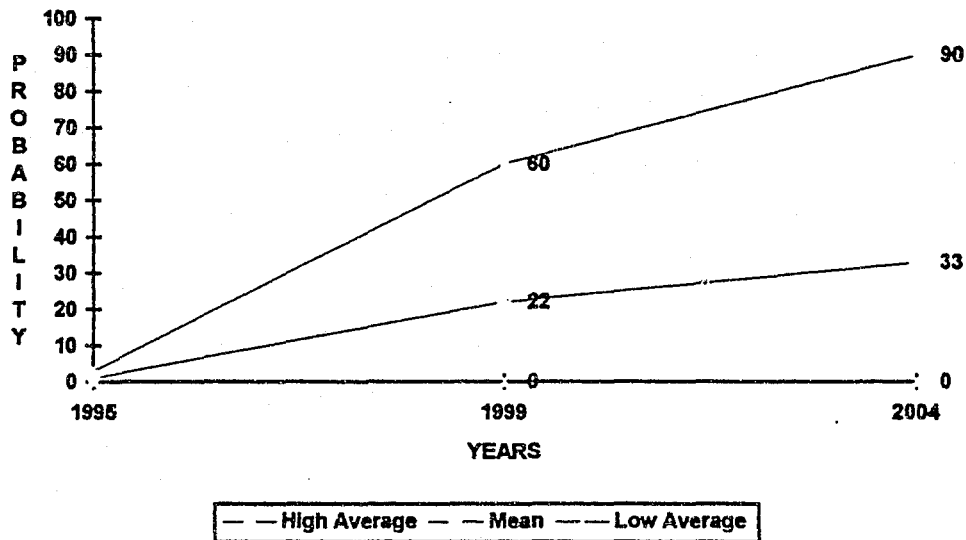
**Event 6 - The U.S. declares war.**



The United States declaring war would most likely impact law enforcement in several ways. If the war was unpopular, law enforcement could count upon anti-war demonstrations and possible riots. All of these events strain available resources. If the war was protracted, it was felt the unemployment rate could decrease due to increasing the size of the military industrial complex and increasing numbers serving in the armed

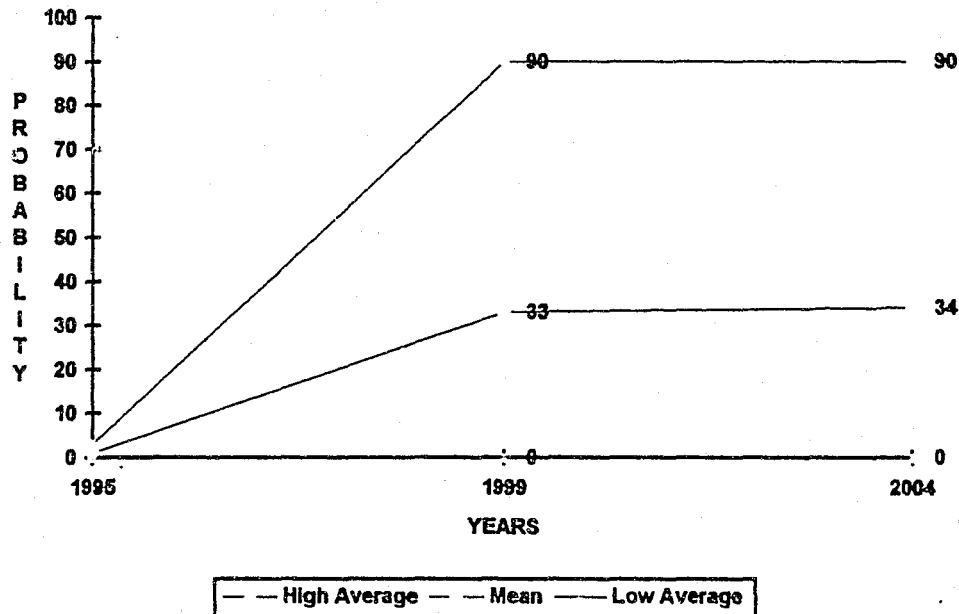
forces. A wartime economy is viewed as economically positive because it would generate more resources to law enforcement. The NGT Group ascribed a mean probability of the United States declaring war in the next five years at 34%.

**Event 7 - Legislative action decreases the tax base by 10%.**



The NGT group felt that legislation decreasing the tax base by 10% was likely to occur, reducing resources available to law enforcement. They felt the likelihood was 22% in the next five years and 33% in the next ten years. The group felt it was most likely that decreased taxes would result as voters became increasingly critical of the way taxes were being spent. They felt this trend would most likely start in areas of California and Florida. These states each have large numbers of low-income people and retired people on fixed incomes who vote. The latter group will become an increasingly powerful group as life expectancy increases and the World War II baby boomers retire. The group felt that as the tax reduction movement took hold, it would spread to other parts of the country.

**Event 8 – The City of Long Beach contracts with private security for law enforcement services.**

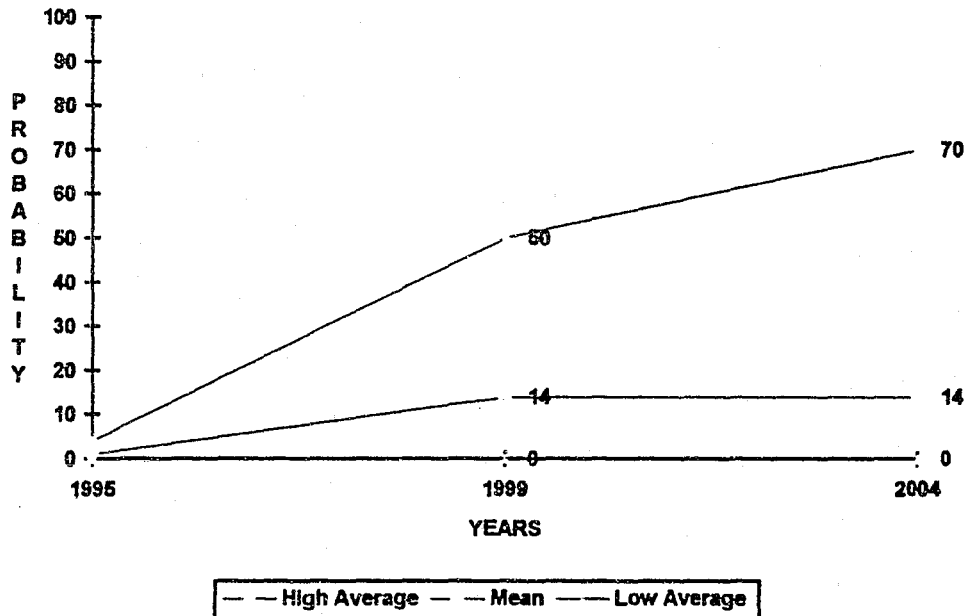


The field of private security is growing and predicted to grow in the future. In 1992, the City of Long Beach decided not to contract with the Los Angeles Sheriff's Department for law enforcement services. The vote was very narrow. There was, and still is, a strong feeling that contracted law enforcement services can be more cost-effective due to economy of scale.

The possibility of Long Beach and other cities contracting for some or all of its police services appeals to elected officials looking to make more effective use of limited resources. One possible scenario discussed by the group involved the city contracting with private security to handle non-violent crimes and matters now handled by sworn personnel. The effects of such a bifurcated approach would have at least two major impacts. The first is that it would release trained, experienced and relatively more

expensive sworn personnel to direct their attention to violent crime. Less highly trained and less expensive personnel could handle matters such as traffic control, public relations, and records management.

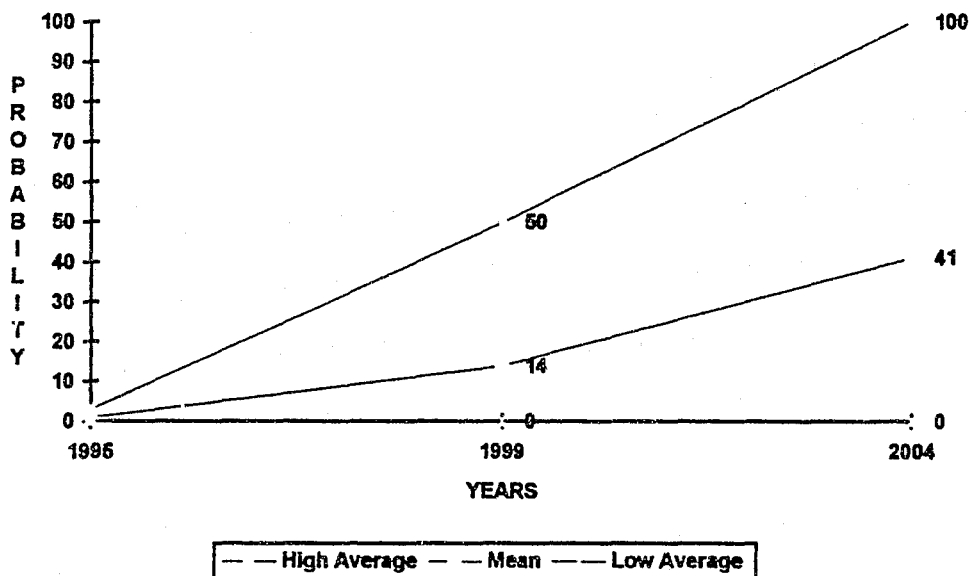
**Event 9 – Unemployment reaches 15% in California.**



A high unemployment rate would most likely result in decreasing revenues and increasing crime rates, further straining law enforcement budgets. At the time the NGT Group convened, the unemployment rate in California was 6.5%. All of the participants in the NGT were familiar with the effects of a relatively high unemployment rate. The group, after a lively discussion, felt the probability of unemployment reaching 15% in the next five years was 14%. As a group, they based their consensus on the present federal administration downsizing military strength which a large portion of the California economy rests upon and the unknown effects of the NAFTA agreement. There was

concern that a large number of California jobs, especially Southern California jobs, would head south to Mexico, lured by lower wages, taxes, insurance and manufacturing costs.

**Event 10 -- The U.S. Supreme Court orders custodial facilities closed.**



As this is written, the Orange County jail is under court mandate to release all but the highest risk felony prisoners due to overcrowding. The Los Angeles County jail is overcrowded, as are most state prisons. All but the worst high risk prisoners receive shortened sentences to make room for people being newly incarcerated. Judges, feeling the pressure of overcrowded jails and prisons, rely increasingly on probation, community service and electronic monitoring as alternatives to long-term incarceration. Meanwhile, conditions in prison worsen as a result of overcrowding and internal gang warfare. The panel felt there was a 14% likelihood the Supreme Court would order custodial facilities closed in the next five years and a 41% likelihood prisons would close in the next

ten years. Such an event would have a dramatic impact on law enforcement. The deterrent effect of potential jail or prison sentences would disappear. Law enforcement would have to deal with an increasing number of unrestrained professional criminals. Priorities and resources would have to be dramatically redirected.

### **Trend Distillation**

The original list of fifty trends was reduced to the twenty most important trends to impact the issue question of "Will private-sector management practices be implemented in a large law enforcement agency by the year 2004?" Another vote reduced the list to the ten most important trends to impact the issue question. The panel evaluated the top ten trends based upon how valuable it would be to have a good long-range forecast of the trend. The panel voted, discussed the results, then voted again. The following ten trends were identified by the level of impact on the issue:

**Trend 1:** Level of gap between resource availability and demand.

**Trend 2:** Level of interaction by community groups in police decision-making.

**Trend 3:** Pace of technological improvements that can be applied to management of resources.

**Trend 4:** Community-customer driven police service.

**Trend 5:** Level of accountability by police to the public.

**Trend 6:** Level of private security use in traditional law enforcement..

**Trend 7:** Level of public relations and marketing in law enforcement.

**Trend 8:** Percent of at-will positions in law enforcement agencies.

**Trend 9:** Level of workplace diversity in law enforcement.



**Trend 10: Number of public and private partnerships to change delivery of law enforcement service.**

The panel then forecast the selected trends. A ratio scale was used to conduct the forecasting. Today's value (1994) equaled 100. The forecast included past estimates (five years prior) and estimates for the future (five and ten years from 1994). Each panelist estimated the various ratios. The individual evaluations and the various ratio estimates were combined for each trend in each category. The mean estimate, the high average deviation and low average (the average of those ratios above the median, and the average of those ratios below the median) was calculated for each ratio. After calculation, the panel discussed the outcomes to resolve extremes in the results. On reaching consensus, the panel members again independently listed their ratio estimates on the trend. The final calculations were transferred to one trend evaluation form (Table 2). Graphs T1-T10 represent the median ratios for each of the trends together with the high and low averages.

# TREND FORECASTING

TABLE 2

## TREND EVALUATION FORM

H = High Average M = Mean Deviation L = Low Average

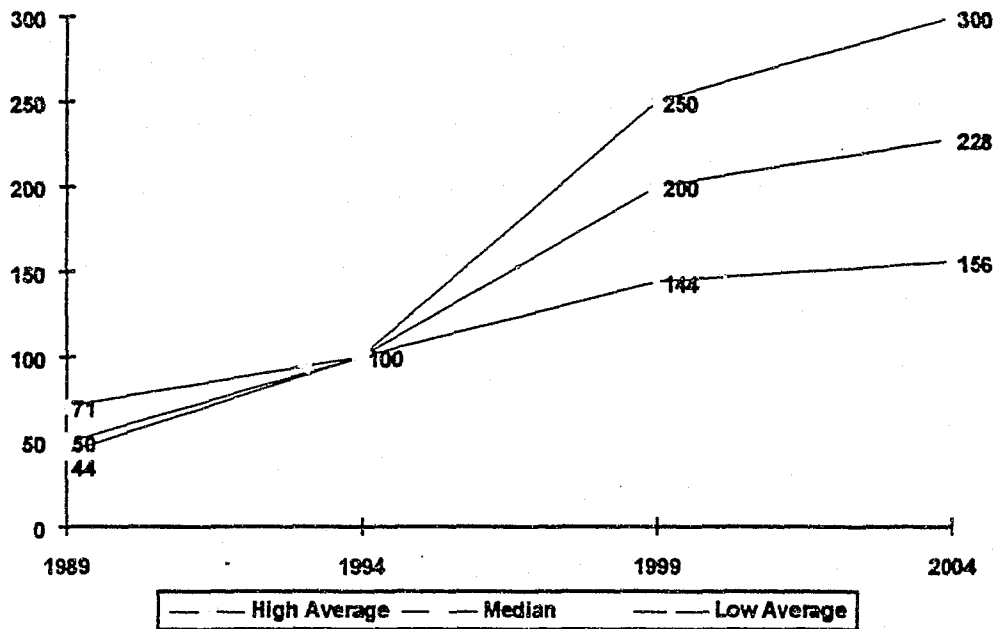
TREND STATEMENT	LEVEL OF THE TREND TODAY = 100			
	5 Yrs ago	Today	5 Years from now	10 Years from now
T1 Do more with less. Level of gap between resource availability and demand	H 71 M 50 L 44	100	H 250 M 200 L 144	H 228 M 300 L 156
T2 Level of interaction by community groups in police decision-making	H 56 M 40 L 22	100	H 212 M 150 L 132	H 262 M 200 L 181
T3 Pace of technological improvements that can be applied to management of resources	H 80 M 50 L 22	100	H 237 M 150 L 132	H 300 M 200 L 181
T4 Community-customer driven police service	H 56 M 40 L 24	100	H 225 M 200 L 144	H 275 M 250 L 175
T5 Level accountability by police to the public	H 80 M 50 L 34	100	H 225 M 125 L 111	H 262 M 200 L 125
T6 Level of use of private security in traditional law enforcement	H 65 M 25 L 14	100	H 212 M 125 L 112	H 275 M 200 L 141
T7 Level of public relations and marketing in law enforcement	H 65 M 25 L 14	100	H 162 M 150 L 132	H 250 M 200 L 175
T8 Percentage of "At-Will" positions in law enforcement agencies	H 95 M 90 L 11	100	H 187 M 150 L 111	H 262 M 150 L 122
T9 Level of work force diversity affecting law enforcement	H 70 M 50 L 47	100	H 175 M 150 L 127	H 250 M 200 L 145
T10 Number of public and private-sector partnerships to change delivery of law enforcement services	H 72 M 50 L 35	100	H 225 M 150 L 122	H 281 M 150 L 142

N=9

High Average equals the average of those scores above the mean

Low average equals the average of those scores above the mean.

Trend 1 -- Analysis: Level of gap between resource availability and demand.



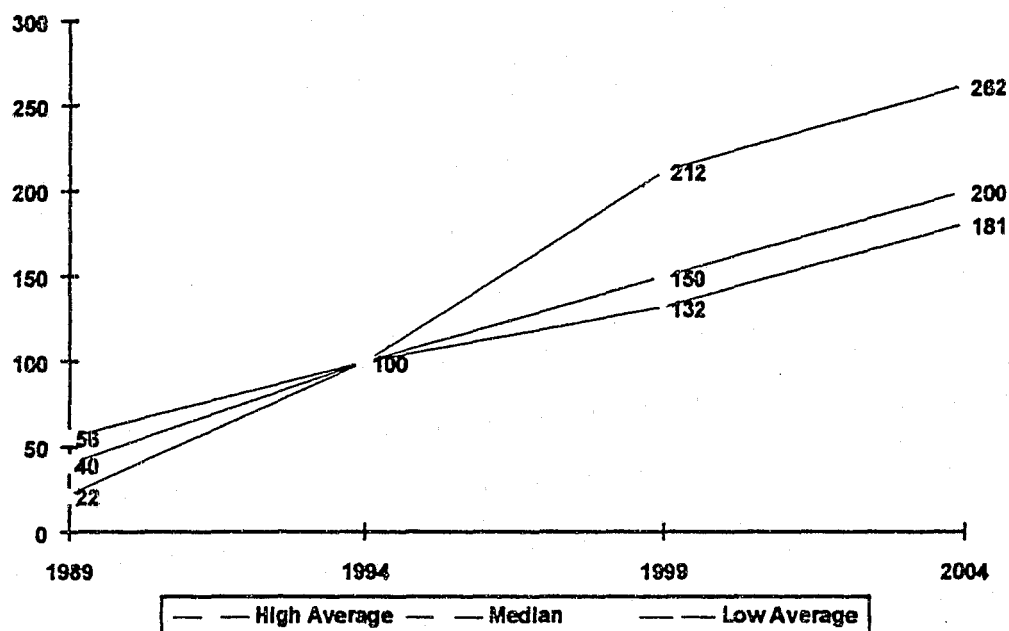
The panel generally felt the economic base of government in general and California in particular would decline over the next ten years (see event 7). California and the United States are now in a world economy. Competing nations are often able to produce goods at less cost than the U.S. American companies must continue to focus on effectiveness, efficiency, quality, and cost to stay competitive. Trends from the private sector will spill over into the public sector as those in the private sector will hold public officials to the same standards with which they must contend.

Declining private and public-sector resources will force public officials to do more with less. Cost-effective strategies identified by the panel include: Increased use of technology, handheld computers, telecommunications equipment, paperless record systems and information-based dispatching and resource allocation systems, new

organization models including flattened organizations, ad hocacies, and decentralization (see Trend 8), elimination of civil service positions in favor of contracted or at-will employees, marketing of police services, and contracting services.

The panel felt there is continuing public pressure to do more with less, which will double in the next five years and triple in the next ten.

**Trend 2 -- Level of interaction by community groups in police decision-making.**

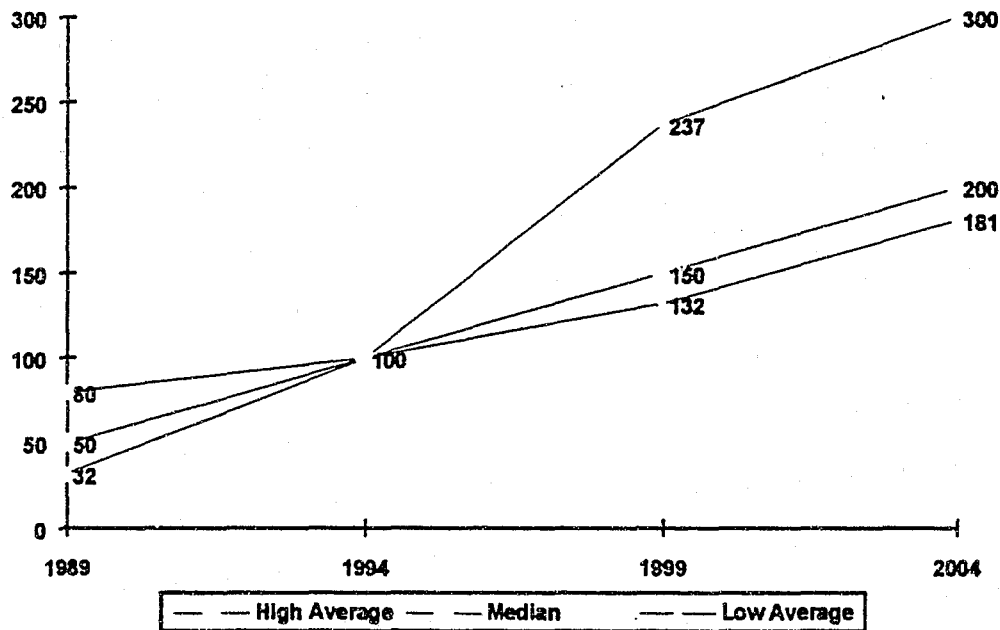


In 1976, the City of Long Beach changed from having citywide elections of council members to district elections. This event was a precursor to a trend of citizens becoming more involved in local government. Long Beach has nine Council Districts. Elected officials pay close attention and respond to concerns of voters in their districts. Long Beach, like many other U.S. cities, is diverse. Its population is comprised of several ethnic groups. Each of these groups and "sub-groups," has its own agenda. Members of these groups are demanding input into the governing and policing of their neighborhoods.

With increased emphasis on community-oriented policing, police managers are learning to be political. They are learning to respond to concerns of the citizens or bear the negative consequences.

When evaluating this trend, the panel felt interaction by community groups in police decision-making had increased by 250% in the past five years, would increase 50% over the next five years, and 100% over the next 10 years.

**Trend 3 — Pace of technological improvements that can be applied to management of resources.**



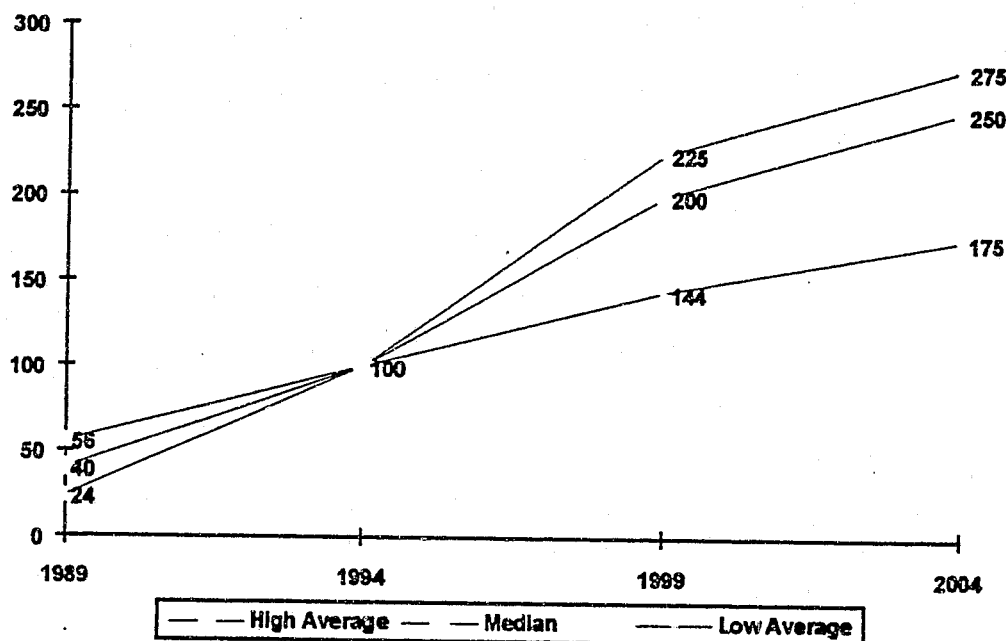
Technology is expanding and improving at exponential rates. With increasing pressure on law enforcement agencies to do more with less (Trend 1), the cost benefits of applying technology to law enforcement are appealing. Technology applied correctly enables a worker in the public and private sectors to produce a superior product, usually

at lower cost. Properly applied, technology can dramatically reduce personnel costs and improve productivity.

Technology which the panel discussed included: Lap top computers, night sensor vision aids, parolee monitoring devices, car disabling devices and greatly-expanded, instantly-available data bases.

Problems identified with harnessing technology include high capital costs, rapid obsolescence and non-consensus on where technology is best applied. Resources are limited and law enforcement priorities continually change. The panel thought technological improvement had doubled in the last five years, that it would increase 50% in the next five years, and double over the next ten years.

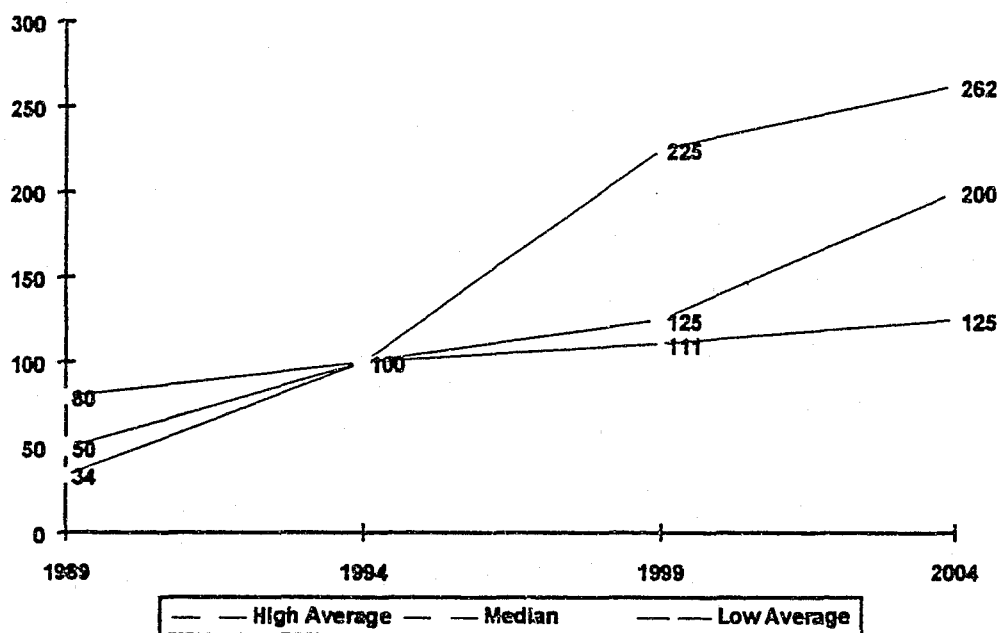
**Trend 4 -- Community-customer driven police service.**



“Successful businesses understand that the most important factor in continuing success is focusing on the needs and priorities of the community it serves.”<sup>14</sup> To ensure that law enforcement personnel meet customer expectations, it is imperative they communicate and cooperate with their partners in the community. Attaining this partnership requires participation and interaction by all elements of the community.

The panel felt that community driven police services had increased 250% from where they were five years ago. They expected them to double in the next five years and to increase 250% over the next ten years.

**Trend 5 – Level of accountability by police to the public.**

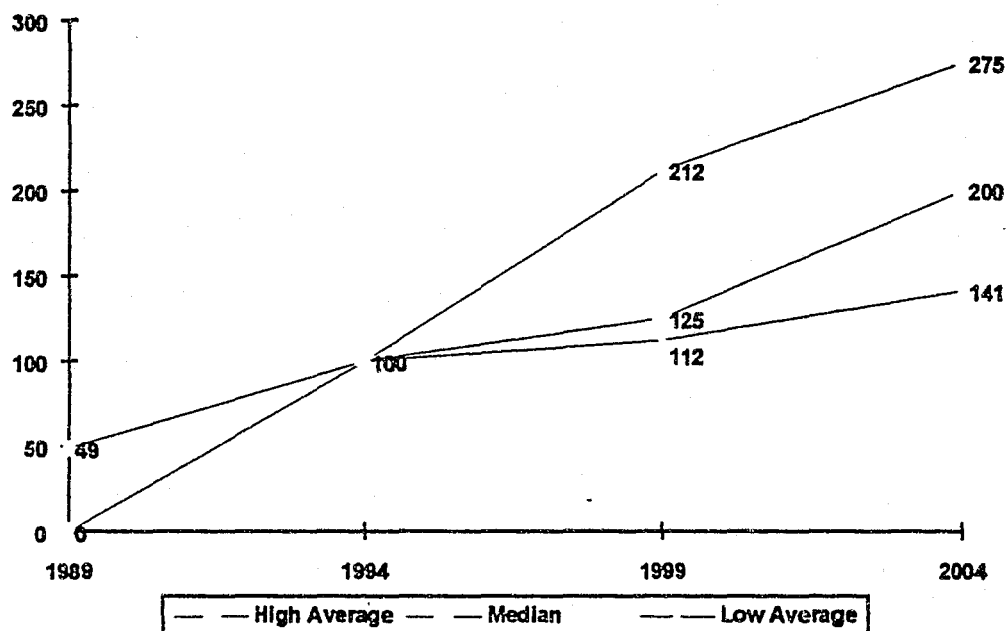


As evidenced by the Watergate affair, the Justice Thomas confirmation hearings, and the Rodney King matter, public officials and law enforcement members are being held

<sup>14</sup>Long Beach Police Department and The Office of The City Auditor, Long Beach Police Department Strategic Plan, 1994. A plan submitted to the Long Beach City Council, February 1994, 54.

to higher levels of accountability. The panel felt other future events, highly publicized by the media, would increase public skepticism of police activity. They felt police accountability to the public had increased 100% over the past five years. They felt it would increase another 25% over the next five years and would double over the next ten years.

**Trend 6 – Level of private security use in traditional law enforcement.**



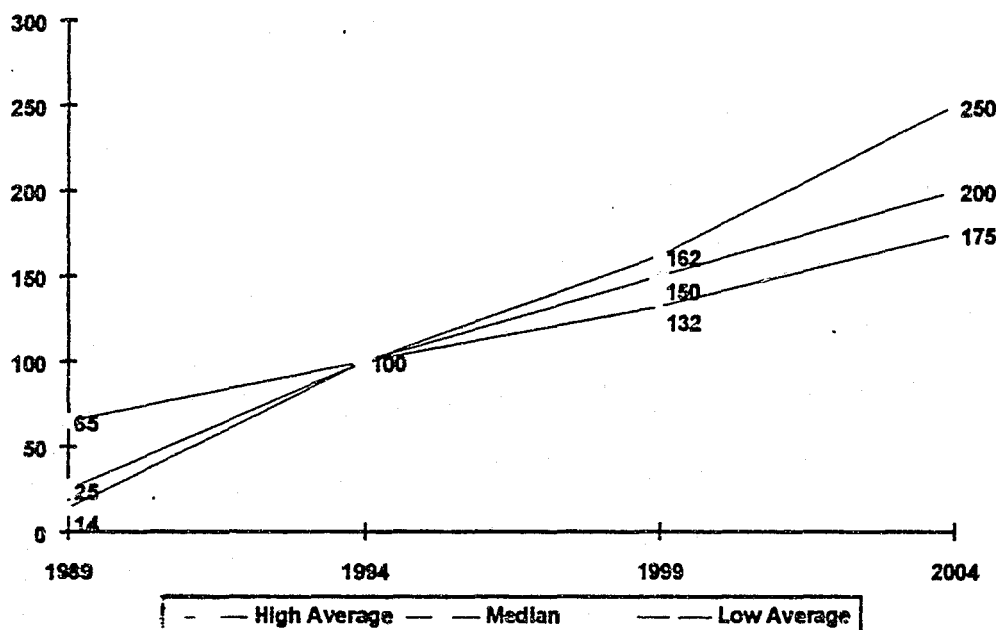
The field of private security is growing and expected to continue growing. One panel member had written his Command College (Class I) paper on privatizing law enforcement. Several areas were discussed where privatization could be applied in law enforcement. They include traffic control and parking, central records management, research and development consultants, handling of prisoners, jail functions, crime laboratory work and accident investigation. The group discussed the cost benefits



(cheaper), potential liabilities (training requirements and cost), the possibility of public-private partnerships, and potential collective bargaining issues (see also Trend 10).

The group felt the use of private security had increased 100% over the past five years. They expected it to continue to increase 50% over the next five years and to double over the next ten years.

**Trend 7 – Level of public relations and marketing in law enforcement.**

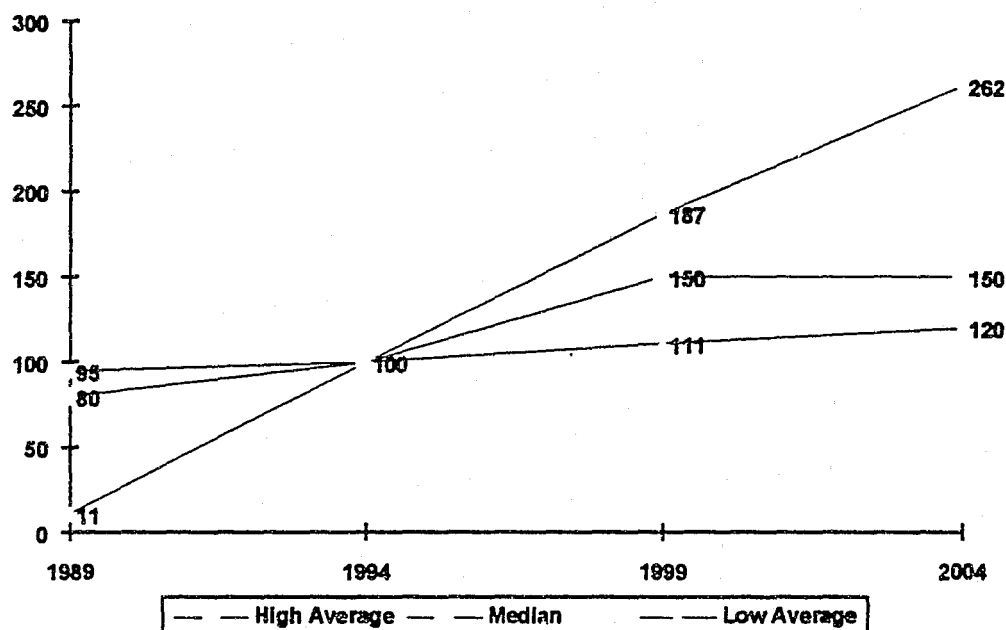


"Events receiving widespread attention such as the LAPD's Rodney King beating case; the excessive use of force case in Detroit; police corruption cases in New York, Detroit, and Miami; reports of Los Angeles County Sheriff's deputies skimming drug funds; and the Don Jackson incident in Long Beach have shaken the public's faith in police organizations. Law enforcement's ability to achieve its missions hinges on maintaining the

public's trust and confidence."<sup>15</sup> The panel felt marketing law enforcement services and increasing recruitment of minorities and women are key to its future success.

The panel felt that police-public relations and marketing had quadrupled over the past five years, that it would increase 50% in the next five years and double over the next ten.

**Trend 8 -- Number of "at-will" positions in law enforcement agencies.**

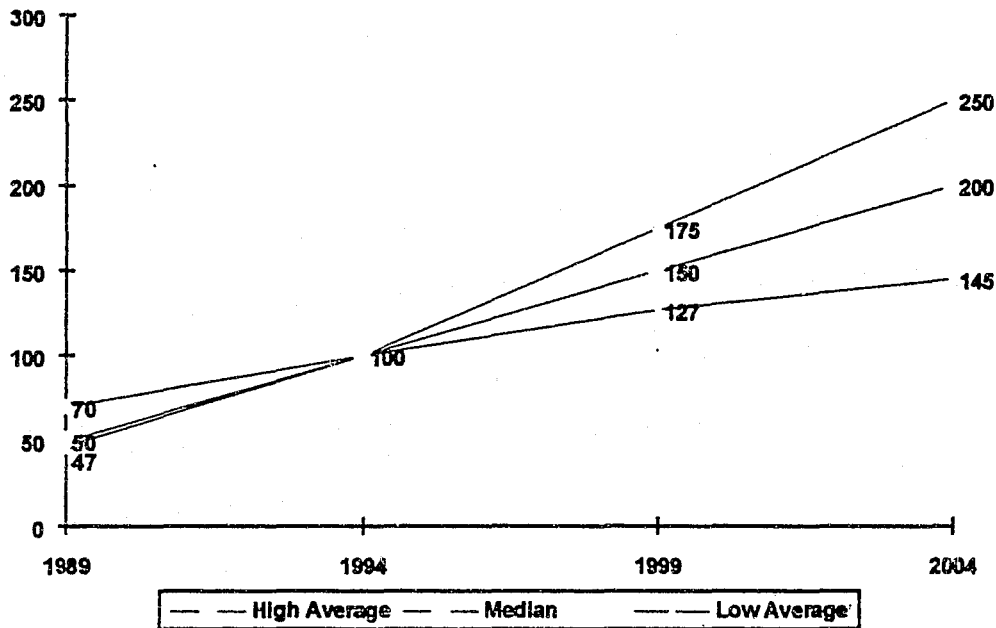


The panel discussed an emerging trend of increasing the proportion of "at-will employees" in law enforcement. The panel defined "at-will" employees as sworn and non-sworn personnel with non-civil service status. The panel felt employees with "at-will" status are significantly more responsive and productive.

<sup>15</sup> Long Beach Police Department and The Office of The City Auditor, Long Beach Police Department Strategic Plan, 1994. A plan submitted to the Long Beach City Council, February 1994, 18.

The panel felt the practice of employing at-will positions in law enforcement had increased 20% over the past five years. They expected it to increase 50% over the next five years and then level off for the next five years.

**Trend 9 – Level of work force diversity affecting law enforcement.**



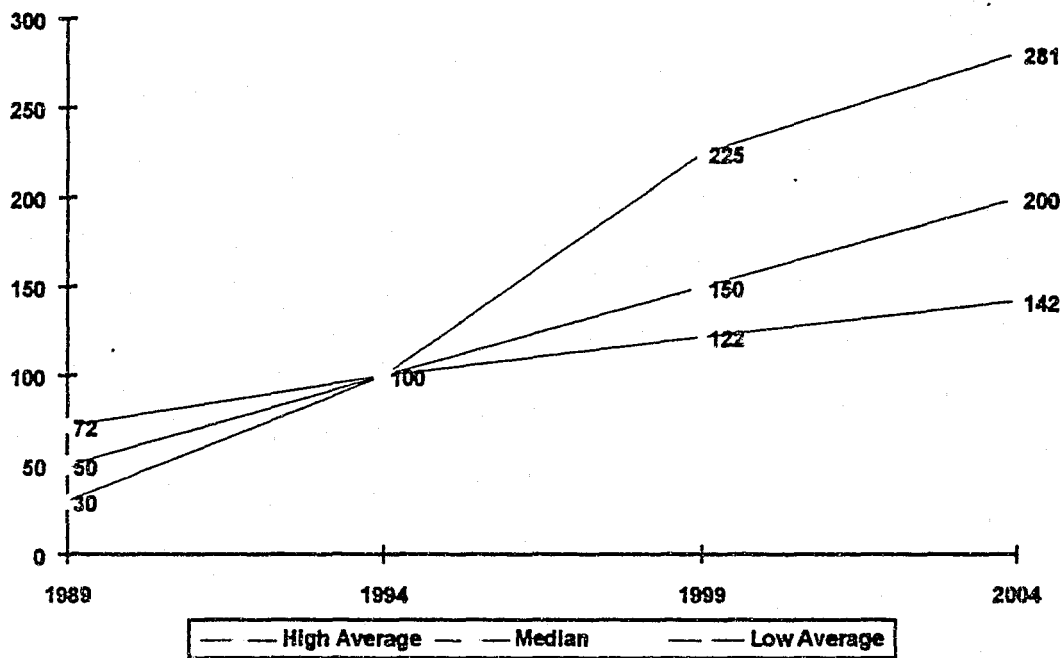
Except for Cambodia, there are more Cambodians in Long Beach than anywhere in the world. School officials report over eighty languages spoken by students in the Long Beach Unified School District.

The ethnic pattern of Long Beach is duplicated in many cities across this country. Orange County has a large population of Vietnamese. Los Angeles is over 40% Hispanic. New York and Chicago have large populations of many ethnic and minority groups. Hispanic Business magazine proclaims that by 2010, Hispanics will comprise the largest minority group in the U.S.<sup>16</sup> People in each of these diverse ethnic groups represent law

<sup>16</sup> Francisco Cardenas. It's Full Speed Ahead, Hispanic Business, Vol. 16, No. 4, April 1994, 26.

enforcement's constituency and its labor pool. If law enforcement managers are to provide responsive law enforcement, it is imperative they recruit from these diverse communities. The panel felt law enforcement agencies should, as far as possible, ethnically represent the communities they serve. It felt that work force diversity had increased 100% over the past five years. They expected it to increase 50% over the next five years and to double over the next ten.

**Trend 10 – Number of public and private partnerships to change delivery of law enforcement service.**



“Public-private partnerships are not a new phenomenon...an urban crisis, the near bankruptcy of New York City, the Chicago riots, the deterioration of waterfront Baltimore; these situations mobilized visionary business leaders to lead a private-sector

collaborative for the good of their city."<sup>17</sup> The panel fully endorsed the use of public-private partnerships and felt more public-private partnerships are needed to further the interests of law enforcement. It felt that partnerships between the private and public sectors had increased 50% over the last five years and would double over the next ten years.

### **CROSS-IMPACT ANALYSIS**

Cross-Impact Analysis is the process of projecting the impact of each forecasted event upon the other events. In Table 3, the impact was recorded as the percentage change (plus or minus) over the original forecast and represented the maximum impact upon another event. In other words, if the event occurred, what would be its influence be on the other events? For example, in Table 3, Event 4 (Los Angeles County goes bankrupt) indicated that if that event were to occur, it could have a maximum positive impact on Event 2 (Major urban unrest) of 20% .

Estimates of change were determined through a process of independent evaluation. In this process the author and futures forecasting student, Anthony Batts, independently applied values to the cross-impact matrices. Later, they met and compared values and discussed major differences. Final values were agreed upon and entered into the appropriate boxes.

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<sup>17</sup> Perry Davis. Public-Private Partnerships-Improving Urban Life. New York, New York, Academy of Political Science 1986, 1.

TABLE 3

IMPACTING EVENT	EVENT-TO-EVENT CROSS-IMPACT MATRIX									
	N=2 MAXIMUM IMPACT									
	1	2	3	4	5	6	7	8	9	10
E1 Recession	X	10	3	15	2	5	3	5	15	5
E2 Riot	5	X	3	20	10	10	-2	13	20	15
E3 Legalize Crime	5	5	X	0	0	0	2	0	0	0
E4 LA County Bankrupt	10	8	0	X	5	-7	5	15	10	3
E5 Neg. Court Decision	0	-1	-5	3	X	0	-2	0	0	5
E6 War Declared	-10	10	5	5	2	X	-4	0	-15	0
E7 Tax Decrease	7	3	5	3	0	5	X	5	7	5
E8 Private Security	5	5	5	-5	0	0	10	X	10	10
E9 Calif. Unempl. 15%	10	13	5	7	5	15	10	5	X	4
E10 Custodial Facilities Closed	5	5	-4	5	6	0	7	5	5	X

After completion, a computer program (The Sigma Scenario Generator, Public Policy Analysis Co., Inc., 1994) was used to develop alternative futures based upon the originally generated trends and events from the Nominal Group Technique (NGT). The three scenarios generated by the scenario generator are found in Appendix 5. Entering the Event-to-Event Cross-Impact data provided the tables from which to develop alternative futures. One hundred scenarios resulted.

#### Cross-Impact Matrix Discussion

Careful consideration of Table 3 reveals impacts and cross-impacts of many events seem to be economically driven. For example, Event 2 (Riot) impacts the other events in the following way:

E-1 (Recession) - Loss of businesses, jobs, and tourism.

E-3 (Legalizing victimless crime) - Less money to spend enforcing laws.

E-4 (L.A. County bankrupt) - Less money available.

E-7 (Tax decrease) - Loss of tax revenue and do more with less.

E-8 (Private security) - Less cost.

E-9 (Unemployment 15%) - Riots drive away tourists and businesses.

Similar trends can be seen considering the impact of Event 1 (Recession) against Event 2 (Riot), Event 3 (Legalize victimless crime), Event 4 (L.A. County bankrupt), and so on. Clearly the economy and its effects were on the minds of the panelists.

The program compiled and correlated the sets of input data and generated one hundred iterations or alternative futures. In addition to the "most likely" scenario selected by the author, two iterations from the program were selected to develop alternative scenarios. All scenarios were selected for their unique and interesting futures.

## SCENARIOS

"A key tool of integrative forecasting is the scenario--a story about the future. Many types of scenarios exist (Boucher 1984), but in general they are written as a history of the future describing developments across a period ranging from a few years to a century or more or as a slice of time at some point in the future. The scenarios as future history are a more useful tool in planning because they explain the developments along the way that lead to the particular circumstances found in the final state of the future."<sup>18</sup>

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<sup>18</sup> James L. Morrison, William Renfro and Wayne Boucher. Futures Research and the Strategic Planning Process: Implications for Higher Education, Ashe-Eric Higher Education Research Report No. 9, Washington, D.C.: Association for the Study of Higher Education 1994. 72

"A scenario is a narrative story (typically written as if by an historian looking back over the forecasted events and trends as if they had actually occurred) intended to clarify the causes and consequences of major developments and thereby facilitate the identification and evaluation of relevant policies or actions by the user."<sup>19</sup>

In this project, the author developed three possible scenarios. The first scenario includes most of the events and the trends forecast by the NGT panel.

### **Scenario 1, (Least Likely)**

The date is September 15, 2004. After engaging in strategic planning, forecasting the future, and changing its organization to capitalize on private-sector management principals, the city of St. Paul, Minnesota, has signed a contract to hire private security to police its city (E-8). Its actions followed that of its sister city, Minneapolis, which had been using private security since 2002. Minneapolis' city fathers led the new private security trend (T-10) when forced to do more with less (T-1). Los Angeles County had earlier adopted a practice of contracting with private law enforcement to handle its jail and routine patrol functions in 1999. This cost-saving practice averted bankruptcy for the county in 2001 (E-1). The use of high-profile volunteer citizens and private security officers was considered responsible for preventing several predicted race riots (E-2) in the late 1990s. In the last half of the 1990s, political leaders, driven by their constituencies (T-2 & T-4) and bolstered by law enforcement's technological advancements (T-3), were increasingly advocating private law enforcement as an alternative to traditional civil service law enforcement models.

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<sup>19</sup> Charles Dinse; "How Will Large Police Organizations be Structured by the Year 2002?" State of California Department of Justice Commission on Police Officers Standards and Training, Command College Class XVII. Jan. 1994. 43



With the decriminalization of victimless crime (E-3) in January, 2004, the need for highly trained and expensive police officers had decreased. In addition, there were less financial resources available after the congress finally ratified the Personal Income Tax Reduction and Reform Act of 2003 (E-7 T-1 & T-5).

The need for cheaper law enforcement became apparent when the Supreme Court ordered all prisons closed in December 2002 (E-10). The Court, no doubt concerned after the gang-inspired prison riots of 2000, decided that with advancements in drug-controlled behavior and electronic monitoring and control systems, prisons were no longer necessary in the United States.

It seemed the whole country was in turmoil since the war with North Korea in October 2000 (E-3). The demonstrations and protests, along with the accompanying riots, seemed to go on continuously until the U.S., India, and China allied against North Korea. Fortunately (for the U.S.), China did not hesitate to use nuclear weapons against North Korea in the now-famous preemptive strike of October 19th.

There were several who accused the president of getting the U.S. into the war to cure the 15% unemployment rate (E-9) in the southwest United States. She vigorously denied this, saying she had the mandate of the American people (T-2 & T-4) to end the nuclear threats of North Korea conclusively. Law enforcement was easier after the Supreme Court ruled possession of all guns, except for police and military personnel, was illegal (E-5).

Through all the conflict, law enforcement leaders had to do more with less (T-1). The recession of 1998 (E-1) had lingered on due to Asia flooding world markets with its

goods. Immigrants from South and West Africa had flooded the U.S. labor markets, making labor cheap and unemployment high. The U.S. policy of closing its borders had come too late to reverse negative economic trends.

### Scenario 2, (Nominally Likely)

In May of 1996, Los Angeles and Long Beach experienced their third major race riot (E-2). Policies of involving the community in police decisions (T-2), customer-driven law enforcement service (T-4), and increased public relations (T-7) had not been able to overcome tensions created by a lagging economy and high unemployment.

Overcrowded prisons had riots resulting in several hundred inmate deaths. The riots, though racial, were inspired by fights for control of the lucrative street drug trade. In response to prison riots and increased pressure to decriminalize victimless crimes, the Supreme Court ruled that imprisonment that could lead to maiming or death was a violation of one's civil rights (E-3 & E-5). It ruled that the safety of the individual must be considered against the safety of the community when determining if a law had been broken. The Court found that the individual and therefore society overall would benefit if laws against drugs, gambling and prostitution were not enforced.

At first it was difficult for law enforcement leaders to accept this philosophy. However, they soon realized that not having to deal with these crimes left them with resources they could now direct at perpetrators of violent crimes.

In January 2001, after attacks on its embassies in South and West Africa, the U.S. declared war (E-6). The buildup of the military did little to improve the ongoing national recession now in its third year. In spite of the national recession, California's economy

had continued to thrive (E-9). Continually faced with doing more with less, political and law enforcement leaders continued their efforts to rely on technology (T-3) and private security (T-6) to provide low-cost law enforcement. Crime rates dropped, business and tourists returned, and public support increased.

Continuing its liberal policies, the Clinton Court (so-called because President Clinton had appointed three very liberal Supreme Court Justices) ruled most prisons closed (E-10). It acknowledged that it would be difficult for society to adapt, but it felt that therapeutic, technological, and educational approaches to dealing with offenders offered the best hope for reducing America's crime problems. In its decision, the Court cited the failure of America's prison system to solve or even control the crime problem and made exceptions for persons who had a history of committing repeated violent crime. These persons could be committed to psychiatric evaluation and control centers where they could be segregated from society at large until they were clinically cured of their mental incapacity. In another earlier Supreme Court decision, the Supreme Court ruled unconstitutional the practice of hiring private security to replace police (E-8). Its rationale was that the government was not upholding every person's right to be secure in his or her home.

Following the conclusion of the China War, the nation suffered another major recession (E-1). Joblessness and unemployment ran high. Los Angeles County, after a mighty struggle, declared itself bankrupt (E-4).

### Scenario 3, Most Likely

The date is August 2004, fear of crime is reaching unprecedented levels. Martial law had been experienced in several major U.S. cities. Much unrest is attributed to the four major riots (E-2) which broke out in the cities of San Antonio, Los Angeles, Chicago, and New York. In July of the same year, in these cities, the two largest minority groups, Blacks and Hispanics, began rioting when Reverend Jesse Jackson was assassinated. He was involved in political activities in South Africa since 1998. He was shot just after arriving back in the United States. The Long Beach Police Department, having correctly anticipated a possible event of this nature, deployed its trained tactical and S.W.A.T. teams throughout the city. In response to this show of readiness, law and order was maintained throughout the city. There was no significant urban unrest in Long Beach.

The languishing national recession (E-1) of 2002 fueled feelings of frustration. Frustration and conflict were especially high in the Los Angeles area after unemployment reached 15% in May of 2000 (E-4). Los Angeles County had declared bankruptcy in June of the same year. The U.S. recession resulted when the economy of Asia surpassed those of the U.S. and Europe. Asian political leaders, sensing potential economic and political advantages, fostered economic policies in the late 1990's, which favored their producers and manufacturers over our consumers.

Legalized gambling, a major U.S. growth industry of the eighties and nineties, eased attitudes toward other so-called victimless crime. In November of 1998, the U.S. Supreme Court ruled unconstitutional all laws against gambling, prostitution and

homosexual activity. The Queen Mary was turned into a gambling casino which brought in much needed revenue to the city. Thanks to electronic monitoring and a very well-trained private security force, crime problems were few. The Supreme Court decision did not address crimes against drugs. In 1995, Pfizer Drug Company announced the F.D.A. approval of a drug that successfully blocked the addictive qualities of all drugs, including alcohol. This drug was inexpensive and widely available, however it exacerbated the nation's economic and unemployment problems when more people, unconcerned about addiction, increased drug use. Absenteeism from work soared. Lower worker productivity increased the cost of manufactured goods. Government became more expensive as more people required public assistance to offset lost wages. To pay for government services, a flat income tax law was passed. All wage earners, except for the poorest, paid 18% of all earnings. All other deductions, except for charity, were eliminated. (E-7).

In 1997, anticipating decreased drug enforcement activities, the Long Beach Police Department had reorganized most of its narcotics officers into a career criminal apprehension team. Research had shown probationers and parolees were responsible for a disproportionate amount of crime. Selective enforcement targeting this population had accomplished dramatic decreases in crime throughout the city.

In 1998, Los Angeles, Seattle, Chicago, and several other cities established contracts with private security for law enforcement (E-8). Private security companies were hired when the union organizations of these departments went on strike and refused to accept wage cuts of 20% spread over a four-year period.

The Long Beach Police Department had contracted for the services of contract officers starting in 1996. Highly-trained private security personnel, trained by the military, were available as they became discharged from the military. The armed forces were downsizing from their build-up in the South African War of 1995 (E-6) and the North Korean war of 1997. Fortunately for law enforcement, Congress and the Supreme Court had followed a conservative course. Prison construction increased (E-10) and court decisions were more favorable to law enforcement. (E-5). With increased prison space and effective law enforcement, Long Beach enjoyed a reputation as a safe destination city for tourists and conventioners.

## CONCLUSION

As we have seen from the preceding pages, the Long Beach Police Department faces a future filled with challenges and opportunities. Today, more than ever, well-devised and focused strategies are needed to address the increasing threat of crime. The law enforcement leader of the future must make every effort to ensure that the organizations he or she leads is prepared to capitalize on the opportunities and challenges the future will bring.

They must be capable of not only using proven crime control techniques of the past, but also strategies proven successful in the private-sector. Tomorrow's law enforcement leader must be competent in the latest economic, political and budget matters as he is continually forced to do more with less. They must learn to increase their

interaction with the community and market their services while maintaining the highest professional standards. They must be competent and comfortable working with technology as it proliferates in his field and those around them.

They must realize they will be held more accountable to the public as community-customer driven law enforcement becomes the standard. Civil service mentality and status will diminish as cost and effectiveness become overriding concerns. Motivated, dedicated and qualified workers must be recruited from a diverse work force.

The use of private security will increase. Private services, if used properly, can serve as an adjunct to public law enforcement agencies. Private and public agency partnerships have been used to great effect in our nation for decades.

In the final analysis, we are a country of interdependent institutions. Whether we accept it or not, if the law enforcement leaders of the future are to succeed they must ensure the organizations they lead are prepared. Our city has a long term stake in how we handle future law enforcement challenges. Decisions made today and the policies we develop and implement in the next decade will have a profound effect on our citizens for decades to come.

## **SECTION III**

### **STRATEGIC PLAN**



## Introduction:

We have just finished a futures study where a most likely future scenario showing that using private-sector management practices will be a routine way of doing business. This strategic plan will detail a proposal to implement private-sector management practices in a large law enforcement agency.

"The Strategic Planning process is defined as a "Structural approach," sometimes rational and other times not, of bringing anticipations of unknown future environments to bear on today's discussion."<sup>20</sup> "The primary tasks of strategic management are to understand the environment, define organizational goals, identify options, make and implement decisions, and evaluate actual performance. Thus strategic planning aims to exploit the new and different opportunities of tomorrow, in contrast to long range planning, which tries to optimize for tomorrow the trends of today."<sup>21</sup>

Strategic Planning involves several activities. They include developing a mission statement, conducting situational and stakeholder analysis, identifying alternative strategies, selecting the best strategy, and creating an implementation plan. For purposes of this paper, the Long Beach Police Department is used to describe these activities. In the preceding section, three scenarios were developed to predict the future. The scenario considered to have the greatest likelihood of actually occurring was used as the basis to develop the strategic plan which follows:

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<sup>20</sup>Russell J. Rice Back To The Future: The Changing Nature of Police Functions, State of California Department of Justice Commission on Police Officers Standards and Training, Command College Class XVIII June 1994, 51.

<sup>21</sup>James L. Morrison, William Renfro and Wayne Boucher, Futures Research and the Strategic Planning Process: Implications for Education, Ashe-Eric Higher Education Research Report No. 9, Washington, D.C. Association for the Study of Higher Education.

## **Environmental Context:**

Analysis of the environment in which the organization exists is the foundation upon which a strategic plan rests. The Long Beach Police Department has 791 sworn and 412 non-sworn employees. It has a budget of \$110,000,000. Long Beach, California, is a city with a population of 436,000. It covers an area of fifty-four square miles and is the fifth largest city in California. It is the home of the Queen Mary and the Long Beach Grand Prix. It is America's gateway to Pacific Rim trade through the world's largest port. Long Beach has one of the world's most environmentally safe offshore oil operations and is the home of Douglas Aircraft Company, one of the world's leading commercial airplane manufacturers. It operates a modern airport and manages the world's largest municipally-operated marina. It has a newly-expanded Convention Center and eleven miles of beach. It is home to California State University, Long Beach, and a city college with two campuses.

The city is governed by nine elected council members who appoint a city manager to handle administrative duties. It has an elected mayor, city prosecutor, city attorney, and a city auditor.

Major industries of the city are the Port, education, tourism, aerospace and related industries, and medicine.

Major city revenue sources are user taxes, property tax, sales tax, service charges, fines, forfeitures and permit fees. Total revenues to the city increased from 309 million in 1988 to 410 million in 1994.

Demographic changes within the city have been dynamic. Within the past twenty years, the population has shifted from one of a predominately white middle class to that of rich cultural diversity. The 1995 ethnic composition is 48% Anglo, 13% Black, 24% Hispanic, 13% Asian, and 2% other. The future population is expected to become more diverse as the Anglo population decreases, the Hispanic population increases and the others stabilize.

#### **Mission Statement:**

The first step in creating a strategic plan should be the creation of a mission statement. Mission statements provide direction to organizational members and non-members. For purposes of this study, the following mission statement was created as it would apply to the Long Beach Police Department. A copy of it appears on the following page.

#### **Environmental Analysis**

WOTS-UP is an acronym for weaknesses, opportunities, threats, or strengths. Weaknesses ~~are~~ internal limitations to goal attainment. Opportunities are any favorable situation, ~~condition~~, or trend existing or developing outside the organization. Threats are ~~any unfavorable~~ situations or trends. Strengths are resources that can be utilized to ~~achieve a desired~~ end state. The WOTS-UP analysis is a strategic planning exercise

## **MISSION STATEMENT**

Capitalizing on the best leadership, administrative and management practices of the public and private organizations, the Long Beach Police Department will work diligently to improve public safety and quality of life. We will manage resources prudently to promote the worth and dignity of all people.

**Objective I** We will treat every person as a valued customer whose feedback is essential to improving service and maintaining a reputation for excellence. We recognize that customers include people inside and outside our organization.

**Objective II** We are committed to managing our financial, material, and human resources effectively and efficiently to enhance the total environment of our community. We believe in holding people accountable for their actions and recognizing their accomplishments.

**Objective III.** We will maintain a capable, safe, and well-trained work force that reflects the community we serve, and is available and accessible to all in our community.

**Objective IV.** We will work together as a team dedicated to making it easy for every person to do the job right, on time, the first time, every time.

**Objective V.** We will continually demonstrate the highest standards of integrity, respect, and courtesy in all that we do, and work to create opportunities for all to succeed.

which attempts to identify the best match between environmental trends and internal capabilities.

In an earlier section of this project, a future forecasting process identified and analyzed events and trends that might influence or impact how private-sector management practices could be implemented in a large law enforcement agency. An analysis of the environment was made. The following section will discuss those trends and events that appear to be opportunities or threats to accomplishing this objective.

## **SOCIAL ISSUES**

### **Opportunities**

Over the past decade, Long Beach has experienced sharp increases in violent crime, mostly involving illegal gang and drug activity. Many residents no longer feel safe in their homes and neighborhoods. These fears are not unfounded. Between 1982 and 1992, reported violent crimes more than doubled. Although they have decreased in the last two years, they are substantially above levels of ten years ago.

Strong support for the Police Department has resulted in a plan to add personnel and resources over the next six years. There is also strong support for community-based policing and decentralizing police resources. With an increasingly diverse population, there is increasing pressure to provide tailor-made police services to neighborhoods throughout the city. These demands provide a fertile environment for management practices that are customized, responsive, and cost-effective.

### **Threats**

Crime and its impact on the community are typically high on the list of the residents' concerns. Long Beach suffers from an image problem. Many people who live outside the city consider it drug and crime-infested. If the image of the city is not successfully and positively changed and marketed, there is the possibility it will live up to the outsider's perception. This is a threat to implementing private-sector management practices because focus might shift to high crime rates and response times rather than improving management practices and service delivery.

## **TECHNOLOGICAL**

### **Opportunities**

Rapid advances in computer technology and information handling have created a great deal of support for flatter organizations and decentralization. Today, information is processed between numerous locations with unprecedented speed. The ability to process and handle information quickly throughout an organization has decreased the need for middle managers. Administrators are able to analyze data and quickly respond to needed changes, improving their effectiveness and efficiency. Today's police manager must capitalize on every opportunity to apply information management technology to leverage his or her effectiveness.

### **Threats**

Technology is evolving so rapidly that it is difficult to plan systems that will meet continuing law enforcement needs. Compatibility of different systems remains a problem and cost is always a factor. Police managers must accept the cost of technology as an on going expense rather than a one-time investment.

## **ECONOMIC**

### **Opportunities**

The economic situation in Long Beach is reflective of that in Southern California. The past few years have been difficult as the recession has increased demand for services. As this is written, national and local economies have been improving. In recent years, the city has positioned itself to capitalize on a growing economy. If the economic recovery is sustained, chances of the city prospering are good. This prospect also bodes well for the police department. By capitalizing on private-sector management practices, the police department can grow and prosper.

### **Threats**

Recent changes in the population and economy have widened the gap between the wealthy and the poor. Household incomes grew from \$15,400 in 1980 to \$31,900 in 1990, representing a real growth (adjusted for inflation) of 22.6%. At the same time the population segment below poverty levels increased from 19.9% to 22.8%. These changes portend a greater chance for conflict and increasing demand for government services. Limited resources and conflicting demands could make it difficult to respond to rapidly changing priorities. In order to be successful, managers will have to have a great deal of flexibility and discretion. This is not always possible in a public-sector setting.

## **ENVIRONMENTAL**

### **Opportunities**

The southern edge of Long Beach is bounded by eleven miles of ocean beach. A recently expanded Convention Center opened in August of 1994. A waterfront shopping and dining area is being planned and developed. The Queen Mary, tall ships, restaurants, shops, and a planned aquarium will all be part of this project. Redevelopment efforts are being made throughout the city. New businesses entering the city promise better economic times in the future. City leaders can capitalize on these resources if they take the proper action.

### **Threats**

The Long Beach Unified School District, although excellent, does not enjoy the reputation of some of those in neighboring areas. As a result, some of the more affluent families with children have moved from the city. If this trend is not reversed, the city will experience additional problems with its image. A reduction of affluence could result in decreasing resources and increasing demands for service.

## **POLITICAL**

### **Opportunities**

The city has nine council districts. Elected officials are very interested in and responsive to the concerns of their constituents. Voters are very concerned about the city



and make their thoughts known. This close alliance makes for true participatory government. Local residents have a strong sense of self-determination. If capitalized upon, this close link between citizens and elected officials can be used to establish support for management practices which provide more responsive police service.

### **Threats**

In the past, the city council has on occasion been divided. Accusations of provincialism have been leveled when representatives from different districts have failed to agree. This divisiveness can be counterproductive when unity would facilitate action. In the past, lack of a broad focus has watered down, stalled, or defeated progressive response to local problems.

## **ORGANIZATIONAL ANALYSIS**

The Long Beach Police Department was established in 1908. It has a distinguished history of leadership in law enforcement and police service. When compared to other California cities, its response time, case clearance and conviction rates are exceptional. It was the first California law enforcement agency to develop an early warning system to identify officers who generate excessive complaints. "It is recognized nationwide for its outstanding traffic safety, Drug Recognition Expert (DRE), and police dog or "K-9" programs. Long Beach officers provide advanced DRE and K-9 training throughout the country. The Police Department's response time and clearance rates are exceptional. Compared to the police agencies in the ten largest cities in California, the

Long Beach Police Department ranks first in response time to emergency calls for service at 4.9 minutes."<sup>22</sup>

In the late 1980s and early 1990s, the department suffered internal struggles and poor morale. Inadequate staffing made it difficult to respond adequately to calls for service. In 1990, the city council contracted with the Long Angeles Sheriff's Department to patrol approximately 20% of the city. The purpose of this arrangement was to improve citywide service by concentrating deployment of police department personnel to the remainder of the city. Public confidence in the Police Department declined to the point where eliminating it and contracting with the Los Angeles Sheriff's Department to police the entire city became a viable option.

In early 1994, the city council approved a seven year strategic plan to increase resources and personnel of the Police Department. Presently, the department has 791 sworn employees and 412 non-sworn. Under the strategic plan, staffing will increase from 791 to 1023 sworn and from 412 to 506 non-sworn by FY 2000. The FY 94/95 police budget exceeds \$110,000,000.

The Department is organized in a traditional pyramid structure. It has a Chief of Police and three Deputy Chiefs. Each Deputy Chief leads a Bureau. Current emphasis is on flattening the organization and decentralizing. In addition to its main headquarters building, the Department has two substations. A third, in the planning stages, is scheduled to open in 1996. The Department is clearly in a growth mode. Morale and productivity are high, but much remains to be done.

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<sup>22</sup>Long Beach Police Department and the Office of the City Auditor, Long Beach Police Department Strategic Plan, A Plan Submitted to the Long Beach, California, City Council, February 1994. pp51.

The Chief and the Deputy Chiefs are all very competent, capable and educated. The majority of Commanders, while capable, have little interest in changing the status-quo. This ennui is caused in part by a perception that they are not well paid compared to those in other agencies. The Lieutenants, for the most part, are tradition bound. They also feel underpaid. There is very little motivation on their part, except for personal satisfaction, to change. The supervisors and officer-level personnel are also tradition bound. They deliver excellent basic police response and follow up incidents, but few seem to think beyond providing routine traditional service. Until these personnel feel they are adequately compensated for the work they provide, resistance to implementation of private sector management practices in the Long Beach Police Department can be expected.

### **STAKEHOLDER ANALYSIS**

Stakeholders are individuals or groups who have an interest in the outcome of an issue. They are either impacted by what is to be done or can impact what is about to be done. A critical step in any strategic plan is to identify stakeholders. Assumptions of stakeholders must be analyzed and reactions anticipated in order to identify potential obstacles to a strategic plan. The following stakeholder analysis was conducted by this author working with six other department managers and a representative from the Long Beach City Auditor's Office.

#### **1. Department Employees**

- A. Resist change in present work practices.**
- B. Feel they already provide good service.**

- C. Feel they now work very hard.
  - D. Feel the department is already well managed.
  - E. Are content with status quo.
2. **Police Department Advisory Groups**
- A. Want customized police services with emphasis on sensitivity to their particular needs.
  - B. Are not concerned about increasing costs of law enforcement.
  - C. Expect fast police response.
3. **Mayor and City Council**
- A. Support management practices that improve service.
  - B. Support management practices that reduce costs.
  - C. Are concerned about employee groups.
  - D. Are very concerned about the image of Long Beach.
  - E. Are very concerned about their constituents' (customers') demands.
4. **The Long Beach City Chamber of Commerce**
- A. Is somewhat critical of present police department management practices.
  - B. Support police management practices that improve effectiveness and efficiency.
  - C. Feels the Long Beach Police Department is top heavy.
5. **The Police Union**

- A. Support improved management as long as members are not negatively impacted.
- B. Would use aspects of improved management to gain concessions.
- C. Is concerned about competition for their jobs from Los Angeles Sheriff's Department.

6. **The Long Beach Press Telegram Newspaper**

- A. The editorial staff supports efficiency in government and police service.
- B. Favors police service that is responsive to diverse community needs.
- C. Will be critical of management practices it considers too effective or efficient.

7. **Long Beach Civil Service**

- A. Interested in ensuring employees are treated fairly and that their rights are protected.
- B. Is suspicious of police department management.
- C. Is not seriously concerned with quantity or quality of service delivery.

8. **Chief of Police**

- A. Wants to improve management of department
- B. Supports effective and efficient management
- C. Prestige as a Chief would increase.

9. **Police Department Administrators**

- A. Are somewhat suspicious of private-sector management practices in the Police Department.
- B. Support management practices that reduce crime.
- C. Are not anxious to increase responsibility without a corresponding increase in compensation.

10. **Police Middle Managers**

- A. Are concerned about change in career and status.
- B. Resist change in management practices.
- C. Are concerned about loss of power.

11. **Other City Departments**

- A. Are concerned about their job security due to a larger share of the city budget going to the police department.
- B. Are concerned about maintaining the status quo regarding their productivity.
- C. Are concerned about the possibility their services may be contracted for.

**SNAIL DARTER**

In analyzing the stakeholders, one possible "snail darter" was identified. A snail darter is an unforeseen obstacle to a plan. Any part of the media could easily become a snail darter by biased or non-objective

reporting. In an effort to gain circulation, this paper could create controversy concerning a strategic plan.

12. **Long Beach Business Journal Newspaper (Snail Darter).**

This newspaper started publication about four years ago. It began as a biweekly throw-away paper. It reports mainly on businesses in the Long Beach area. The paper survives on revenues generated by local business advertisers. The editor is very pro-business and is not afraid to criticize local government, especially when it does things he feels are counter to the interests of local businesses. The editor has also been critical of the Long Beach Press Telegram for its reporting, or lack thereof, of local government and police stories. This paper is rapidly gaining in size and circulation due to its conservative and sometimes contrarian articles. Its readership is loyal and influential. It is considered by many to be an excellent paper. It is identified as a snail darter because by focusing in on some aspect of a strategic plan, it could very easily create an obstacle which could cause the erosion of popular or political support.

- A. Feels community oriented policing activities are too expensive.
- B. Feels police department is inefficient.
- C. Feels police department management is top heavy.

### **Stakeholder Assumption Map**

A stakeholder assumption map is a graphic display of the assumed positions of identified stakeholders. Mapping the various assumed positions of the identified stakeholders allows for the identification and consideration of those assumptions that might be critical to the strategic planning process. Illustration 2 is a stakeholder assumption map depicting the assumptions of certainty of stakeholders involved in implementing private-sector management practices in the Long Beach Police Department by the year 2000.

### **ALTERNATIVE STRATEGY IDENTIFICATION**

A modified conventional Delphi process was used to identify and develop alternative strategies. In this process, a group of individuals independently considered the results of the previously described Futures Study, an environmental analysis of the organization, and selected scenarios. After careful consideration, three alternative strategies were developed by a panel composed of the following people:

Dale Brown - Long Beach Police Department Commander

Ray Jordan - Long Beach Police Department Commander

Jarold Gadbaw - Long Beach Police Department Lieutenant

Douglas Transue - Long Beach Police Department Sergeant

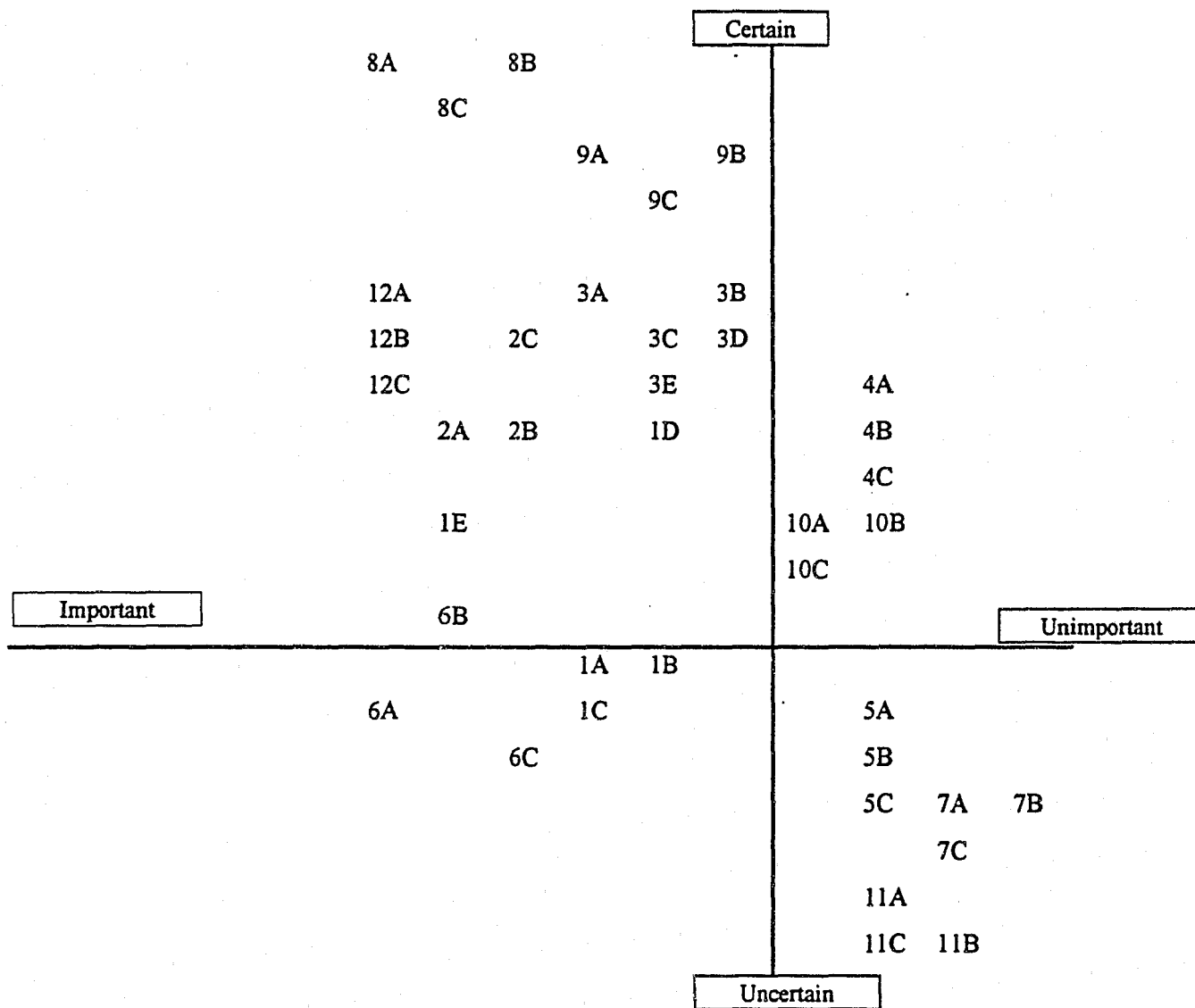
Steve Laing - Long Beach Police Department Sergeant

Joan Collier - Long Beach Police Department Administrative Analyst

Scott Bryant - Long Beach Deputy City Auditor



## Stake Holder Assumption Map



### Legend

- |   |                                     |    |                                  |
|---|-------------------------------------|----|----------------------------------|
| 1 | Police Department Employees         | 7  | Civil Service                    |
| 2 | Police Department Advisory Groups   | 8  | Chief of Police                  |
| 3 | Mayor and City Council              | 9  | Police Department Administration |
| 4 | Long Beach City Chamber of Commerce | 10 | Police Middle Managers           |
| 5 | Police Union                        | 11 | Other City Departments           |
| 6 | Long Beach Press Telegram newspaper | 12 | Long Beach Business Journal      |

Illustration 2.

The three alternative strategies developed are:

**1. Retain the existing organization.**

Implementing this strategy would mean leaving things as they are. Existing organizational structures and management practices would be retained. There would be little change in present operations.

The current organization of the Long Beach Police Department is like most others. The Chief of Police directs three Deputy Chiefs who manage three Bureaus. The organization is in the process of decentralization and working to become more responsive to the community. The present management team resists adopting private-sector management practices, preferring to stay with the tried, true, and safe practices.

The panel felt that if organizational philosophy were to change toward implementing private-sector management practices, retaining the present organization would be the easiest strategy to implement since it created the least change. This rationale was based on the following considerations:

**PRO**

- Easiest to initiate. Very little organizational change required.
- Existing momentum of rebuilding the ~~department~~ could be capitalized upon to emphasize service and results.
- This approach is safe - very little stakeholder ~~opposition~~.

## CON

- Costs continue to rise.
- Calls for service continue to escalate.
- Innovation would be dampened.
- Inefficiency would continue.

The panel felt, while this was the easiest and safest strategy, it also offered the least in real change and innovation required to meet present - day law enforcement requirements.

Analysis of the stakeholder position on this strategy indicates police department employees, other city departments, the police union, department administrators, and middle managers would support it because it is easiest, safest, and requires the least change. Advisory groups, the Mayor and council, the newspapers, and the Chief of Police would find it least acceptable because it promises the least in terms of positive results.

### 2. **Flatten the organization further.**

Implementing this strategy means some middle management positions would be eliminated and some responsibilities consolidated. Technology would permit broader spans of control. In the future, technology could be implemented to locate and diagnose serious crime problems. Police responses could then be redirected to mitigate these problems. Partnerships with community groups could be created to develop and implement crime reduction strategies.

This strategy could be implemented with sufficient community support. It could capitalize on current private-sector management trends while providing responsive police services to diverse neighborhoods. It would require some effort to convince stakeholders to accept.

Adopting this strategy would be a definite move in the same direction as private-sector counterpart organizations. However, it lacks a full commitment and the probability of lackluster results is high.

#### **PRO**

- Would increase specialized response to diverse groups.
- Would speed up decision-making.
- Would improve service levels.
- Would be more readily accepted by neighborhood groups who presently feel they should have better police service.

#### **CON**

- Would raise costs as some efforts are duplicated.
- Communication problems would increase.
- Demoralizing effect of decreasing promotion opportunities.
- Could promote empire building.
- Prospect of corruption increases.

This approach, while moving toward desired goals, still left something to be desired. The consensus was that this was a compromise with all the benefits and drawbacks attached thereto.

Analysis of the stakeholder's position on this strategy indicates there would be stronger support from Police Department Advisory Groups, the Mayor and City Council, the Chamber of Commerce, the newspapers, and Neighborhood Associations. Cautious support could be expected from the Police Chief and police department managers. Civil Service and other city departments would be expected to be non-committal and some resistance could be expected from police and employees' unions.

### **3. Composite Organization**

The composite organization is envisioned as one that has sworn, non-sworn, and privately-contracted personnel. In Long Beach, this would mean combining law enforcement services provided by several city departments into one organization. An effort would be made to hire private contractors to provide support service to law enforcement personnel whenever possible. Some examples where privately-contracted services can be used are jail, records and information handling and management, parking enforcement, park, port, and marina security, clerical and secretarial support, pistol range, and budget preparation and management. Department functions requiring armed response would remain.

An organization such as that described above would by necessity be increasingly managed by administrators with police experience and business management training. It presupposes an administrative and management

concern with ongoing cost benefit analysis and a clear focus on the customer and services provided. It calls for a certain amount of civil service reform and an increase in the use and application of information technology. Coordination with other city departments with enforcement power such as Fire, Building, and Health would be emphasized to leverage existing city resources. Proactive efforts to improve coordination and cooperation with other law enforcement agencies would be emphasized. Practices encouraging sharing information and technology would be encouraged.

In some cases, technology would even replace personnel. Services will be regularly evaluated for reduction or elimination. An incentive plan would be implemented where civil service employees who accomplish predetermined production goals would receive bonuses or other financial incentives. Some civil service positions (middle management and supervisors) now in place would be replaced by at-will positions as they became vacant through attrition.

## **PRO**

- Would consolidate existing police services provided by the city, leading to uniformity and savings from economy of scale.
- Would improve coordination and communication and reduce duplication of services now provided by separate enforcement service providers.

- Would facilitate information exchange.
- Local government maintains control.
- Cost-savings would result from selected service reductions and lower wages of contract personnel.

#### CON

- Difficulty of implementation.
- Higher susceptibility to local political control and potential for corruption.
- Objections of employee organizations who will see their power base eroding.
- Performance standards difficult to establish, maintain, and modify.
- Most difficult to sell to some stakeholders.

Analysis of the stakeholders' position on this strategy indicates that there would be strong support from members of the business community and the Business Journal. Cautious support could be expected from local politicians, police managers and administrators, and the Press Telegram. Some resistance could be expected from civil service and other city departments, and opposition could be expected from police and employee unions.

## **PREFERRED STRATEGY AND IMPLEMENTATION PLAN**

From a private-sector-management point of view, the preferred strategy is the composite organization. It offers several advantages including the application of cost benefit analysis and strategic use of personnel and materiel. This approach, while arguably the most difficult to implement, provides for the most effective and efficient provision of police services. It has the elements of high quality police service provided at the best cost in these days of limited resources. It carries the most risk, but also promises the best results if implemented properly.

## **IMPLEMENTATION OF THE PREFERRED STRATEGY**

Since the preferred strategy is the most radical departure from the present way of delivering police service in Long Beach, it must be slowly and carefully planned. Special attention must be paid to gaining as much support of stakeholders as possible. This strategy will require time, sensitivity and concern for the welfare of all. The process must be one of evolution, not revolution.

Major obstacles to implementation of this strategy include: Reservations of politicians who are unsure of constituent support for the proposed change, resistance of police department Deputy Chiefs who are suspicious of private-sector management practices, resistance of command officers and police union members who fear reduced promotion opportunities and loss of job security and compensation, and the possible lack of support from two community newspapers.



Analysis of each stakeholder's position on the preferred strategy must be performed. Following this, strategies must be developed to gain the necessary support to ensure successful implementation.

This process must be developed working with representatives from each stakeholder group. A qualified outside consultant should be considered to help plan and facilitate the changes in organizational structure and direction. Transition committees should be created. Priorities should be established and transition strategies and schedules devised and implemented. The existing organization and related statistical information should be used as bench marks to measure future progress.

It is critical that we have the ability to measure the effectiveness of the proposed strategy. Some performance measures not traditionally used by law enforcement officers include:

- Costs per service item
- Savings
- ~~C~~ustomer satisfaction
- ~~C~~omplaints
- ~~E~~mployee satisfaction
- ~~C~~ost reduction/increases
- Service effectiveness
- Production statistics
- ~~O~~ther areas as they become apparent

## SUMMARY

In the preceding pages, the environment and stakeholders of the Long Beach Police Department have been identified and analyzed. A preferred strategy to implement private-sector management practices into the department was developed and refined. Managing organizational change is a difficult and challenging business. The overall change process is critical to a successful implementation of any change in organizational composition or direction. The work to be done during a transition period must be viewed in its own unique terms. It must be systematically planned with well thought-out and developed action plans, carefully monitored and thoughtfully managed. It is one thing to have a vision of how things ought to be. It is another to have the knowledge, courage, skills, and ability to change an organization from its present state to that of a desired future state. A transition plan must be flexible. Based upon measurement, evaluation of results, and input from the departments' customers, employees and stakeholders, this dynamic strategic plan can be modified to meet changing service demands as they arise. As in the private-sector, failing to plan is planning to fail.

In the next section, the author will present a transition plan to implement private-sector management into a large law enforcement agency.

## **SECTION IV**

### **TRANSITION PLAN**

## TRANSITION PLAN

The purpose of this project thus far has been to examine the current environment and develop a strategic plan to implement private-sector management practices in a large police department. In previous sections of this paper, the future was forecast and a strategic plan was developed to accomplish this objective. However, in order to move from where it is to a desired future state, the organization must travel through a state of transition. The process of navigating through this difficult and potentially dangerous state is referred to as transition management. Transition management must be carefully planned and is crucial to the realization of the strategic plan.

"The transition plan is constructed of three distinct but interrelated components. First, those persons or groups considered critical to the change process are identified, their current level of commitment is analyzed, and ways to maintain or adjust their commitment positions are suggested. This component is entitled "Critical Mass." Next, the most appropriate structure for managing the change effectively is identified. This component is titled "Transition Management Structure." Finally, the tools and methods with which to minimize the negative impact of change on the organization are proposed. This component is identified as "Implementation Technologies."<sup>23</sup>

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<sup>23</sup>Russell J. Rice, Back To The Future: The Changing Nature of Police Functions, State of California Department of Justice Commission on Police Officers Standards and Training Command College Class XVIII, June 1994, 51.

## **IDENTIFICATION OF CRITICAL MASS INDIVIDUALS**

The first step of a transition management plan must include a commitment strategy. A commitment strategy is a plan designed to secure the support of key individuals critical to the success of the desired change effort. These key individuals are referred to as Critical Mass. The Critical Mass is the minimum number of persons whose support for a proposed change is needed to make it successful. If any single member of the Critical Mass opposes a proposed change, it will likely fail.

In an earlier component of this project, the author working with six Long Beach Police Department managers and a representative of the Long Beach City Auditor's Office, identified twelve key stakeholders having an interest in the outcome of the proposed strategic plan. Of this group, seven were identified as those whose support was essential to the success of the proposed plan. The critical mass individuals or groups were identified as:

1. The Mayor and City Council.
2. The Chief of Police.
3. Police Department Deputy Chiefs.
4. Police Department President of Command Officer's Association.
5. The President of the Police Union.
6. The Editor of The Long Beach Press Telegram, a long established newspaper with the largest circulation in the city.
7. The Editor of The Long Beach Business Journal, a fairly new business oriented newspaper with a small, but growing circulation.

Table 4 depicts the critical mass members, an assessment of each member's commitment toward a composite police organization, and a projection of the minimum commitment needed from each member to make the change successful. The chart is followed by a brief description of each member and proposed intervention strategies designed to gain necessary support to ensure success of the transition plan.

**TABLE 4**  
**CRITICAL MASS TABLE**

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Mayor and City Council		X-----	----->O	
Chief of Police			X-----	----->O
Police Dept. Deputy Chiefs		X-----	----->O	
President of Command Officers Assoc.	X-----	----->O		
Police Dept. Union President	X-----	----->O		
Long Beach Press Telegram Editor		X-----	----->O	
Long Beach Business Journal		X-----	----->O	

X = Present degree of commitment.

>O = Minimum commitment needed for change to occur.

#### **MAYOR AND CITY COUNCIL**

The present Long Beach City Council consists of nine members who each represent a geographic area of the city. The Mayor is elected in a citywide election and has no vote in council matters.

The Long Beach City Mayor and City Council are concerned about and support management practices which improve police service and reduce costs.

They are also concerned about employee groups, constituent demands, and the image of Long Beach.

In order to secure the support of the Mayor and City Council, it is important to ensure that each member receives as much credit for the creation and success of the strategy as possible. In the transition to the proposed strategy, this critical mass group and its advisors must be assured and reassured that its constituents support the proposed cost reductions and improved levels of service.

The Mayor has a broad base of support in the community. She has been supportive of the Police Chief and his management of the Police Department. She would support a strategy that involved the community in the decision making process. Her influence is great enough that a majority of the City Council would follow her lead.

## **2. CHIEF OF POLICE**

The Chief of Police favors a flatter organization. His administration has been characterized by pushing responsibility to the lowest possible position, broadening the span of control, and, in some cases, eliminating management and supervisory positions.

The Chief supports effective and efficient management. Success of the strategic plan would give him recognition and increase his prestige. As the proposed strategic plan becomes more refined, the Chief of Police must move from a position of "help change happen" to "make change happen." The Chief enjoys good support in the community, in city government, and in the police department.

His support would influence people in the community, city government, and the police department to support the proposed plan.

3. **POLICE DEPARTMENT DEPUTY CHIEFS**

The Long Beach Police Department Administration has three Deputy Chiefs. They tend to follow traditional approaches to policing. They are somewhat suspicious of private-sector management practices in the public sector. They would, however, support practices that they can be convinced would reduce crime and costs, or improve service. They would be willing to assume increased responsibility if compensation were increased proportionately.

Support of the Deputy Chiefs can be secured by convincing them that applying private-sector management practices can help them achieve crime reductions and improve service. Some strategies that can be used to move them from a position of "let change happen" to "help change happen" are increasing and basing a predetermined portion of their compensation on the accomplishment of previously agreed upon goals. Lastly, they must be assured of political and logistical support from the City Council and Mayor to effect needed change.

4. **PRESIDENT OF THE COMMAND OFFICERS ASSOCIATION**

The Long Beach Police Department has a Command Officers Association. The membership of this association is comprised of police lieutenants and commanders and civilian managers from the police department. The Command Officers Association acts as an informal bargaining unit for its membership on



matters concerning wages and working conditions. Because of its many philanthropic and community involvement efforts, this group enjoys an excellent reputation and solid popular and political support. This group is well-educated, politically knowledgeable, and professional in its activities. The president is elected by the membership and has the support of most members.

The membership can be expected to resist change in management practices. They will be concerned about a loss of power and diminishing potential for career advancement. Gaining the cooperation and support of this group can be accomplished by making the president aware of the proposed strategic plan, soliciting his input, and, whenever appropriate, incorporating it into the overall strategic plan. Once the president is convinced the strategic plan is good for his membership, training and involving them in the overall successful implementation will tend to alleviate their career advancement concerns and will build their support.

5. **POLICE DEPARTMENT UNION PRESIDENT**

From the early 1970s until recent years, the Long Beach Police Officers Association (POA) has been very powerful. Its endorsement has helped many politicians become elected. Its president is well-respected by policy and decision-makers in the city. The POA is involved in many community charitable activities. Presently, it is concerned about the city contracting with the Los Angeles Sheriff's Department for police services. In order to secure its position, it would publicly

support improved management as long as its members were not negatively impacted.

The Police Officers Association is politically strong. It presently opposes the composite organization strategy because it feels it would eliminate positions, reduce membership and weaken its strength. It can be expected to resist change unless it can gain concessions for its membership.

Involving the union president will make him aware change is going to take place. With inclusion, awareness should arise that it is in his self-interest and that of his board of directors to be part of the proposed plan.

Public support of the plan will not be required of the Police Officers Association. Open opposition of the plan should be avoided if at all possible. Involving the leadership of the Police Officers Association, while discretely reminding them of the possibility of the city contracting for police services, should move them from a position of opposing change to that of "letting change happen."

#### 6. **LONG BEACH PRESS TELEGRAM**

The Long Beach Press Telegram is the oldest, best established newspaper with the widest circulation in Long Beach. The editor generally supports efficiency in government and police service. He favors a law enforcement agency that is responsive to diverse community needs. He can be expected to be critical of the public sector if he considers it to be "too" effective or efficient.

Support of this newspaper is critical because of its wide readership. The chief of police could be the most successful by approaching the editor of this paper

privately and informally and making him aware of the strategic plan. Gauging his reactions in terms of objections and acceptance will help determine the best approach to gaining his ultimate acceptance and support.

The campaign to gain his support must be carefully crafted to appeal to the benefits of the readership, the city, and the newspaper. High quality, customer service-oriented and effective police service must be shown to benefit everyone. It should be carefully and discretely pointed out to the editor that as the fortunes of the city go, so go the fortunes of the newspaper. A robust, thriving city is one in which more people advertise and buy newspapers.

Once the editor and then his staff are convinced the proposed strategic plan offers improved police service, the paper should move from a position of "letting change happen" to one of "helping change happen." Their support of the proposed strategic plan should be continuously nurtured from conception to evaluation. Constructive criticism of the plan from the paper must be carefully considered and, whenever possible, appropriate modifications it suggests should be incorporated into the plan.

#### **7. THE EDITOR OF THE LONG BEACH BUSINESS JOURNAL**

The Long Beach Business Journal is a local biweekly newspaper. Its revenues are generated by local business advertisers. The editor is very pro-business and is not afraid to criticize local government. The editor has been critical of the Long Beach Press Telegram for its reporting or lack thereof of local government and crime-related stories.

Earlier in this project, it was identified as a "snail darter." A "snail darter" is an unforeseen obstacle to a plan. In an effort to gain circulation, this newspaper could focus in on some aspect of the strategic plan and very easily create an obstacle that could cause popular or political support to erode.

Support of this stakeholder can be best obtained by the Chief of Police, a man the editor respects, convincing the publisher of the business plan approach used to develop the proposed strategic plan. Showing the stakeholder the benefits of the strategic plan in terms of efficiency, cost reduction, and customer satisfaction should gain his support. As with the editorial staff of the Long Beach Press Telegram, support can be expected when this publisher is convinced that high quality, effective customer-oriented police service benefits everyone, especially the business community. Convinced of the benefits, especially economic, this stakeholder should move from a position of "let change happen" to "help ~~change~~ happen." Discretely pointing out the benefits of a thriving city with a low ~~crime~~ rate as they relate to the success of his paper will also help gain the support of this stakeholder.

#### ~~Readiness~~ Capability Analysis

In ~~preparing~~ for organizational change, it is essential to assess key leaders' readiness and ~~capability~~ to facilitate the change process. In discussions with colleagues, ~~the~~ author called upon their experiences with the organization and their observations to ~~analyze~~ key organizational leaders' knowledge, skills, abilities, motivations, and ~~willingness~~ to carry out the proposed strategic plan. This analysis is charted in Table 5.

The Mayor and Council and the Chief of Police are community prime movers and the most motivated to see a composite organization. Due to their positions, they have a great deal of influence. Police department administrators, command officers, union leaders and the Business Journal editor, while less motivated, have constituencies who are numerous and collectively powerful. The Long Beach Press Telegram, while having high capability, seems to be content to let others take the lead in executing this proposal. It seems content to merely report the activity as it takes place. Since there is disparity in the readiness of each of the stakeholders, some kind of consensus-building activity might be considered to get them to consider other positions and ready them to try something new.

**TABLE 5.**

**READINESS/CAPABILITY TABLE**

Critical People or Groups	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Mayor & City Council	X			X		
Chief of Police	X			X		
Police Department Administrators		X		X		
President of Command Officers Association		X			X	
Police Department Union		X			X	
Long Beach Press Telegram			X	X		
Long Beach Business Journal		X		X		

- **Readiness Assessment.** One of the first steps that should be completed prior to initiating change is to analyze department readiness for change. Readiness assessment addresses the external and internal environments in which the organization exists and the current status of the organization itself. "Successful businesses understand that the most important factor in continuing success is focusing on the needs and priorities of

their customers. The police department's success is no less tied to focusing on the needs and priorities of the citizens it serves."<sup>24</sup> An assessment of the level of satisfaction and dissatisfaction with the current organization in delivering service should be evaluated. This can be accomplished through surveys of members of the organization and the community. These surveys should be made by independent, qualified individuals or entities to reduce potential criticism.

- **Organization's key leaders' assessment.** This process involves evaluating and assessing the organization's leaders' readiness for change. An assessment chart (Illustration 3) was prepared to determine the readiness of the Long Beach Police Department to change. The chart depicts an understanding of where the key leaders are in regard to possessing a readiness to make the proposed change. The following categories were used to analyze the department's readiness to change:

Awareness Dimensions:

There is a great degree of awareness by the department leadership of the current environment as well as a very high understanding of the complexity and potential for ~~assess~~ produced by organizational change.

Management Dimensions:

Key ~~leaders~~ of the department are cautiously supportive of organizational change. They ~~support~~ a vision of an improved organization structure. They are willing to ~~assume~~ the responsibility to develop and activate contingency plans. They are ~~willing~~ to share responsibility.

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<sup>24</sup>Long Beach Police Department and The Office of The City Auditor, Long Beach Police Department Strategic Plan, 1994. A plan submitted to the Long Beach City Council February 1994, 54.

### Skill and Resource Dimensions:

It is in this area that the department is best prepared. Most of the department's leaders possess the skill, training and experience to carry out the proposed changes.

### **TRANSITION MANAGEMENT TEAM STRUCTURE**

"In any change there is always a future state - a place or condition one wishes to achieve; a present state - the current condition in relation to the desired state; and a transition state - the getting from the present to the desired state; the period during which the actual change takes place."<sup>25</sup>

"The task and activities of the transition state may or may not look like those in future or present states. In managing the overall change process it is always important to (1) determine the major tasks and activities for the transition period and (2) determine the structures and management mechanisms necessary to accomplish these tasks."<sup>26</sup>

Selection of the transition management team leader is critical. This person must have sufficient leadership skills, personal skills, respect and access to resources to ensure successful transition of the proposed organizational change. This person must be independent and secure enough to be able to objectively convey good news and bad news to city leaders.

The transition team leader will be charged with overall responsibility for development and execution of the transition plan. With the help of his team he will map

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<sup>25</sup>Richard Beckard & Reuben T. Harris, Organizational Transitions, Reading, Massachusetts, Addison-Wesley, 1987. 71.

<sup>26</sup>Ibid.

out the components of the plan. He must possess superior communication skills. In his role, the team leader will have to decide what information is disseminated and to whom. The team leader will be the focal point of support and resource allocation as the strategic change evolves. He must be politically aware and flexible enough to change with shifting priorities. Finally, the transition team leader must be able to communicate the vision of the organization as it will be when the transition is complete. With these considerations in mind it would appear that one of three Deputy Chiefs would be best suited to lead this group.

Selection of members of the transition team is also critical since the identified "critical mass" comprises a diverse group. Persons selected for the team must be familiar with transition management, possess sufficient clout, and have the ability to work with the transition team and the stakeholders comprising the critical mass. They should represent major functions of the police department including patrol, administration and investigations.



# ASSESSING YOUR ORGANIZATION'S

## (KEY LEADERS') READINESS FOR MAJOR CHANGE

	Very Little Degree	Little Degree	Some Degree	Great Degree	Very Great Degree	Do Not Know
<b>AWARENESS DIMENSIONS:</b>	1	2	3	4	5	0
1. Awareness of the nature of the organization's current environment.				X		
2. Understanding of the nature of inter-relationships among organizational dimensions (e.g., people, culture, structure, technology, etc.)				X		
3. Appreciation that the change situation has some unique and anxiety-producing characteristics					X	
4. Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)				X		
<b>MOTIVATIONAL DIMENSIONS:</b>	1	2	3	4	5	0
5. Willingness to specify a detailed "vision" of the future for the organization				X		
6. Willingness to act under uncertainty			X			
7. Willingness to develop contingency plans				X		
8. Willingness to activate (follow) contingency plans				X		
9. Willingness to make achievement of the "vision" a top priority			X			
10. Willingness to assess own theory of organizational behavior			X			
11. Willingness to increase organizational dissatisfaction with current situation			X			
12. Willingness to use non-authority bases of power and influence			X			
13. Willingness to share responsibility for managing change with other key leaders in organization				X		
<b>SKILL AND RESOURCE DIMENSIONS</b>	1	2	3	4	5	0
14. Possesses the conceptual skills to specify a detailed "vision" of the future for the organization					X	
15. Possesses assessment skills to know when to activate contingency plan(s)					X	
16. Possesses interpersonal skills to effectively employ non-authority based power and influence					X	
17. Possesses personal relationships with other key leaders in the organization.					X	
18 Possesses ready access to resources (time, budget, information, people, etc.)					X	

ILLUSTRATION 3

In completing the transition team, a consultant from outside the police department should be included. If resources permit, this person should be a person from the private-sector trained in and familiar with organizational change. If resources do not exist to pay for an outside consultant, a representative from an existing city department such as the City Auditor's Office should be assigned to the task. This person must be sufficiently qualified and autonomous to be able to offer his or her perspective and insights as an "outsider." This insight and expertise could be invaluable in preventing the transition team from making less than optimal decisions.

The following committees led by the best qualified personnel from the transition management team should be established to plan and implement the proposed organizational change:

- **Technology evaluation and acquisition.** Much of the proposed change will be technology driven. In some cases, technology will replace personnel. In others, analysis capability (crime trends, deployment, productivity, and financial management) is important. The demands placed on the technological component of this plan require that the best available, most expandable, compatible and adaptable computer systems available be researched and evaluated for acquisition. Members of this committee must be familiar with emerging technology, information management, and police administration.
- **Quality control and productivity.** In order for the proposed strategic plan to succeed, it will be necessary to show that the incrementally implemented changes

improve service delivery and effectiveness. Members of this committee must have the ability to analyze data and recommend changes that will lead to improvement in service delivery strategies.

- **Communications.** In order to maintain and build public support for the implemented changes, it is necessary that critical mass stakeholders be kept aware of gains and that damage control be in place when less than optimal results materialize. This committee will develop a communication plan and ensure that the best resources are used on a timely basis, ensuring all audiences are reached and heard from during the transition.
- **Employee relations.** A major source of support for the proposed changes should originate with police and other city department employees. "Resistance to change in organizations takes many forms; change managers need to analyze the type of resistance in order to work with it, reduce it and secure the needed commitment from the resistant party."<sup>27</sup> Members of this committee must be competent to analyze resistance as it materializes and devise strategies to overcome it.
- **Planning and research.** The strategic plan should be dynamic. As changes are implemented, results are analyzed, and constituents' priorities shift, course corrections must be planned, recommended, and implemented. Members of this committee must be qualified to recognize these shifts and recommend policy changes to the transition management team leader.
- **Financial management.** Much of the planned strategic change implementation will be dependent upon the financial resources necessary to acquire technology. The cost

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<sup>27</sup> Richard Beckard & Reuben T. Harris, Organizational Transitions, Reading, Massachusetts, Addison-Wesley, 1987, 98.

of improved and changing technology along with other police services must be anticipated and planned for. Contract preparation and administration will require legal and financial expertise. Financial control and analysis will be critical to the success of the strategic plan. Members of this committee must have strong business, administrative and financial qualifications.

The Long Beach Police Department is a large police department, just beginning decentralization. Communication is very good and cooperation and coordination are good. Transition of the magnitude discussed in this strategic plan can best be accomplished by making change incrementally, department-wide. Attempting to use a pilot project approach would lead to confusion and less than optimal results. The process should be one of evolution and not of revolution.

Each of the transition management teams' responsibilities will overlap to a certain degree. This overlap will require that there be cooperative interaction by each committee with the other committees. It will be the responsibility of the transition team leader to ensure there is close cooperation and coordination of committee activities.

#### **METHODS AND TECHNOLOGIES TO SUPPORT IMPLEMENTATION**

This ~~segment~~ component of the transition plan addresses methods and technologies which ~~can be employed~~ to support plan implementation.

- **Computer technology.** As stated earlier, information collection management and analysis will be one of the major components that guides the success of the implementation of the strategic plan. Every effort must be made to acquire as early as possible, the best, most effective information handling technology as possible. The

capability to gather, handle, manage, and analyze information will be an engine which drives implementation of the strategic plan and is critical to its success. The Technology Committee working with the Long Beach City Information Services Bureau can identify the technology needed to identify crime trends, identify perpetrators, analyze service demands, handle financial management, aid in record storage and retrieval and assist in future planning.

**Responsibility charting.** "Responsibility charting clarifies behavior that is required to implement change, tasks, actions or decisions. It assists in reducing ambiguity, saving energy and reducing interpersonal reactions of people involved in the change process."<sup>28</sup> Responsibility for completing the chart should rest with the transition management team leader subject to the approval of the Chief of Police. Persons included on the chart will include the Chief of Police, the transition management team leader, the organizational consultant and transition team leaders. Tasks listed would include but not be limited to training, equipment and technology assessment and acquisition, resource allocation, program evaluation, publicity and media relations. It includes those directly involved, managers of those involved, groups as well as individuals and people inside or outside the organization. Illustration 4 depicts a responsibility chart to manage the proposed transition plan.

- **Training.** Communication of the strategic plan and its implementation is key to its success. The vision of the future state of the organization is paramount to its success.

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<sup>28</sup>Charles Dinse: How Will Large Police Organizations be Structured by the Year 2002? State of California Department of Justice Commission on Police Officers Standards and Training, Command College Class XVII, Jan. 1994, 93

Communication reduces anxiety and resistance to change. A large part of communication and information about the strategic plan can take place as training in various facets of the change as it is initiated and integrated into the everyday operation

## RESPONSIBILITY CHART

### Decision

Actors	Training	Technology Acquisition	Communications / Publicity	Quality Control Evaluation	Planning & Research	Financial Management	Organizational Management
City Council	I	A	I	I	S		A
Chief of Police	A	A	A	A	A	A	A
Transition Team Leader	A	A	A	A	I	I	I
Other Deputy Chiefs	S	S	S	S	I	I	R
Organizational Consultant	I	I	I	I	I	I	I
Technology Committee	S	R	I	I	R	I	I
Quality Control Committee	I	I	I	R	I	I	I
Communications Committee	R	I	I	I	I	I	I
Employee Relations Committee	I	I	R	I	I	I	I
Planning & Research Committee	I	I	I	I	R	I	I
Financial Management Committee	I	I	I	I	I	R	I

Illustration 4

R = Responsibility (not necessarily authority)  
A = Approval (right to veto)  
S = Support (put resources toward)  
I = Inform (to be consulted)  
- = Irrelevant to this item

- of the organization. Training, in the form of formal presentations describing the Strategic Plan, its goals and methodology, must be developed by Police Department

Training Staff at the direction of the communications committee after concurrence of the Transition Team leader and other Deputy Chiefs.

- **Management training.** One day each month, managers of the Long Beach Police Department meet for a training day. Use of these training days could be most useful in keeping those affected by the change thoroughly informed and active in the change process. These training days can be very successfully used to communicate the department vision and to obtain feedback and to reinforce support for various components of the plan. A training block, giving a progress report, should be scheduled for each training day. This training should be the responsibility of the communications committee. The topic of each training session should be selected by the Transition Team leader. Training in the form of progress reports could be provided by the Chief of Police or representatives of the various committees..
- **Role modeling.** Department leadership will set the example by incorporating the vision of the future state of the organization into their everyday work behavior. Their responsibility as role models includes selling the positive, communicating the vision, and reinforcing the mission statement of the department at all times

## **TRANSITION MANAGEMENT OUTLINE/TIMELINE**

Every transition management plan should have an outline/timeline. Below is a transition management outline/time line to implement private-sector management practices in a large police department.

**A. Pre-Implementation phase:**

1. Draft of transition plan presented to Chief of Police January, 1995.
2. Chief of Police approves plan and formally submits it to the City Council by April 1995.
3. Following City Council approval, the plan is announced and the transition management team leader is selected, June 1995.
4. Transition management committee members are selected, committees are formed and meeting begins July 1995.
5. Training is provided in staff meetings, management training, and team building exercises, October 1995 through completion.
6. Feedback processes are initiated and communications are analyzed from department members, city officials, and citizenry, October 1995 through 2001.
7. Transition management committees meet, submit recommendations to the team leader, November 1995 through 2001.
8. Interim management rules and processes are selected and announced December 1995.

**B. Implementation:**



1. Initiate movement/reassignment of people and functions, January 1996 through 2001.
2. Allocation of resources, January 1996 through 2001.
3. Provide needed training, January 1996.
4. Initiate integration of new systems and processes, April 1996.
5. Formally initiate evaluation of new processes, functions and interfaces, June 1996.
6. Chief of Police formally approves of established organizational changes, July 1996.
7. Chief of Police holds press conference announcing progress and successes of the transition, August 1996 and semi-annually through 2001.

**C. Full implementation:**

1. New managers are in place and operating, August 1996.
2. Formal communications have been established and refined, September 1996.
3. Information management technology has been acquired, installed and tested, October 1996.
4. The transition management team and committees continue to meet, monitor change and progress, recommend and implement change and make adjustments as needed, January 1997 through 2001.

**D. Formal evaluation:**

Implemented changes are continuously evaluated and formal annual reports are published, August 1997, through 2001.

## **SUMMARY**

Organizational change must be planned and managed. Critical issues that must be anticipated and addressed include developing necessary support, overcoming resistance, designing appropriate management structures and creating evaluation procedures to measure the effects of change as they are made.

Transition management consists of three components: identification of the critical mass and analysis of their commitment to change, creating the management structures best suited to effect the desired change, and the methodologies and technologies change agents can employ to effect the needed change.

"Intervention in large systems is, and will probably continue to be, largely an art. But even an artist needs to have some technique and some tools, and ~~experience~~ using them...the manager of the change process and the organizational ~~community~~ who helps, must both be judged on the artistry of their product."<sup>29</sup>

Six common pitfalls of change management are: "Lack of clarity, unclear direction, lack of commitment, poor communications, lack of control, divisive coalitions, and smothered creativity"<sup>30</sup>.

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<sup>29</sup>Richard Beckard & Reuben T. Harris, Organizational Transitions, Reading Massachusetts, Addison-Wesley, 1987, 116.

<sup>30</sup>Charles Dinse, How Will Large Police Organizations Be Structured by the Year 2002? p.102, State of California Department of Justice Commission on Police Officers Standards and Training, Command College Class XVII. Jan. 1994.

Planning and understanding the process as much as possible will assist the change manager in achieving the best possible result. This transition plan impacts each of these areas by establishing clear lines of responsibility, accountability, communication, feed-back, training and a system to test and refine programs.

**SECTION V**  
**CONCLUSIONS AND RECOMMENDATIONS**  
**FOR FUTURE STUDY**

## CONCLUSION

Public preoccupation with crime is at an all time high, while confidence in government is at an all time low. Voters fiercely resist higher taxes while demanding better service. Law enforcement leaders will be increasingly caught in the crossfire of what politicians promise and constituents demand. For a police executive, decision making in today's gatling gun atmosphere becomes a daily adventure. The amount of information is exceeded only by its velocity. The challenge facing the Long Beach Police Department is how best to respond to the demands of an increasingly sophisticated constituency while contending with ever diminishing resources.

Department leaders are increasingly asked to solve more problems in our community. As this trend continues proper problem identification, analysis and well developed mitigation strategies will become more critical. Forward thinking police leaders will increasingly study, and when appropriate, adopt approaches that have proven successful in the private sector to leverage their effectiveness.

While there are similarities and dissimilarities in the management of public and private organizations, "they are at least as similar as they are dissimilar"<sup>31</sup> the demand for performance from government and efficiency in government is both real and right. The perception that governments performance lags private business is also correct."<sup>32</sup>

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<sup>31</sup> Graham T. Allison, Public and Private Management: Are they Fundamentally Alike in All Unimportant Respects, in Jay M. Shafritz and Albert C. Hyde, Classics of Public Administration (Pacific Grove, CA: Brooks/Cole Publishing Co., 1992), pp72.

<sup>32</sup> Ibid.

"Performance in many public management positions can be improved substantially, perhaps by an order of magnitude. That improvement will not come, however, from massive borrowing of specific private management skills and understanding. Instead it will come, as it did in the history of private management, from an articulation of the general management function and consciousness about the general public management point of view. The single lesson of private management most instructive to public management is the prospect of substantial improvement and consciousness about the public management function.:<sup>33</sup>

The Long Beach Police Department can benefit tremendously by instituting the ongoing administrative and management process of "continuous improvement." Every one of its activities should be subjected to cost benefit analysis and continuously analyzed in terms of results, performance, quality and cost. Creating a system of bench marks will assist the department in continuously improving its performance.

Evaluating performance based on criteria of; financial management (complying with generally accepted accounting principles,) performance measurement, infrastructure maintenance and use of information technology will enhance its effectiveness.

Restructuring, both downsizing and upsizing, should be a continuous process where the organization and its activities are matched to law enforcement exigencies when and where they appear. Contracting service in and out should be considered as alternatives when they feasibly earn or save money.

The department should make every effort to create effective strategic alliances with local private sector organizations, community organizations, and other local state and

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<sup>33</sup>Ibid.

federal agencies. Doing so will facilitate the exchange of information and enhance the organizations ability to carry out its mission.

Finally, the department must work to establish a performance based compensation system for as many of its members as possible. As Peter Drucker says, "There will be no results unless there is a radical change in the way government and its agencies are managed and paid."<sup>34</sup>

As we have seen from the preceding pages, the Long Beach Police Department faces a future filled with challenges and opportunities. Today, more than ever, well-devised and focused strategies are needed to address the increasing threat of crime. The future leaders of the Long Beach Police Department must make every effort to ensure that our organization is prepared to capitalize on the opportunities, and meet the challenges the future will bring.

They must be capable of not only using proven crime control techniques of the past, but also strategies proven successful in the private sector. Tomorrow's leaders must be competent in the latest economic, political and budget matters as they are continually forced to do more with less. They must learn to increase their interaction with the community and market their services while maintaining the highest professional standards. They must be competent and comfortable working with technology as it proliferates in his field and those around him.

They must realize they will be held more accountable to the public as community-customer driven law enforcement becomes standard. Civil service mentality and status

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<sup>34</sup>Peter F. Drucker, Really Reinventing Government, The Atlantic Monthly Magazine, Vol. 275, No. 2, February 1995, pp49.

will diminish as cost and effectiveness become overriding concerns. It will not be easy but it can be done.

**THE ISSUE: WILL PRIVATE SECTOR MANAGEMENT PRACTICES BE IMPLEMENTED IN A LARGE POLICE DEPARTMENT BY THE YEAR 2004?**

Significant information was obtained through research, an environmental scan, interviews and group exercises.

The purpose of this study is to prepare police administrators and managers for the future based on the results of research described above. Police leaders must plan for anticipated events and trends through continued analysis, planning and modification of their management structures and processes.

After prognosticating future trends and events, a hypothetical future scenario was developed. The scenario demonstrated how elements of a strategic plan could help a large police department adopt and best cope with anticipated societal changes.

Police organizations are asked more and more to solve problems in partnership with the community. As this trend continues, proper problem identification, analysis and mitigation strategy development will become more critical. Adopting strategies and approaches that have proven successful in the private sector is one way law enforcement and police leaders can leverage their effectiveness as we enter the next millennium.

**SUB ISSUE: WHAT PRIVATE SECTOR MANAGEMENT PRACTICES OFFER SIGNIFICANT BENEFITS TO LAW ENFORCEMENT?**



Four private sector management practices were found to offer significant benefits to law enforcement. They are, consolidation of existing enforcement units, flattening organizations developing performance based compensation systems and supplying technology. Benefits include: improved coordination, communication, cooperation and better information available for analysis and application. But these benefits will come at a cost. Jobs and power bases will be reorganized. Dealing with these realities will take very careful planning and management. Only education and proper strategy development and execution will equip law enforcement leaders to meet the challenges and opportunities the future will bring.

**SUB ISSUE: HOW WILL PRIVATE-SECTOR MANAGEMENT PRACTICE BE IMPLEMENTED INTO THE OPERATION AND ADMINISTRATION OF A LARGE LAW ENFORCEMENT AGENCY?**

Sections three and four of this project detailed the strategic planning process. Section four describes the transition management processes of implementing private-sector management practices into the operation of a large police department. ~~Implementing~~ these changes must be a carefully planned and managed process. It must be a process of ~~evolution~~, not revolution. Communicating the vision and the benefits of the proposed changes is critical to securing the support of the stakeholders. Listening to and responding to analyzing and responding to constituent demands are a vital part of this process.

## **SUB ISSUE: WHAT ARE THE IMPLICATIONS OF THESE PRACTICES FOR A LARGE LAW ENFORCEMENT AGENCY IN TERMS OF COMPENSATION?**

As was explained in section three, employee organizations can be expected to resist change. Fear of job loss, power, and status are realities of the work place in a changing world.

Probably the best way to deal with this anxiety is to include as many people as possible in the change. Clearly identifying the benefits and values of the change, to as many people as possible affected by the change will help facilitate implementation. Phasing-in allows the project to be deployed in manageable chunks and gives change managers time to spot and change problems as the organization evolves. People embrace change when they feel it is good for them. It is the challenge of organizational leaders to communicate and secure support of the benefits of any proposed change.

Consolidating services, flattening organizations, and applying technology means there may be a loss of a significant number of positions, both managerial and non-managerial. Eliminating job positions through attrition, offering retraining, and creating alternate career paths are strategies that will maintain the motivation and commitment of employees. Those who excel in helping the organization accomplish its strategic plan should be compensated. Accomplishing these changes will require the creation of carefully thought out and monitored compensation plans.

## **RECOMMENDATION FOR FURTHER STUDY:**

During the course of this project, the author became aware of the impact technology could have in law enforcement if its true potential could be harnessed. A major problem shared by law enforcement and criminal justice agencies is the need to access and exchange information more readily and rapidly. Too many agencies still rely on antiquated paper systems to carry out their missions. Much of the work in law enforcement and the judicial system is information based. Developing computer systems and networks to rapidly access and share information is a challenge law enforcement leaders must consider, plan, and implement

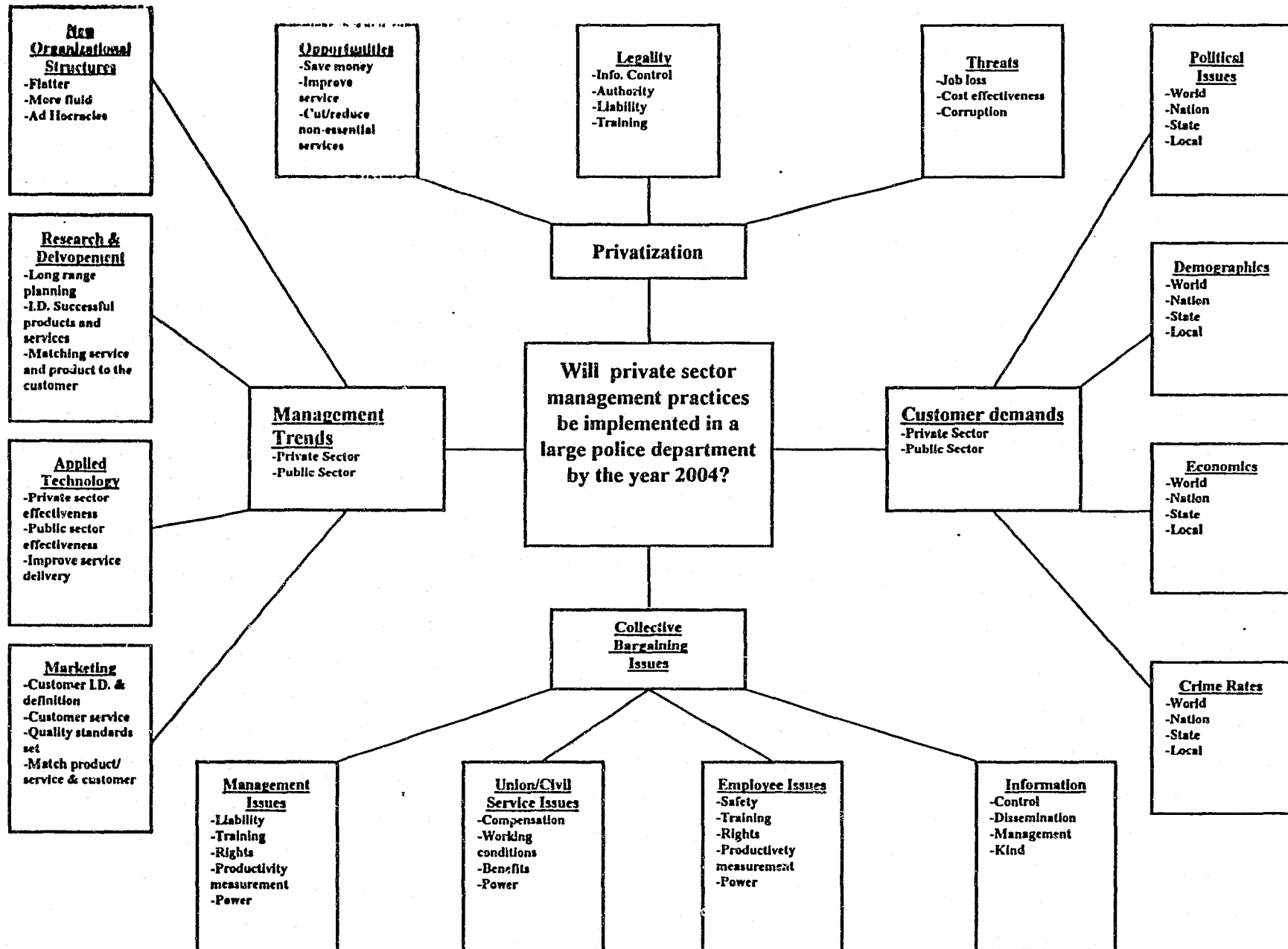
Applying network technology can help solve information sharing problems in the following ways:

- Linking police officers in the field directly to data bases that contain information on drivers' licenses, car registrations, and warrants.
- Linking law enforcement with prosecutors.
- Linking law enforcement data with the courts.
- Linking lawyers and courts to reduce paperwork.
- Linking courts and law enforcement agencies with departments of corrections.
- Linking law enforcement with other governmental service agencies.
- Linking state branches of justice with local agencies.

Creating systems that link and facilitate the flow of information will benefit everyone.

A second area this author would have liked to pursue in much greater depth was the issue of political or private persons interfering with professional law enforcement. While this author strongly supports capitalizing on those private-sector practices that can be beneficial to law enforcement, issues of political interference, police misconduct, and corruption must always be considered. This particular aspect of implementing private-sector management practices into the operation of large police departments would provide fertile ground for research.

# FUTURES WHEEL



## APPENDIX 2.

### Biographic Data of NGT Panel Members.

1. Commander Dale Brown is the commander of the Long Beach Police Department Internal Affairs Section. He has a Masters Degree, is a graduate of the FBI National Academy and Command College Class 12.
2. Victor Franco is a Senior in Wilson High School in Long Beach. He lives in Long Beach with his family and is involved in Long Beach Search and Rescue.
3. Betsy Bredau is an accountant who lives in Long Beach. She has a BS Degree from Cal State University, Long Beach, in Business Administration. Presently she works full time as a consultant and mediator for Safe Streets Now. Safe Streets Now is a grass roots organization that uses small claims courts to force owners to clean up crime ridden properties.
4. ~~Barbara~~ Azeka is an Administrative Officer in the Long Beach Department of ~~building~~ and Planning. She has a BA in Sociology, an MS in Counseling and an ~~M.P.A. degree.~~  
  
~~Robert~~ Barry is the Director Emeritus of the Center for the Administration of ~~Justice~~ School of Public Administration at the University of Southern California. He is a retired Special Agent with the FBI, a law enforcement consultant, author, lecturer and trainer.
2. John Wallace is a Financial Adviser and retired CEO of Petrolane Inc., a world wide energy producer with over \$2.5 billion in revenue and 16,000 employees. He

is a member of several boards of directors in Southern California and very active in community affairs.

7. Jerry Lance is a Deputy Chief with Long Beach Police Department. He is the Deputy Chief of the Detective Bureau. He is a graduate of Command College #1 and the FBI National Academy.
8. Gordon Collier is a Long Beach Police Department Patrol Sergeant. He has three years of college and 18 years of police experience.
9. Ray Jordan is a Long Beach Police Department Commander. He has an MS Degree and an M.P.A. He is a graduate of Command College 13 and the FBI National Academy.

### APPENDIX 3

#### Identified Events

1. Major political assassination.
2. POST eliminated.
3. Disney comes to Long Beach.
4. Prison privatization becomes law.
5. City Manager mandates management rotation.
6. Supreme Court rules municipal taxes illegal.
7. Martial law declared when prisons are closed.
8. Police Review Board instituted.
9. Passage of gun control law.
10. City contracts with Sheriff's Department to police city.
11. Supreme Court orders all prisons closed due to overcrowding.
12. California City Managers Association vows to hire non-sworn for police manager positions.
13. Inflation causes devaluation of the dollar 50% January 1, 2004.
14. Los Angeles County goes bankrupt.
15. A major economic recession occurs.
16. City employees and managers unite to form a management bargaining unit.
17. Election of a political official from the private sector, i.e., Ross Perot.
18. A new law is passed decriminalizing victimless crimes.
19. A gas shortage occurs.
20. PERS allows retirement age 50, 25 years service at 75%.
21. Change in tax base due to legislation.
22. Court decisions with a major negative impact on law enforcement.
23. NAFTA becomes fully implemented.
24. Sheriffs contract for police services in a foreign country.
25. A major technological breakthrough.
26. A major race riot.
27. Stock market crash.
28. Mandatory insurance for business and government organizations.
29. Prison population allowed to compete with private-sector work force.
30. A major police strike.
31. A major natural disaster, i.e., earthquake.
32. Public safety assistants to handle all non-violent crime reports.
33. Police services are federalized.
34. A major electrical power disruption occurs.
35. The military is used in law enforcement.
36. Cities contract with private security for police services.
37. U. S. declares war.
38. Strict enforcement of illegal immigration.
39. A major law enforcement lawsuit.
40. Unemployment rate above 15%.
41. A major health epidemic occurs.
42. A widely publicized example of success using private-sector practices in the public sector occurs.
43. Police reservists provide 45% of police services.



## APPENDIX 4

### Identified Trends

1. Do more with less.
2. Continued flattening of organizations.
3. Multiculturalism in large urban communities.
4. Paperless work environment.
5. Re-organization for increased efficiency and productivity.
6. Decriminalization of victimless crimes.
7. Community customer-driven police services.
8. Mergers of small police departments.
9. Technological improvements
10. Privatization of law enforcement.
11. Work force diversity.
12. Number of non-civil service and at-will positions.
13. Diversified training to meet community needs.
14. Demographics-driven service.
15. The role of women in law enforcement managerial positions.
16. Law enforcement will become entrepreneurial related.
17. Public relations and marketing.
18. Private/public partnerships.
19. Alternative sentencing.
20. Drug controlled behavior.
21. Composition of police departments reflect that of the community.
22. Formalized contracts with Police Chief.
23. Number of available correctional facilities.
24. Number of formal police-sponsored police programs.
25. Low overhead vehicles and facilities.
26. Economic and educational incentives to encourage people to become police officers.
27. Retirement age change resulting in more management turnover.
28. Accountability to the public.
29. Police officers focusing on crime only.
30. Alternative dispute resolutions.
31. Changing roles of police officers to social services.
32. Public perception of criminal activity.
33. Levels of fear and concern.
34. Use of non-lethal weapons.
35. Recruitment age change.
36. Number of new sworn.
37. Community emphasis on crime-related issues.
38. Multiple agency networking for 24-hour operations.
39. Part-time police job sharing.
40. Levels of public responsibility.
41. Number of acts of violence against police officers.
42. Level of interaction by community groups in police decision-making.
43. Interactive TV to provide police services.
44. Lawsuits negatively impacting city budgets.
45. Use of scientific methods and technology.
46. Use of private security.
47. Public and private-sector partnerships.
48. Community tolerance for violence.
49. Autonomy and responsibility pushed to lower levels in police departments
50. Innovative new sources of revenue.

## APPENDIX 5.

### COMPUTER GENERATED SCENARIOS

**Scenario 1:** The events that happen are:

1. Dec. 1995 E-6. US declares war.
2. May 1998 E-8. City contracts with private security for law enforcement.
3. Nov. 1998 E-3. Law decriminalizes victimless crime.
4. May 2000 E-9. Unemployment reaches 15% in California.
5. Jun. 2000 E-4. Los Angeles County bankrupt.
6. Mar. 2002 E-1. Major recession.
7. Apr. 2004 E-2. Major race riot.

The events which *do not* happen are:

1. E-5. Court decision has negative impact on law enforcement.
2. E-7. Income tax base reduced.
3. E-10. Supreme Court orders prisons closed.

**Scenario 2:** The events that happen are:

1. Oct. 1998 E-1. Major recession
2. May 2000 E-9. Unemployment reaches 15% in California
3. Oct. 2000 E-6. U.S. declares war.
4. Dec. 2002 E-10. Supreme Court orders prisons closed.
5. Oct. 2003 E-7. Income tax base reduced.

6. Jan. 2004 E-3. Law decriminalizes victimless crime
7. Sep. 2004 E-8. City contracts with private security for law enforcement.

The events which *do not* happen are:

1. E-2. Major race riot.
2. E-4. Los Angeles County bankrupt.
3. E-5. Court decision has negative impact on law enforcement.

**Scenario 3:** The events that happen are:

1. May 1996 E-2. Major race riot.
2. Jan. 1997 E-3. Law decriminalizes victimless crime.
3. Jun. 1999 E-5. Court decision has negative impact on law enforcement.
4. Jan. 2001 E-6. U.S. declares war.
5. Feb. 2001 E-10. Supreme Court orders prisons closed.
6. May 2001 E-1. Major recession.
7. Dec. 2003 E-4. Los Angeles County bankrupt.

The events which *do not* happen are:

1. E-7. ~~Income~~ tax reduced.
2. E-8. City ~~contracts~~ with private security for law enforcement.
3. E-9. Unemployment reaches 15% in California.

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