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MANAGING PARTICIPATIVELY:  THE WAY OF THE FUTURE FOR MUNICIPAL
LAW ENFORCEMENT ORGANIZATIONS

BY R.E. Lowenberg

ABSTRACT

Organizational relationships have been the focus of the study of new age
management styles and practices.  Team building, quality circles, pursuing
organizational excellence, organizational transformation, and participative
problem solving seem to be a few emerging new age management issues.

Significant attention has been given to these issues in the private sector.  You
need only review contemporary management literature to substantiate this point.
Limited attention has been given to these issues in the law enforcement
management arena.

This project explores the impact of these new age management trends and their
impact upon the future of municipal law enforcement organizations.
Specifically, the focus is on the question of managing participatively:  the way
of the future for municipal law enforcement organizations.

It needs to be stated that the mere implementation of new age management styles
and practices, specifically a participative ethic for the purposes of
organizational improvement, in themselves is not a quick fix.  As is stated in
this project, all indications are that the majority of the members of
contemporary law enforcement organizations indicate an interest, and in some
cases a need, to have input and be part of their organization's participative
decision-making process.  It is interesting to note that they were less
concerned about the final decision.  It seemed that having the input and
participating in formulating data about issues that impacted the quality of
their workplace was satisfying enough.  In fact, most respondents indicated they
were quite comfortable with management making the final decision.  Specifically,
the respondents related an interest in a working environment that encourages a
participative ethic but equally important is the presence of a strong central
figure.  A chief executive who encourages participative problem solving and is a
decisive, enthusiastic leader who is willing to make the "hard" decisions facing
the organization is most desirable.

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

CENTER FOR EXECUTIVE DEVELOPMENT

COMMAND COLLEGE III

INDEPENDENT STUDY PROJECT

MANAGING PARTICIPATIVELY:   THE WAY OF THE FUTURE FOR

MUNICIPAL LAW ENFORCEMENT ORGANIZATIONS?

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# TABLE OF CONTENTS

## I.  EXECUTIVE SUMMARY

As our society continues to change at an accelerated pace, we find ourselves rapidly moving away from an industrial based society to a society based on information, a society which is highly service oriented. New societal relationships will be the result. New relations between people, their organizations and society in general.

Organizational relationships have been the focus of the study of new age management styles and practices. Team building, quality circles, pursuing organizational excellence, organizational transformation, and participative problem solving seem to be a few emerging new age management issues. Team building and quality circles deal with capturing and optimizing the energy of a group, developing an atmosphere in which confidences can be shared and organizational goals and objectives can be accomplished. The idea of pursuing organizational excellence deals with identifying certain organizational attributes, attributes that, if present in an organization, are the bedrock of achieving organizational excellence. Organizational transformation (O.T.) and planning for change are issues that are one step beyond organizational development (O.D.) and merely managing change. Another popular emerging issue is that of a participatory ethic, encouraging employee participation in organizational problem solving and goal setting.

Significant attention has been given to these issues in the private sector. You need only review contemporary management literature to substantiate this point. My research has revealed a limited number of these issues receiving much attention in the law enforcement management arena. I do believe these issues will be emerging in the future of law enforcement organizations.

It would seem a rapidly changing world demands that the enlightened police manager examine in detail emerging issues and trends that impact his/her ability to be a leader today as well as tomorrow. A leader who can accept the challenge of directing the future of their respective organizations. Leadership that can facilitate an atmosphere of innovation, planned change, flexibility and participative adaptability.

This project explores the impact of these new age management trends and their impact upon the future of municipal law enforcement organizations. Specifically, the focus will be on the question of managing participatively: the way of the future for municipal law enforcement organizations.

Since the first thought entered my mind to examine the question of what potential impact managing participatively would have on the future of law enforcement organizations, a certain sense of excitement has been present. As the project progressed, although sometimes tedious and time-consuming, the sense of excitement increased, especially during the phase in which the empirical research offered me the opportunity to survey and interview hundreds of individuals. This phase made it clear that we find ourselves in an exciting time. Significant changes are taking place especially as it relates to examining issues about human resource management, managing organizations, and managing changing relationships between our organizations and their external environment. My enthusiasm for this project endeavor was heightened further by the prospect of being somewhat of a pathfinder in this area of research. Managing participatively in the law enforcement management arena is a relatively untapped area of research.

In the way of summary a couple of issues raised in this project are worth emphasizing.

First, it needs to be stated that the mere implementation of new age management styles and practices, specifically a participative ethic for the purposes of organizational improvement, in themselves is not a quick fix. As is stated in this project, all indications are that the majority of the members of contemporary law enforcement organizations indicate an interest, and in some cases a need, to have input and be part of their organization's participative decision-making process. It is interesting to note that they were less concerned about the final decision. It seemed that having the input and participating in formulating data about issues that impacted the quality of their workplace was satisfying enough. In fact, most respondents indicated they were quite comfortable with management making the final decision. Specifically, the respondents related an interest in a working environment that encourages a participative ethic but equally important is the presence of a strong central figure. A chief executive who encourages participative problem solving and is a decisive, enthusiastic leader who is willing to make the "hard" decisions facing the organization is most desirable.

The second issue worthy of emphasis is that the enlightened Police Chief has the responsibility to recognize the need to assume a specific leadership role, a leadership role in identifying and seeking out the resources available within the organizational setting and within the community.

It is not difficult to recognize the value and strength of managing participatively in the organizational setting as that it seeks to use the total potential of the organization. Individual and organizational creativity and innovativeness is optimized. Through open lines of communication (feedthrough) mutual understanding feeds organizational trust and confidence. As this trend of managing participatively continues to permeate contemporary law enforcement organizations I contend the healthier these organizations will become. I also believe that this project indicates that in the future as our organizational sophistication in managing participatively increases the real impact on the quality of community life will come in the next ten to fifteen years when these same organizations take seriously participating and interacting openly in the community environment.

This project is a sincere effort in examining the question of whether or not managing participatively has a future in the management of municipal law enforcement organizations. I honestly believe a case can be made to the affirmative. The real judge will be the test of time.

## PROJECT SCOPE

A significant amount of time and energy could be expended in examining  new  age management  issues  and  trends.   Pursuing   organizational    excellence, organizational transformation, high performance programming and a  participative management ethic,  to  name  a  few.  Based on time and resource limitations the focus of this project will be on what effect a participative style of management will have on municipal law enforcement organizations.  This project attempts  to identify  and  project  specific  trends  and  events  with  an   emphasis   on interrelating the impact of one on the other.  This will lead to the creation of some viable alternative futures relative to the applicability of a participative style of management to the municipal law enforcement organization.

I think there are going to be some significant changes occurring  in  California law enforcement  in  the next ten to fifteen years.  The potential impact of the Command College alone is unknown at this time but the potential positive  impact is great.   I am encouraged by the quality of managers who we find in the career field of law enforcement today.  Certainly, this class is a prime example of the quality of individuals who I think, for the  most  part,  have  an  interest  in asking themselves the question, what potential impact will a participative style of management have on the future direction of law enforcement organizations?

## PROJECT STRUCTURE

The structure of this project was such as to facilitate for the  reader  a  more complete understanding  of  the issue of managing participatively.  This project has four major components:

1.  Research and Fact Gathering

    Consists of  searching  printed/automated  media,  futures  oriented literature,  contemporary  management  texts,  and  surveying  and interviewing persons of private and public sector organizations.

- 4 -

2. Defining the Future

This component uses futures technology to establish some alternative
futures for what impact a participative style of management will have
on the future of law enforcement organizations. A team was impaneled
to analyze emerging issues.

3. Planning for the Future

Information gathered during the first two components were used to
develop a strategic plan. This plan includes situation audits,
strategic four-factor analysis, WOTS-UP analysis, stakeholders and
assumptions analysis, and stakeholders/snaildarters plotting.

4. Managing the Change

A management structure and certain support technologies were selected
to manage the transition from the current management state to those
projected for the year 2000.

Each of these components reflects a validation process to assure that the issues
are addressed in terms of the influence one on the other using the STEEP model,
i.e., socially, technically, economically, environmentally, and politically.

UNIQUENESS OF PROJECT

Contemporary literature has given much attention to the participative style of
management. The literature refers to this style of management as it relates to
the management of private sector organizations. Limited attention has been
given to managing participatively in the public sector. My research indicated
very limited attention being given to the applicability and/or impact of this
style of management on law enforcement organizations. This literally untapped
area of research makes this project endeavor an exciting one. I am encouraged
and excited by the idea of being somewhat of a pathfinder in this area. The
uniqueness of this subject matter to the law enforcement management arena should
raise the curiosity of those who will read this project.

PROJECT PAYOFF

The assumption is that the future enlightened police manager must continually
examine and be in touch with changing organizational technologies so as to
optimize his/her ability to manage in an organizational atmosphere of
innovation, planned change, and participative adaptability.

The issues raised in this project will hopefully be of value to the police
manager who is interested in examining other than traditional management
techniques.

## III.  RESEARCH AND FACT GATHERING

LITERATURE RESEARCH

A detailed review of contemporary materials which relate to managing participatively was conducted.  A comprehensive bibliography is included under supporting documents.  (Reference pages 52 through 56.)

A comprehensive literature search revealed that a significant amount of attention has been given the issue of managing participatively.  The majority of this literature refers to private sector organizations.

### MANAGING PARTICIPATIVELY - PRIVATE SECTOR

It is obvious an increasing number of corporate executives are relying on  teams of employees to share in organizational decision-making.  A multitude of examples and successful models were prevalent in the literature.  Some of the noteworthy highlights included the emphasis of moving away from more traditional management style to a more participative style, a participative philosophy which underscores an increasing delegation of authority and a  new  emphasis  on leadership.  A  leadership  which recognizes the value of building a strong team of managers who recognize the rapidly changing work force.  A management team which can  adapt  rapidly  to change.  A number of authors talked about the team approach and participative problem solving and how it meets the challenge of the ever-increasing  sophistication  and  specialization  of  many  corporate organizations;  a  challenge  which can be best met by encouraging brainstorming amongst organizational members with different areas of expertise.

Another noteworthy point was the issue of organizational climate.  To  say  an organization encourages  multiple  levels of the organization to supply input in decision-making is not enough.  Human  resource  management  experts  know  that respect  is  the  foundation  for  successful  participative management.  The literature articulated that if participative management is poorly  executed,  it can have a negative impact on organizational health.

If participative management is properly executed, employees in general feel more supportive of organizational  change.  Participative  decision-making  sessions facilitates a  feeling of support for new plans amongst session participants.  A significant organizational dividend is realized when employees take part in  the decision-making process.  They  see,  possibly for the first time, the range of problems facing managers and the organization as a whole.  This may  lead  to  a new found  respect,  even empathy for management in general.  This organizational respect works both ways.  When managers involve diverse  segments  of  the  work force in  the  participative decision-making process, they are in effect saying, "We respect your input, ideas and expertise."

The literature was also clear in pointing out some possible difficulties in implementing a system of participative management. A common experience is an uncomfortable feeling by management who are accustomed to a strictly hierarchical structure within their organization. Management perceives they must share their power that traditionally has been theirs. Instead of giving specific task accomplishment direction the manager explains goals and with guidance decides with the employee or work team the best paths to achieve the goals.

The so-called kiss of death for participative management is when the group goes through the process and then management ignores the group's ideas and plans. Management need not implement everything the group says. But, they cannot ignore it. Training is a key issue here. The appropriate training can give the manager the proper tools for dealing with group recommendations. It is worth noting that a number of authors mentioned the issue of adaptability of participative management. It is clear that participative management may be more appropriately suited to certain organizations. For example, an organization that could be best served by participative management would be one that is technologically dynamic, where constant innovation is vital to survival. A highly structured, hierarchical, limited task oriented organization in which innovation is not critical would not be best served by participative management.

## PUBLIC SECTOR

Literature dealing specifically with participative management in the public sector was limited. This literature for the most part recognized the potential of participative management techniques used in the private sector transferable to the public sector. Mentioned most frequently was the issue of participative management as a management practice that could be useful in developing human resources and increasing productivity. The majority of the literature zeroed in on the quality circle concept as a popular way for local governments to involve their employees in decision-making about service delivery and the quality of the work place. Generally speaking, the quality circle concept was described as a small group of employees who work on a common job or in a common area. Each group or circle has a leader chosen by the group. Typically, there is more than one circle within the organization. The program as a whole is usually administered by a facilitator who is responsible for establishing new circles and training circle members and leaders.

Once participants are trained, circles meet on a frequent basis on "company" time. Using problem solving techniques and skills acquired during the training process, problems are identified, prioritized, and selected for work through. Problem solution recommendations are made to management. Management reviews the recommendations and, if acceptable, the quality circle is often given the responsibility of implementing the solution.

A study on quality circles by the International Association of City Managers indicated that the organizations involved in their study reported some important program benefits in addition to improving productivity and labor relations. These include improved employee morale and motivation, personal and career development for employees in the areas of decision-making and leadership skills, and an organizational attitude of problem prevention rather than crisis management.

## LAW ENFORCEMENT ORGANIZATIONS

Literature which specifically dealt with participative management in the organizational setting of law enforcement agencies was also limited. Although, I must say, it was not as limited as was first thought. As with the discussion of participative management in the public sector relative to quality circles, so was there a significant amount of information relative to the application of quality circles to the law enforcement management arena.

A significant research project was conducted in 1984 by the Urban Institute, Washington, D.C., on the use of quality circles by police departments. This project included the surveying of 300 police departments throughout the United States. The survey revealed that 48 (16%) had implemented quality circles or at least some form of participative committee sometime over the prior three years. This project described the police department quality circle concept much like that described above in the public sector setting. The project did identify a number of characteristics unique to police departments that have important implications for quality circles. These include the following:

The use of different shifts or watches (particularly for field operations and for communication), changing work hours, the geographical dispersion of field officers, and the unpredictability of service demands. These make scheduling of circle meetings difficult and can lead to attendance problems at circle meetings.

The hierarchical paramilitary (rank) structure. This tends to encourage a more authoritarian management style, whereas quality circles represent a form of participative management. In some cases, this has led to persons involuntarily participating in circles and other strains in circles.

The action orientation and desire for quick results on the part of police officers. This tends to make some officers impatient if circle activities involve "research" and paperwork analysis, particularly where these activities extend over many weeks or months.

Frequent and widespread turnover, especially due to transfers of sworn personnel from one work unit to another. This has created difficulties in maintaining continuity in circle membership for any length of time.

The project also identified a number of important issues that individual police departments need to address when considering the use of quality circles.

One issue dealt with what types of problems should be addressed by police quality circles. The project found that most quality circles focused their energies on problems associated with the quality of the work environment, rather than the quality, effectiveness, or efficiency of the services delivered. Examples included such problems as office lighting and appearance, washroom deficiencies, advance posting of monthly assignment rosters, and the need for better parking facilities near police headquarters. The most successful examples of police quality circles cited by this particular project which have tackled issues with potentially important ramifications for police service delivery was that of the Dallas Police Department. Specific examples included better prioritization of calls for service, policies to reduce the number of legitimate citizens complaints, and procedures designed to provide better service to citizens using the customers service desk.

The project pointed out that the long term viability of quality circles is likely to be endangered if the circles are not able, at least periodically, to address important service delivery problems. Another example of a participative management approach that was examined during the literature search was that of a successful project conducted by the Scottsdale, Arizona, Police Department. The project was jointly developed by the City's Office of Management and Productivity (OMP) and the police department. It is referred to as the Round Table Project. Round Table discussion groups are designated by management, receive training in problem solving and are given the opportunity to meet on "company" time to discuss and develop recommendations on improving productivity and quality of service. The most recent evaluation by the OMP of this ongoing project reveals that Round Tables have increased both employee awareness and understanding of the decision-making process, management awareness and understanding of employee needs. This concept has been so successful in the police department that it is now being used in various other departments throughout the City of Scottsdale.

The preceding overview of the literature research was intended to familiarize the reader with a basic understanding of the contemporary literature as it relates to participative management.

## SURVEYING AND INTERVIEWS

In an attempt to validate information gathered during the literature research and to further facilitate fact and information gathering, I surveyed and/or interviewed in excess of 200 individuals. These individuals were diversely representative of the public and private sector work force, management and non-management, and the consultant and academic environment. A listing of these persons and a copy of the survey instrument can be found in the supporting documents section. (Reference pages 36 through 39.)

The respondents were initially asked to define a participative style of management in the context of the organizational setting. Although the responses were somewhat diverse, a definition that I think would be acceptable to the majority of the respondents is as follows.

> A participative style of management means organizational involvement in decision-making, a style of management that solicits and respects input and open interactive communications at all levels of the organization. A management behavior that reflects an attitude of shared responsibility which increases the potential of optimizing the consultive process in organizational decision-making.

The second question asked what the future (10-15 years) holds for a participative style of management relative to private sector organizations, public sector organizations, and municicpal law enforcement organizations.

> Private sector organizations. A consensus of the respondents perceive private sector organizations in general as the "pacesetter" for participative management, a perception that this style of management will likely continue due to previous "successes" that have received significant attention in contemporary management literature. This trend will also continue due to the need of employees at all levels to take an active role in decisions on how the organization looks (its image) and functions.

> Public sector organizations. Participative management becoming more and more popular as the public sector continues to recognize the many similarities between managing private and public sector organizations. It was interesting to note that the private sector and academic respondents perceived little difference in the approaches towards managing people, be it the private or public sector environment. Law enforcement respondents at the level of first-line supervisor and below generally perceived a moderate to significant difference between managing law enforcement/public sector organizations and private sector organizations.

> Law enforcement mid-managers generally perceived a moderate difference and executive level managers generally perceived a less than moderate difference between managing law enforcement/public sector organizations and private sector organizations.

It was also interesting to note that generally speaking, law enforcement respondents saw themselves as less than sophisticated in managerial skills in comparison to their private sector counterparts. Private sector respondents were very complimentary of law enforcement managers. Follow-up personal interviews revealed a sense of respect for law enforcement managers by private sector managers. Law enforcement managers were perceived as above average problem solvers, communicators, decisive in nature.

Law enforcement organizations. Majority of respondents perceived that participative management will increase in the law enforcement environment but at a slower rate than in other public sector organizations and much slower in comparison to private sector organizations.

Many respondents were quick to point out that this rate of change relative to an attitude of participative management within a law enforcement organizatiton is dependent on the tone set by the chief administrator.

A significant number of the respondents also related the issue of the "new breed" of law enforcement employees who have a need and will "pressure" managers to involve them in organizational decision-making at an increasing rate and intensity during the next decade.

The next question asked the respondents to indicate their perceptions of the positive/negative aspects of a participative style of management on the employees, management, and the organization in total.

Line employees. Positives that were mentioned included participative management facilitates a more open and interactive communications between line personnel, supervision, and management. The idea of feedthrough was mentioned by more than one respondent. Feedthrough organizational communications is more complete than the more familiar term of feedback communications. Feedback is management directing communications "down" the organization with an expectation of receiving feedback. The concept of feedthrough is that communications is generated at any level of the organization with the expectation that this communication process allows the information to flow relatively unrestricted through the organization. A majority of the respondents mentioned the idea of a more satisfied employee and the increased potential of a more productive employee as a result of the employee who is given the opportunity to be involved in organizational decision-making. Employees who are involved in developing organizational goals and objectives have a sense of "buy in" or ownership in the organization. A feeling of working "with" not "for" management facilitates team building and increases the potential for organizational "commitment."

Negative aspects mentioned included a slowing down of the decision-making process. Decisions have to go through too many levels, committees, etc. in order to accomplish what may be perceived as a very simple decision. Some respondents mentioned that extroverted employees receive more attention than introverted employees. Internal jealousies may develop which would be damaging to the teamwork concept which participative management stresses. A minority of the respondents indicated that too much participation could result in a loss of confidence in management and/or a loss of organizational direction can occur.

Management. The most often mentioned positive aspect was that through participative management, the manager is better informed (aware) due to increased communications. A higher level of trust and confidence is developed at and between all levels of the organization. A number of respondents mentioned the value of participative management in developing subordinate personnel through a better understanding by the subordinates of some of the problems facing the organization; consequently, an appreciation or at least a clearer understanding of the manager's role by the subordinate personnel is seen by the managers as a plus.

Negative aspects mentioned included the issue of managers' resistance to change, especially as it relates to participative management. Participative management is seen by some managers as a relinquishing of decision-making power. Another negative for management might be that they could be overwhelmed with suggestions and recommendations from employees if participative management was really to catch on. Too much participation could result in the "tail" can start "wagging the dog" if not monitored, some managers suggest.

Organization in total. A significant number of respondents recognized the value and strength of participative management is that it seeks to use the total potential of the organization. It encourages and allows for individual and group involvement. Organizational and individual creativity and innovativeness is optimized. Through open lines of communication mutual understanding, trust and confidence is developed resulting in a greater capacity for the organization to achieve its mission. Members of the organization at all levels find themselves within a "friendly" environment feeling good about themselves and their organization. Very few respondents listed any negative aspects at this point not already mentioned under line employees or management with the exception of the idea that participation for participation's sake is counterproductive. A number of respondents indicated the key to the successful implementation of a participative style of management is for the chief executive to articulate the level of expectation. Ground rules need to be clear as to which issues and exchange of information items falls within the participative decision-making parameters set by the chief executive.

The fourth question asked the respondents if they see a correlation between an organization which practices a participative style of management and the organization's ability to interact openly with the community in which they serve. The majority of the respondents indicated a correlation exists. They believed that organizations which practice participative management do far better in interacting with their respective communities. Participative management is fueled by communication that is cooperative/collaborative rather than communication that is dictatorial. The approach of contemporary municipal law enforcement is one of not fighting a community or enforcing the letter of the law but rather motivating public support behind the department, its goals and objectives. Participative management facilitates this approach to policing.

Question five dealt with identifying emerging trends/issues relative to management styles and practices not mentioned above. One issue raised by more than one respondent is somewhat related to the preceding discussion about interacting with the community. Referenced was contemporary literature stressing Participative Democracy (e.g., initiatives and referenda). The assumption is that the community in general is reflecting a value that indicates an increasing need to be participative in nature. A further assumption is that the local law enforcement organization should then be a reflection of this community value and capitalize on the opportunity to participate with the community in decision-making. Respondents indicated that as law enforcement organizations become more participative in nature within their own organization, now and in the near future, the real impact on the quality of community life will come in the next ten to fifteen years when these same organizations take seriously participating openly in the community environment.

Another issue referenced to the contemporary literature was that of the quality-service relationship. A number of respondents related the need for law enforcement organizations to become less concerned with simply getting tasks done to being more concerned with delivery of quality service to the "customers."

The issue of leadership was mentioned most often. The indication was that we've done a pretty good job developing our management skills, i.e., cost/benefit analysis, evaluation, and objective setting, etc. The future health of the organization is dependent upon our ability to develop our leadership skills. Some key questions include: How do we lead people?; How do we build leadership for the future?; What are the principles and values of the organization and how do we convey and enhance them? Human resource development of the future requires leadership development.

Related to leadership was the interesting response received from a majority of the law enforcement line level respondents. They indicated an interest and in some cases a need to have input and be part of their organization's participative decision-making process. They were less concerned about the final decision. It seemed that having the input and participating in formulating data about issues that impacted the quality of their workplace was satisfying enough. In fact, most line level respondents indicated they were quite comfortable with management making the final decision. Specifically, the majority of these respondents related an interest in a working environment that encourages a participative ethic but equally important is the presence of a strong central figure. A chief executive who encourages participative problem solving and is a decisive, enthusiastic leader who is willing to make the "hard" decisions facing the organization is most desirable.

Question six asked the respondents to identify specific participative management models in place in their organizations or known to be in place in other organizations. Responses included a copy of an agency philosophy statement indicating a participative ethic, structured employee suggestion programs, "open" staff meetings, managing by objectives, problem solving teams, quality circles, team building workshops, etc. Most of the responses were somewhat vague about the degree of implementation/use of a true participative model regardless of what they were called. This prompted me to conduct a limited number of follow-up interviews. It was determined that among local law enforcement organization specific participative management programs/models were certainly limited in number. I was able to determine, although specific programs/models were limited in number, it was evident a trend is emerging relative to an attitude or philosophy encouraging increased employee participation in organizational decision-making. It was also evident that organizations that were more sophisticated in their approach to organizational participation also enjoyed a degree of sophistication in their participation/interaction with the community. Walnut Creek, Visalia, Irvine, Tustin, Cypress, Santa Ana, Manhattan Beach, and Scottsdale, Arizona are a limited number of cities that I found had an above average degree of sophistication regarding organizational participation and community interaction.

Hopefully the preceding overview of the surveys and interviews was informative to the reader. Certainly, it is not scientific but should suffice in familiarizing the reader with what is contemporary and what the future holds relative to participative management in the eyes of the practitioners.

# IV. DEFINING THE FUTURE


## TREND/EVENTS PROJECTIONS - INTERASSOCIATION

In order to facilitate trend/events projections a team of individuals was impaneled to analyze issues relative to managing participatively.


## Team Members:

Dr. Steve Blumberg, Professor of Organizational Theory and Behavior,
                        C.S.U.L.B.
Ms. Chris Eynon, Director of Planning, City of Cypress.
Mr. Larry Hurst, C.P.A., Director of Finance, City of Cypress.
Chief Ronald Lowenberg, Cypress Police Department.
Dr. John McKee, Director of Law Enforcement Management Center.
Chief Leo Peart, Irvine Police Department.
Mr. Ray Thomson, Executive Director, Boys' and Girls' Club of Cypress.
Mr. Phil Wendel, Corporate Personnel Director, Yamaha Motor Corporation.


As you can see, this team is diverse in background and career field. In preparation of the team work session, selected pieces of literature/research were sent out in advance to team members.


## Team Meeting Overview

A. Brainstorming exercise:

1. Identify past, present, and future issues (trends) in private sector management styles and practices, including managing participatively.

   RESPONSE: Participatory ethic, changing attitudes and values, changing work ethic, management by objective, organizational direction through specific goals and objectives, situational leadership, role/mission redefinition, employee assistance programs, corporate image, salesmanship/marketing, affirmative action, quality of work life, societal attitudes and influences, recognition/reward systems, the search for excellence, the rapidly changing area of high technology, information rich society, increased level of intelligence, lifelong learning, demographics, contemporary research, political climate, and the economy.

2. How does the public sector compare?

RESPONSE: The team felt there is not a significant difference between private and public sector organizations. The team did perceive, however, that public sector organizations to be somewhat more bureaucratic and resistant to change. The paramilitary nature of law enforcement organization would indicate a lack of innovation in the area of new age management styles and practices in general and managing participatively specifically.

3. Identify which of the more important issues that should be monitored to understand how management styles and practices may evolve over the next ten to fifteen years.

RESPONSE: Participatory ethic, role and mission redefinitions, organizational successes, technology, shifts in organizational structures, societal attitudes and influences, demographics, political climate, and the economy.

B. Nominal Group Technique:

1. Which changing issues (trends) could have the most effect on the nominal future relative to management styles and practices in law enforcement organizations?

RESPONSE: Role and mission redefinitions, changing organizational structures, participatory ethic, technology, demographics, political climate, and the economy.

2. How probable are such changes?

Using a Trend Evaluation Form (5.6 - reference page 40) the following reflects team averages.

| Trend Statement | Five Years Ago | Today | Will Be in 10 Years | Could be in 10 Years |
|---|---|---|---|---|
| (1) Changing Organizational roles and missions | 54 | 100 | 210 | 417 |
| (2) Changing Organizational Structures | 69 | 100 | 232 | 403 |
| (3) Participatory Ethic | 62 | 100 | 167 | 371 |

C. Cross-Impact Analysis:

An estimation on the probability of the impact on interrelated events using a Cross-Impact Evaluation Form (7.2 - reference page 41). The following reflects team results.

| | Events | Actually Occurred Probability | How would the probability of the events shown below be affected | | |
|---|---|---|---|---|---|
| | | | (1) | (2) | (3) |
| (1) | Roles and Missions | 95% | X | + 22% | + 14% |
| (2) | Structures | 56% | + 10% | X | + 17% |
| (3) | Participatory | 42% | + 8.5% | + 9% | X |

## SCENARIOS - SELECTION OF FUTURE

Based on these previous steps, scenarios were written to depict alternative futures.

## SCENARIO A

The typical local law enforcement agency has evolved into an unrecognizable organizational structure by the year 2000 compared to the typical agency of the 1980's. There has been the total elimination of mid-management and executive level staff. Regionalization became an economic reality by the year 1992.

Operating unit supervisors are referred to as team facilitators or T.F.'s. The T.F. facilitates and when necessary supervises line operations. The T.F. conducts team briefings and acts as trouble shooter facilitating an amenable relationship between human line personnel, agency robots, and the high technological equipment, a reality within the department by 1995.

The T.F. inputs and receives personnel management information from the regional management computer. Scheduling, including vacation assignments, are supplied to the T.F. by the computer. The computer has the capability of scheduling personnel based on called-for-services demand data. In the event it becomes necessary to discipline an employee, of course, the employee has the option of appealing the T.F. and/or computer's decision. In a fully participatory organizational environment the appeals board would consist of the T.F. imposing the discipline, another unit T.F., an employee to be chosen by the employee being disciplined, the police association president or his/her designee, an attorney representing the regional entity, and an attorney representing and/or chosen by the police association. This type of board is also used to develop policy, rules and regulations. By the year 1996 the California Supreme Court ruled that there is no such thing as management rights and since "management" is in fact a computer, anything directly or indirectly affecting the employee is subject to meet and confer.

Regionalization and high technology brought with it an environment void of sensitivity.

The T.F. quickly became frustrated with the less than human interaction with the computer management system (C.M.S.). No longer was this firstline supervisor a real supervisor, only a facilitator of information from operating functions and the C.M.S. The T.F. evolved into an individual insensitive to the needs of the line personnel based largely on negative feelings resulting from high technology. This feeling was easily seen by the employees who also became insensitive. The result is an insensitive employee who responds to calls-for-service and collects information. The employee lacks concern for the community in which he/she serves. After all, the employee finds it difficult to identify with the unit or community served. The employees see themselves as informational shuffling instruments within a regional entity which also lacks identity and concern for the somewhat unique needs of specific communities.


## SCENARIO B

The organizational structure of the typical municipal public safety agency in the year 2000 has made little change since the latter part of the 1980's. The exception is a number of municipalities who, for the alleged reason of cost-savings, consolidated police and fire protection services. There has been a slight decrease in the number of mid-managers and firstline supervisors.

During the latter part of the 1980's there was a high technology explosion. Fully integrated regional computer systems between all law enforcement agencies became a reality by 1994. These systems include critical management data which facilitated the streamlining of most all public safety organizations.

The enlightened managers of late 1980's and early 1990's recognized the high tech phenomenon and the effect it was having on the averge employee. The supervisors and managers concerned with maintaining healthy organizations facilitated a caring attitude throughout the organization. A wide range of employee assistance programs became in vogue. Participation in organizational decision-making was encouraged by implementing problem solving teams. Diverse segments of the organization would meet as a team and tackle specific problems plaguing the organization. The team would then make recommendations to senior staff on possible problem solutions.

This approach to improving organizational health had a significant effect on reducing the need for employees to participate in the active militant police associations typical of the 1980's. By 1995 a mutual respect for the needs of management and rank and file has been realized.

Working in concert to resolve organizational problems resulted in the dividend of the majority of the members of public safety agencies visualizing themselves as community problem solvers.

Respect runs high between the community and their public safety agency which is sensitive to the needs of the community in which it serves.

A select number of individuals from the earlier mentioned team were asked to review the alternative futures (Scenarios A and B). Based on selection criteria of probability, improving organizational efficiency, optimizing resources, community acceptance and the benefit to society in general, they were asked to choose the most desirable. Scenario B was the majority selection.


PERSONNEL ANALYSIS

The desirable future was analyzed in terms of the knowledge and skills which may be necessary of future law enforcement executives and community leaders to possess relative to managing participatively. In preparation of this analysis a brainstorming session with a select number of individuals was conducted. It was felt appropriate to compare society/work force of fifteen to twenty years ago to today's society/work force to better understand the society/work force of fifteen to twenty years in the future. The following is a narrative interpretation of that session.

The work force in 1965 was dominated by managers and supervisors who were World War II and Korean War veterans. In fact, the majority of the male work force who chose a career in law enforcement had experienced military life, an experience which fostered a feeling of responsibility and loyalty to a cause or organization and teamwork. The value system of the majority of these employees were based on a close, united family with significant parental control. Simple role identification was perceived as father as breadwinner and mother remaining in the home raising children.

Most employees were self-disciplined and seldom questioned authority. Personal needs were secondary to the needs of the organization for which they were employed.

The contemporary work force has experienced significant societal influences and events as they have matured. These events included such things as corruption in government, i.e., Watergate, scandalous government contracts, etc., Civil Rights movement, antiwar movement, an increase in the drug culture. These influences and events have had a very significant impact on the value system of the majority of the contemporary work force.

Today's work force has evolved into a group of employees who are in transition. Values are based on self-interests. Accepting responsibility and self-discipline is not necessarily of significant importance. Many live with the idea that if it feels good, do it. The work force is much more transient. Long term commitments are not in vogue. Stability does not seem to be a high priority, be it marriage, one's job, or where we live.

Many of today's employees are quick to question authority and are part of the me generation. Personal needs are primary with organizational needs being secondary.

The team felt this trend will continue making it necessary for the contemporary and future executives and managers to recognize the reality of this shift in principle and values of society in general and the work force specifically. An assumption articulated by the team was the need for the contemporary and successful executive/manager of the future to continually examine and be aware of emerging trends and issues that impact his/her ability to be a leader. Leadership became the focal point of discussion. Mentioned was a leader with vision, someone who can develop a vision which anticipates the future and then develops organizational direction that can best serve the needs of the organization's service population.


RESOURCE ANALYSIS

It would seem resources are abundant. It became increasingly clear to me during the preparation of this project that, seek and you shall receive, is a true statement. A prime example was the survey instrument that was disseminated. I experienced an unbelievable 98% return rate with 35% being returned with quality responses within the first two weeks. The cooperation wasn't limited to the survey instrument. The nature of this project required a number of teams on several separate occasions to meet and discuss the project. Also worth noting were the follow-up personal interviews. This cooperation could be described as enthusiastic participation. I met with this enthusiasm everywhere and with everyone I contacted. Especially noteworthy was the academic community and the private sector executives and managers. The latter being especially excited about interacting with what they described as a significant force (local law enforcment organization) that have such an influence on future direction of their respective communities. It would be prudent then for the enlightened police chief to assume a leadership role in seeking out the resources available in his own community.

Open dialogue needs to be maintained between private and public sector executives and law enforcement executives. A recently initiated activity that re-enforces this idea is jointly sponsored by the International Association of Chiefs of Police (I.A.C.P.) Private/Public Sector Relations Committee, California Police Chiefs' Association (C.P.C.A.), California Peace Officers' Association (C.P.O.A.), and several major corporations such as A.T.T., G.T.E., Chevron, Xerox, and Burroughs. This program allows select law enforcement executives/managers the opportunity to attend corporate management training conducted by these corporations. Although a relatively new program, the feedback has been excellent. Discussions between program participants reveal a mutual understanding of the difficulties of managing our respective organizations.

Of course, I would be remissed if I didn't mention the resource potential that the Command College has on California law enforcement specifically. The direct effect is that successful students and graduates of the Command College become, through their dedication to this program, more sophisticated managers. As these individuals put to work their newly developed knowledge and skills, our respective organizations are better equipped to anticipate and function in the future.

## POLICY SETTING

As a result of the information developed thus far, the following would be worthy of consideration for policy implementation for the local law enforcement organization.

1. Develop liaison with executives/managers representative of private sector organizations.

2. Develop liaison with experts in the area of organizational theory and behavior.

3. Monitor trends in the area of management styles and practices.

4. Further develop specific interaction with the community, i.e., Neighborhood Watch, Business Alert, Chamber of Commerce, Boys' and Girls' Clubs, community service clubs, etc.

5. Further develop liaison with professional organizations, i.e., International City Managers' Association (I.C.M.A.), League of California Cities, International Association of Chiefs of Police (I.A.C.P.), California Peace Officers' Association (C.P.O.A.), California Police Chiefs' Association (C.P.C.A.), etc.

6. Develop and implement a departmental Long Range Planning Committee.

7. Develop and implement an organizational philosophy which encourages a participatory ethic.

## V. THE STRATEGIC PLAN

This strategic plan is an honest effort at developing a guide for the future integration of new age management styles and practices with an emphasis of managing participatively within a particular municipal law enforcement agency. Guide is a keyword. Although this plan refers to a specific municipality for the purposes of example the format/system is transferable.

I. SITUATION:

A. ENVIRONMENT ANALYSIS

Today, Cypress is predominately a residential community with a population of approximately 42,300. People are drawn to Cypress for its quality housing, educational facilities, citizen oriented social and recreational activities, and progressive city government. Major attractions in Cypress include: Los Alamitos Race Course and Country Club, Forest Lawn Memorial Park, and Cypress Community College, one of the largest two-year college in Southern California.

The city outlook continues to be favorable. Cypress is now developing into a balanced community as new businesses, such as Yamaha Motor Corporation of America, Fiat/Ferrari Motors, McDonnell Douglas-Automation, Panasonic Corporation of America, and Mitsubishi Motor Sales of America have located their headquarters in the Cypress Business Park. The 1980's will see an explosive expansion of industrial/commercial development in the City of Cypress.

A number of major retail stores have been recently constructed in the business park which has substantially increased sales tax revenues.

These developments will add many jobs for city residents, as well as bring in many workers from neighboring communities. A study by the Southern California Association of Governments (SCAG) has listed Cypress as the city in Orange County which will have the largest percentage increase in employment through the year 1990.

This increase in development and employment within the city will bring a demand for city services, which can only be provided by increased expenditures for personnel and other costs.

The environment of the police department itself can be described as relatively healthy from an organizational point-of-view. Forty-nine (49) sworn personnel and twenty-one (21) full-time and thirty-seven (37) part-time civilian employees make for a good employee balance.

A threat to the relative health of the organization is management and supervisory personnel who are resistant to change and lack organizational flexibility and adaptability.

Public sector organizations are perceived to be somewhat bureaucratic and resistant to change. The paramilitary nature of law enforcement organizations would indicate a lack of innovation in the area of new age management styles and practices. The Cypress Police Department is no exception. I do, however, sincerely believe we enjoy relative organizational health based on such successes as the use of the Problem Solving Teams and a Long Range Planning Committee.

B. RESOURCE ANALYSIS

Resources must capitalize on the strengths and minimize the weaknesses of the organizational environment.

One strength that immediately comes to mind is the "Team" philosophy that is emphasized citywide. A prime example is the Administrative Coordinating Team (A.C.T.). A.C.T. members include the City Manager and all department heads. A.C.T. meets on a regular basis to address issues that affect the city both positively and negatively.

The earlier mentioned Problem Solving Teams (P.S.T.) capitalizes on the participatory ethic within the department itself. These P.S.T. involve all segments of the organization in creative problem solving.

These type of approaches help overcome the challenges associated with such organizational weaknesses as organizational saboteurs, individuals who are not just resistant to change but who go out of their way to be counterproductive when it comes to doing their part in meeting organizational goals and objectives.

## C.   STAKEHOLDER DEMANDS

When considering strategic management it is important to identify stakeholders.  Individual and groups both external and internal to the organization who directly or indirectly are impacted by the organization in question.  A stakeholder analysis begins by identifying as many relevant stakeholders as possible.  Once identified it is important to consider an assumption about the stakeholders and the forces they exert on the organization.  Another critical analysis is that of "Snaildarters."  Individuals or groups who may be relatively unnoticeable but are powerful enough and, if not anticipated, can become most disruptive to organizational direction.

Detailed identification, assumption, and plotting of stakeholders and snaildarters can be found in the supporting documents section. (Reference pages 44 through 47.)


## II.   MISSION:

### A.   APPROPRIATE LAW ENFORCEMENT MISSION

The general mission of municipal law enforcement agencies is to provide for the protection of life and property and to maintain the peace and public safety of the communities in which they serve. Uniformed Officers  on patrol direct their energies towards systematic patrol in an attempt to suppress illegal and antisocial  activity  and to respond to citizens' calls for service.  Support function personnel are responsible for investigative follow-up, auxiliary and administrative services necessary to achieve the agency mission.


### B.   DESIRED AGENCY MISSION

The mission of the Cypress Police Department is to reduce  the  threat of crime  and conditions that would adversely affect public safety and to answer citizens calls  for  service  in  the  most  responsive  and efficient manner possible.

It is logical to assume that this mission can be best accomplished if a healthy organizational setting exists. An organizational setting that encourages innovation, creative problem solving, adaptability, and flexibility. An organization can be most responsive and efficient when striving for excellence. It is the intent of the Cypress Police Department to strive for excellence. This strategic plan is hopefully another step closer to obtaining organizational excellence.

III. EXECUTION:

A. ALTERNATIVE COURSES OF ACTION

1. The first strategy to be considered would be that of using the Administrative Coordinating Team (see Section I - B for description). A.C.T. would adopt as a Team project the research necessary to familiarize themselves with new age management styles and practices. The Team would then examine in detail the respective organizational environments, resources and missions and then assess the applicability of implementation of these styles and practices citywide or by departments.

2. A second strategy would be that of using a police department Problem Solving Team (see Section I - B for description). The P.S.T. would follow the same basic strategy as described above with the exception of concentration on only the police department as an organizational entity.

3. A third strategy would be to use a format similar to the P.S.T. mentioned above augmented by a broadbase diversity of stakeholders. The Management Advisory Group would adopt as a group project a detailed examination of new age management styles and practices and the applicability of the implementation of these styles and practices within the organizational setting of the Cypress Police Department.

## B. RECOMMENDED COURSE OF ACTION

The three alternative courses of action outlined above all have merit as recommended strategies in examining the strategic management process as it relates to new age management styles and practices with an emphasis on managing participatively and the applicability to a municipal law enforcement agency, more specifically the Cypress Police Department.

Although the Administrative Coordinating Team has had great successes in researching and implementing worthwhile team projects, I don't believe in this instance A.C.T. would be the appropriate vehicle. If a department within the city structure were going to assume a leadership role and demonstrate successful implementation of a more non-traditional innovative philosophy, then it should be the police department. This evaluation is based on a number of current environmental conditions, i.e., lesser sophistication in the area of organizational development in other city departments at this point-in-time.

Strategy two considers the use of a police department P.S.T. This strategy also has merit although upon more detailed and careful consideration it may somewhat limit the ability to optimize possible available resources and limit stakeholder consideration. The most logical assumption is to recommend strategy three, the use of a Management Advisory Group. Recommended membership of the advisory group would be as follows:

Chief of Police

1 Police Captain

1 Police Lieutenant

2 Police Sergeants

City Councilperson

Director of Planning, City of Cypress

Director of Finance, City of Cypress

Assistant to the City Manager/Employee Relations

Professor of Organizational Theory & Behavior, C.S.U.L.B.

Dean of Instruction, Cypress College

Law Enforcement Management Consultant

Corporate Personnel Director, Yamaha Motor Corporation

Executive Director, Boys' and Girls' Club of Cypress

Principal, Cypress High School

This Strategic Management Advisory Group once in place would tackle the responsibility of using the following outlined strategic management process to formulate viable decisions relative to the impact that new age management styles and practices will have upon municipal law enforcement agencies and more specifically the Cypress Police Department in the next fifteen years.

1.  The group will conduct an analysis of the issues relative to emerging trends such as changing organizational structures, participatory ethic, rapidly changing area of high technology, information rich society, recognition/reward systems, to name a few. The following techniques will be used:

    .  Brainstorming

       a.  Identify past, present, and future issues (trends) in private sector management styles and practices.

       b.  How does the public sector compare?

       c.  Identify which issues are the most important.

       d.  What information (trends) should be monitored to understand how management styles and practices may evolve over the next ten to fifteen years?

- Nominal Group Technique

   a. What changes, i.e., flatter organizational structures, participatory ethic, etc. could affect the nominal evolution of issues relative to management styles and practices in law enforcement organizations.

   b. How probable are such changes?


- Cross Impact Analysis – Estimate the probability of impact on interrelated events. Consideration of interrelated events which may occur in the next fifteen years which will have varying degrees of impact on the management of local law enforcement agencies.


2. Conduct an environmental analysis; examine organizational (police department) mission, goals and objectives; situational analysis; stakeholder analysis, etc.

   Specific interaction with the community, i.e., Neighborhood Watch, Business Alert, Chamber of Commerce, Boys' and Girls' Club, Service Clubs, etc., especially at this point of the process, is critical. An appropriate community survey instrument may be useful.


3. Identify strategic opportunities and threats and continually consider strategic alternatives as the project progresses.


4. As the results of this management process develops it would be appropriate for the group to prepare a report. This report would outline a fifteen year plan relative to the implementation of new age management styles and practices within the Cypress Police Department. The report would be submitted to the City Manager for further consideration. This report will formalize the less formal ongoing and open communication about this project which is mentioned in Section IV. Anticipated plan of action relative to implementation of this plan will be discussed in Section VI (Implementation Plan).

## IV. ADMINISTRATION AND LOGISTICS:

The police department Support Services Commander (Captain) will be the group and project coordinator. He will coordinate meeting times and locations of the group. Accessibility to equipment needs will be facilitated to include computer support.

It will be the responsibility of the Chief to give direction to the group and emphasize full support of the project. It is also the Chief's responsibility to communicate the progress of the group's work to the City Manager, City Council, and the management and supervisory staff of the police department. This open communication about this group and project is especially critical keeping in mind the implementation stage. Certain organizational designs and structures are conducive to strategic plan implementation. Of course, this project is the examination of organizational design and structure in general and as it relates to the Cypress Police Department specifically. The present health of the organization is good. Team building, organizational development, systems analysis, and long range planning committee efforts have allowed the department to evolve to its present state. It was learned through these processes that organizational transition requires open communication and organizational participation in order to reduce the anxiety associated with change. The intent of this project is to fine tune the organization.

## V. PLANNING SYSTEM:

In an effort to determine the planning system best suited for the Cypress Police Department a group of individuals, both internal and external to the organization were asked to evaluate two dimensions of the environment turbulence and predictability as indicated below.

| TURBULENCE<br>NO. OF CHANGES | | PREDICTABILITY<br>OF FUTURE | |
|---|---|---|---|
| No Change | (1) | Recurring | (1) |
| Occasional Change | (2) | Forecast by extrapolation<br>(Trends) | (2) |
| Regularity of Change | (3) | Predictable threats and<br>opportunities | (3) |
| Many Changes | (4) | Partially predictable<br>weak signals | (4) |
| Almost Continuous Change | (5) | Unpredictable Surprises | (5) |

Group averages:  Turbulence <u>3.4</u>    Predictability <u>2.9</u>

Appropriate plotting is illustrated in the support documents attached. (Reference page 48.)

The plotted chart indicates that periodic planning is the most appropriate.

VI.  <u>IMPLEMENTATION PLAN:</u>

This section will discuss implementation relative to the analysis of major stakeholders and negotiating strategies.

Successful implementation will require the Chief of Police to more than ever assume a leadership role. Optimizing the energy and resources of the Strategic Management Advisory Group (SMAG) is a significant task for the project coordinator. In a project of such organizational significance it is imperative for the Chief to give direction to the coordinator and group and emphasize full support for the project. For this reason, as Chief I am not willing to compromise the overt support necessary to demonstrate a strong commitment for this project. I am willing to maintain and encourage an atmosphere of flexibility and open-mindedness. This is especially critical to this project based on the diversity of the SMAG. I sincerely believe that the nature of this diversity is one of the strengths of this project. For too long, traditional law enforcement

agencies have been less than enthusiastic about interacting to any significant degree with innovative management systems and/or organizations. I have identified the three major stakeholders as the management group of the police department: (Lieutenants and above), the City Manager, and the City Council.

I anticipate the majority of police management group will support the plan because they recognize the need for innovation, planned change, participative adaptability, and organizational flexibility. I see their strategy as being mostly cooperative in nature with some avoidance; mostly cooperative because of the perceived organizational needs mentioned above.

The City Manager will be supportive. It is clear he encourages organizational innovation, employee participation, creative problem solving, and a team approach to management. This should be obvious based on the discussion in Section I-B in which the Administrative Coordinating Team was discussed.

I see the City Manager's strategy to be mostly cooperative and some compromise; mostly cooperative based on his basic orientation to management, especially in the area of being a team player. Being a successful City Manager for over 20 years, he has become a master of compromise. Balancing the needs of elected officials, city staff, and honest needs of the community is a real art.

The majority of the City Council will be supportive. One very supportive. One Councilman will be non-supportive. A somewhat politically powerful Councilman who believes one of the management's responsibilities is to maintain the status quo. He has in the past been less than supportive of management and in fact supports and encourages the activities of the labor associations.

I see the Council's strategy to be that of cooperation except the one Councilman whose strategy will be that of competition. The majority of the Council will be cooperative based on their continual support for the police department, especially in the area of innovation. The one Councilman mentioned above identified as being very supportive will be asked to participate and be a member of the Strategic Management Advisory Group. This Councilman possesses a rather sophisticated orientation relative to management. He holds an executive management position with a large retail corporation. The less than supportive Councilman mentioned above who seems to have a preoccupation with his own concerns and little concern for others demonstrates a competitive attitude, aggressive and lack of cooperation.

Based on the above information my strategy to negotiate the acceptance and subsequent implementation of the recommended plan of action includes that of an attitude of cooperation. Certainly, significant cooperation will have to be fostered with the above identified stakeholders which can be best accomplished through open and sincere communications. It is important to communicate to the police management group at the inception of the project that one of the primary objectives of the project is to seek organizational fine tuning.

The fact that the Police Chief and City Manager enjoy open and cooperative communications will make it easy for the Chief to keep the City Manager informed about this project. With one of the Council members on the Strategic Management Advisory Group and with the open communication that exists between the Council and the police department, keeping the Council informed about the progress of the project should not be a problem. Of course, even with this open communications the Councilman who was assumed to be less than supportive about the project will have to be dealt with much patience. Spending time with the Councilman explaining police department goals anad objectives seem appropriate.

It is apparent that the era of management by domination and attempting to operate in a vacuum is behind us. The enlightened managers of today needs to recognize that leadership depends more on "coalition behavior" and that the art of negotiations and managing participatively has become a key to managerial success.

## VI. TRANSITION MANAGEMENT

An image of the desirable future and a strategic plan to accomplish that future has been completed. It is necessary to manage the transition from the present management state to the future state as it will be in the year 2000. In order to effectively manage this transition, the following plan was prepared consisting of the identification and analysis of the CRITICAL MASS and selection of a MANAGEMENT STRUCTURE and appropriate TECHNOLOGIES.

## CRITICAL MASS

An identification and analysis of those individuals who are vitally important to the success of the strategic plan. Success is dependent on the ability to mobilize the energy and resources of these individuals.

Identification of the critical mass relevant to this plan includes the City Council, City Manager, the Strategic Management Advisory Group (S.M.A.G.), police department management group, and the police department's employee association. The current level of commitment varies among the groups and individuals mentioned above as indicated on the Commitment Planning Matrix (reference page 49).

The majority of the City Council will help change happen. One Councilman will be very supportive of change. One Councilman will be non-supportive, a somewhat politically powerful Councilman who believes one of the management's responsibilities is to maintain the status quo. He has in the past been less than supportive of management and in fact supports and encourages the activities of the labor associations.

I see the Council's strategy to be that of cooperation except the one Councilman whose strategy will be that of competition. The majority of the Council will be cooperative based on their continual support for the police department, especially in the area of innovation. The one Councilman mentioned above identified as being very supportive will be asked to participate and be a member of the Strategic Management Advisory Group. This Councilman possesses a rather sophisticated orientation relative to management. The less than supportive Councilman mentioned above who seems to have a preoccupation with his own concerns and little concern for others demonstrates a competitive attitude, aggressive and lack of cooperation.

The City Manager will also help change happen. It is clear he encourages organizational innovation, employee participation, creative problem solving, and a team approach to management.

I see the City Manager's strategy to be mostly cooperative and some compromise; mostly cooperative based on his basic orientation to management, especially in the area of being a team player.

The Strategic Management Advisory Group will help change happen. This group is diverse in its membership (reference page 50) and community based. The police department enjoys an excellent reputation within the community. For this reason I believe the Strategic Management Advisory Group will be excited about their charge to develop a strategic management process to formulate viable decisions relative to the impact new age management styles and practices with emphasis on managing participatively will have upon the Cypress Police Department. Over the past few years the police department has received significant support allowing for positive change to occur involving the implementation of numerous innovative programs. I see this project to be no exception especially with the aid of such a diverse group with such potential power.

I anticipate the majority, if not all, of the police management group will help change happen because they recognize the need for innovation, planned change, participative adaptability, and organizational flexibility. I see their strategy as being mostly cooperative in nature.

The police association may block change as it relates to this project. The association may see the Strategic Management Advisory Group as an intrusion by an "outside" group into the management of the police department.


## MANAGEMENT STRUCTURE

It is the intent of the management structure and system to effectively manage the transition state so that it creates the least amount of tension with the ongoing system with the most likelihood to facilitate in developing the new system. Critical to this structure is identifying someone who can coordinate the change effort, someone who has the clout to mobilize the resources necessary to keep the change moving. An individual who enjoys a reputation as a leader and demonstrates effective interpersonal skills. During the transition state a great deal of leadership requiring persuasion/cooperation rather than force or formal power is necessary.

Based on the above critical mass/commitment analysis the strategy is to negotiate the acceptance and subsequent implementation of the recommended plan of action which includes that of an attitude of cooperation. Certainly, significant cooperation will have to be fostered with the above identified critical mass which can be best accomplished through open and sincere communications. It is especially critical to communicate to the police management group and the police association at the inception of the project that one of the primary objectives of the project is to seek organizational fine tuning.

The Police Chief and City Manager enjoy open and cooperative communications making it easy for the Chief to keep the City Manager informed about this project. With one of the Council members on the Strategic Management Advisory Group and with the open communication that exists between the Council and the police department, maintaining project commitment should not be a problem. Of course, even with this open communications the Councilman who was assumed to be less than supportive about the project will have to be dealt with much patience. "Romancing" this particular Councilman may be appropriate. Spend some time with the Councilman explaining police department goals and objectives. Exposure to department operations and personnel (awareness raising).

One additional step in the commitment plan would be to include a board member of the police association on the Strategic Management Advisory Group. This would reduce the anxiety of the group being perceived as an "outside" group. It would also increase interaction between S.M.A.G. and the constituency represented by the association board member.

It is also part of my strategy as Police Chief to capitalize on the resources of the Strategic Management Advisory Group. Not only specifically for this project but to also nurture resource and support "friends" for the police department.


## TECHNOLOGIES

When an organization experiences significant change, problems often arise. In this project the example demonstrates the issues of changing organizational relationships and changes between the organization to its external environment. Due to this state of change the organization finds itself in transition. It is then appropriate to identify an intervention technology so as to focus on problem identification.

Recent innovations have made for wide application of a variety of technologies in managing organizational improvement. One such technology is open-systems planning. The process of open-systems planning is a diagnostic process of organization preplanning most appropriate for application to this project. This diagnostic process is a prescription which involves an analysis of the situation, identifying the kind of social and technical environment necessary to effectively operate, and developing a strategy for getting there. A step-by-step outline of open-systems planning can be found in the support documents section of this project. (Reference page 51.)

# PROJECT RESOURCE LIST

The following is a list of individuals who responded to the attached questionnaire and/or were personally interviewed.

CHIEF JIM ANTHONY  -  CHINO POLICE DEPARTMENT

DR. JOHN BAGET  -  CALIFORNIA STATE UNIVERSITY, LONG BEACH

LIEUTENANT TERRY BRISTOL  -  SANTA BARBARA SHERIFF'S OFFICE

DR. LARRY BLUM  -  INDUSTRIAL PSYCHOLOGIST

DR. STEPHEN BLUMBERG  -  CALIFORNIA STATE UNIVERSITY, LONG BEACH

MARGOT CARLSON, EXECUTIVE DIRECTOR  -  COMMUNITY SERVICES PROGRAM

CAPTAIN BILL DeNISI  -  FOUNTAIN VALLEY POLICE DEPARTMENT

MIKE DiMICELI  -  COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

DEPUTY CHIEF CHRIS DURKIN  -  PALO ALTO POLICE DEPARTMENT

DARRELL ESSEX, CITY MANAGER  -  CITY OF CYPRESS

CHIEF HAL FISCHER  -  PLACENTIA POLICE DEPARTMENT

CHIEF DON FORKUS  -  BREA POLICE DEPARTMENT

CHIEF RAY FORSYTH  -  VISALIA POLICE DEPARTMENT

NED FOX, MANAGER  -  CYPRESS CHAMBER OF COMMERCE

BOB FULLER, SENIOR CONSULTANT  -  COMMISSION ON PEACE OFFICER
                                  STANDARDS AND TRAINING

GEORGE GUGLIOTTA, GROUP MANAGER  -  PANASONIC WEST INC.

CHIEF NORM HANSEN  -  LA PALMA POLICE DEPARTMENT

COLONEL DANIEL HERNANDEZ, BASE COMMANDER  -  AIR FORCE RESERVE CENTER,
                                            LOS ALAMITOS

(Reference page 10)

RICHARD HUGHES, PERSONNEL MANAGEMENT CONSULTANT - HUGHES, HEISS
                              AND ASSOCIATES

BILL HUSTON, CITY MANAGER  -  CITY OF TUSTIN

CHIEF VINCE JIMNO  -  CARLSBAD POLICE DEPARTMENT

CHIEF JIMMIE KENNEDY  -  ANAHEIM POLICE DEPARTMENT

CHRISTINE KLIMA, OPERATIONS MANAGER - FOREST LAWN, CYPRESS

CHIEF BILL KOLENDER  -  SAN DIEGO POLICE DEPARTMENT

EDWARD KREINS, CITY MANAGER  -  CITY OF BEVERLY HILLS

DR. DAVE KUZMICH, PRINCIPAL - CYPRESS HIGH SCHOOL

ASSISTANT SHERIFF DENNIS LaDUCER  -  ORANGE COUNTY SHERIFF'S OFFICE

NANCY LEONARD, PERSONNEL DIRECTOR - CITY OF CYPRESS

CAROL LIND, COMMUNITY LIAISON MANAGER - IRVINE DEVELOPMENT COMPANY

DR. JOHN McKEE, DIRECTOR - LAW ENFORCEMENT MANAGEMENT CENTER

CHIEF JOE McNAMARA  -  SAN JOSE POLICE DEPARTMENT

CHIEF TED MERTENS  -  MANHATTAN BEACH POLICE DEPARTMENT

HOLLY MITCHUM, SENIOR CONSULTANT - COMMISSION ON PEACE OFFICER
                              STANDARDS AND TRAINING

TED MORTON, BUREAU CHIEF - COMMISSION ON PEACE OFFICER
                              STANDARDS AND TRAINING

KEN NUNGESSER, OPERATIONS MANAGER - LOS ALAMITOS RACE COURSE

PAT OCHOA, PRESIDENT - CAL-WEST REALTORS

CHIEF LEO PEART  -  IRVINE POLICE DEPARTMENT

GREG POYNER, PRESIDENT - CYPRESS CHAMBER OF COMMERCE

DR. JACK SCOTT, PRESIDENT - CYPRESS COLLEGE

CHIEF MIKE SHANAHAN  -  UNIVERSITY OF WASHINGTON POLICE DEPARTMENT

CHIEF DAVID SNOWDEN  -  BALDWIN PARK POLICE DEPARTMENT

GARY SPERLING, ASSISTANT DEAN - GOLDEN WEST COLLEGE

DEPUTY CHIEF CRAIG STECKLER  -  FREMONT POLICE DEPARTMENT

CHIEF GARY TATUM  -  VACAVILLE POLICE DEPARTMENT

CHIEF CHARLIE THAYER  -  TUSTIN POLICE DEPARTMENT

RAY THOMSON, EXECUTIVE DIRECTOR  -  BOYS' AND GIRLS CLUB OF CYPRESS

BILL TODD, PERSONNEL DIRECTOR - CITY OF COSTA MESA

ASSISTANT CHIEF BOB VERNON  -  LOS ANGELES POLICE DEPARTMENT

CAPTAIN PAUL WALTERS  -  SANTA ANA POLICE DEPARTMENT

PHIL WENDEL, PERSONNEL MANAGER  -  YAMAHA MOTOR CORPORATION

CAPTAIN JIM WEYANT  -  TORRANCE POLICE DEPARTMENT

LIEUTENANT JIM WHITE  -  LAGUNA BEACH POLICE DEPARTMENT

CHIEF WOODY WILLIAMS  -  PORTERVILLE POLICE DEPARTMENT

GALE WILSON, CITY MANAGER  -  CITY OF FAIRFIELD


After receiving the initial responses to the survey questionnaires and  personal
interviews, I had the opportunity to query and obtain information from a
significant number of individuals.  This was accomplished by obtaining  feedback
from students who attended  classes  that I have the privilege of instructing.
These included the Management,  Supervisory,  Civilian  Supervisory,  and  Field
Training Officers Courses at Golden West College.


<u>PROJECT ADVISOR</u>


DR.  DAVID W.  JAMIESON - JAMIESON CONSULTING GROUP

COMMAND COLLEGE

INDEPENDENT STUDY PROJECT QUESTIONNAIRE

MANAGING PARTICIPATIVELY:   THE  WAY OF THE FUTURE FOR MUNICIPAL LAW ENFORCEMENT
ORGANIZATIONS?

1.  In the organizational context, what is your definition of  a  participative
    style of management?

2.  What is  the  future  of a participative style of management in the context
    listed below in the next ten to fifteen years?

    a.  Private sector organizations

    b.  Public sector organizations

    c.  Municipal law enforcement organizations

3.  How do you perceive the positive/negative aspects of a participative  style
    of management on the following:

    a.  Line employees

    b.  Management

    c.  Organization in total

(Reference page 10)

4.  Do you see a correlation between an organization which practices a participative style of management and the organization's ability to interact openly with the community in which they serve?

5.  Please list any emerging issues/trends relative to management styles and practices not mentioned above.

6.  Please specify any participative management models in place in your organization and/or known to be in place in other organizations.

# TREND EVALUATION FORM

Subgroup: _Averages_

| TREND STATEMENT | LEVEL OF THE TREND (Ratio: Today = 100) | | | |
| --- | --- | --- | --- | --- |
| | 5 Years Ago | Today | "Will be" in 10 Years | "Could be" in 10 Years |
| 1. Changing Organizational Roles & Missions | 54 | 100 | 210 | 417 |
| 2. Changing Organizational Structures | 69 | 100 | 232 | 403 |
| 3. Participatory Ethic | 62 | 100 | 167 | 371 |
| | | 100 | | |
| | | 100 | | |

Form 5.6

# CROSS-IMPACT EVALUATION FORM

Suppose that this
event ——— with this probability ¬
actually       occurred . . . . . . .   . . . . . . How would the probability of the events
shown below be affected?

| | | 1 | 2 | 3 | | |
|---|---|---|---|---|---|---|
| 1 | 95% | ╳ | +22% | +14% | | |
| 2 | 56% | +10% | ╳ | +17% | | |
| 3 | 42% | +8.5% | +9% | ╳ | | |
| | | | | | ╳ | |
| | | | | | | ╳ |

S T R A T E G I C      P L A N

S U P P O R T      D O C U M E N T S

PAGES 42 THROUGH 48

SITUATION AUDIT NO. 1

STRATEGIC FOUR-FACTOR ANALYSIS

EXTERNAL ENVIRONMENT/STRATEGIC PLAN

Rapidly Changing Demographics, Technology, and Political
Climate; Community Participation and Acceptance;
Streamline Managerial/Supervisory Process.

↑

| RESOURCE REQUIREMENTS | | ORGANIZATIONAL CONSIDERATIONS |
|---|---|---|
| Consultant support; | | Managerial/Supervisory |
| Training, Organizational | STRATEGIC | attitudes, i.e., innovation, |
| Development; Needs | ← | participative adaptability, |
| Assessment; Research; | MANAGEMENT → | flexibility, creative problem |
| Fiscal. | | solving, etc. vs. status quo, |
| | | fear of change. |
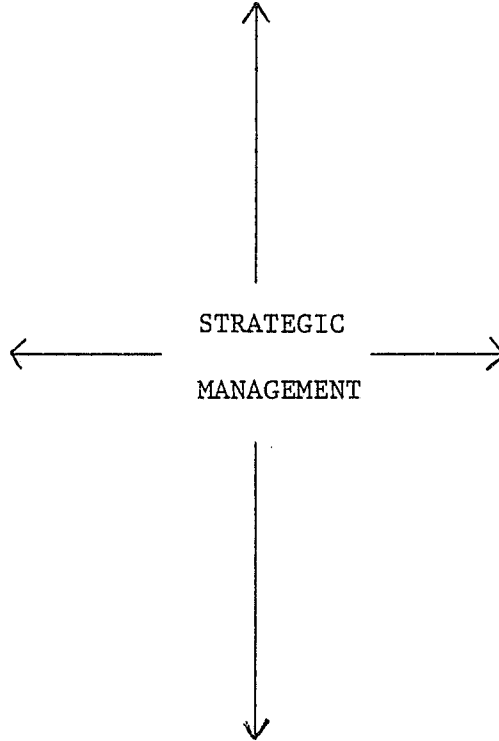
↓

INTERNAL ENVIRONMENT/STRATEGIC CONTROL

Attitudes of line personnel and Labor
Association; Management/Supervisory Development.

# SITUATION AUDIT NO. 2

## WOTS-UP ANALYSIS

OPPORTUNITIES

Initiate Innovative Programs

Improve Organizational Proficiency

Non-Traditional Funding Sources

Increased Community Support and
    Participation

Positive Revenue Picture

THREATS

Lack of Organizational Flexibility

Organizational Resistance to
    Change

Too Rapid of Change

Labor Associations

Lack of Community Support

STRENGTHS

Team Building

Leadership Styles

Innovative Philosophy

Commitment to Long Range Planning

Participatory Ethic

WEAKNESSES

Resource Limitations

Lack of Follow-Up

Organizational Saboteurs

Counterproductive Procedures

STAKEHOLDERS AND ASSUMPTIONS

1.  Department Personnel:

    a.  Administration                         - Support
    b.  Management                             - Support (majority)
    c.  Supervisory                            - Support (majority)
    d.  Police Officers                        - Mixed
    e.  Reserve Officers                       - No opinion
    f.  Civilian                               - Mixed

2.  City Government:

    a.  Mayor                                  - Support
    b.  City Council                           - Mixed
    c.  City Manager                           - Support
    d.  Department Heads (Administrative
            Coordinating Team)                 - Support

3.  Community:

    a.  Citizens-at-large                      - Support (majority)
    b.  Business/Industry                      - Support
    c.  Neighborhood Watch                     - Support
    d.  Chamber of Commerce/Business Alert     - Support

4.  Academic/Training:

    a.  Local College                          - Support
    b.  School District                        - Support
    c.  P.O.S.T.                                - Support
    d.  Training and Management Consultants    - Support

5.  Media:

    a.  Printed                                - Mixed
    b.  Electronic                             - Mixed

6.  Criminal Justice System:

    a.  Prosecutors                            - Support
    b.  Defense Bar (A.C.L.U.)                 - Oppose
    c.  Probation/Parole                       - Support
    d.  Courts                                 - Support
    e.  Criminals                              - Oppose

# PLOTTING OF STAKEHOLDERS

CERTAINTY

. Police Administration +

. Police Management +

. Police Supervisory +

. Police Officers ±

. Civilian Employees ±

. Reserve Officers

. City Manager +

. Mayor +

. City Council ±

. Department Heads +

. Neighborhood Watch +

. Chamber of Commerce +

. Local College +

. Training and Management Consultants +

. P.O.S.T. +

Less                                                                                    More

_____|_____

Important                                                                          Important

. Prosecutors +

. Probation/Parole +

. Business and Industry +

. Citizens-at-large +

. School District +

. Criminals -

. Media (Printed) ±

. Media (Electronic) ±

. Defense Bar -
  (A.C.L.U.)

. Courts +

UNCERTAINTY

SNAILDARTERS

1. Department Personnel:

   a. Police Officers' Association

   b. Civilian Employees' Association


2. City Government:

   a. Mayor

   b. City Council

   c. City Manager

   d. Department Heads


3. Community:

   a. Special Interest Groups

   b. Politically Motivated Individuals


4. Media:

   a. Printed

   b. Electronic

# PLOTTING OF SNAILDARTERS

<u>CERTAINTY</u>

```
                              . Police Association
                              . City Council
                           . Mayor
                       . City Manager


                  . Civilian Employees


Less                                          More
───────────────────────────────────┼──────────────────────────────
Important                                     Important

                           . Department Heads


                               . Special Interest Groups
                          . Politically Motivated
                                Individuals

                           . Printed Media
                              . Electronic Media
```
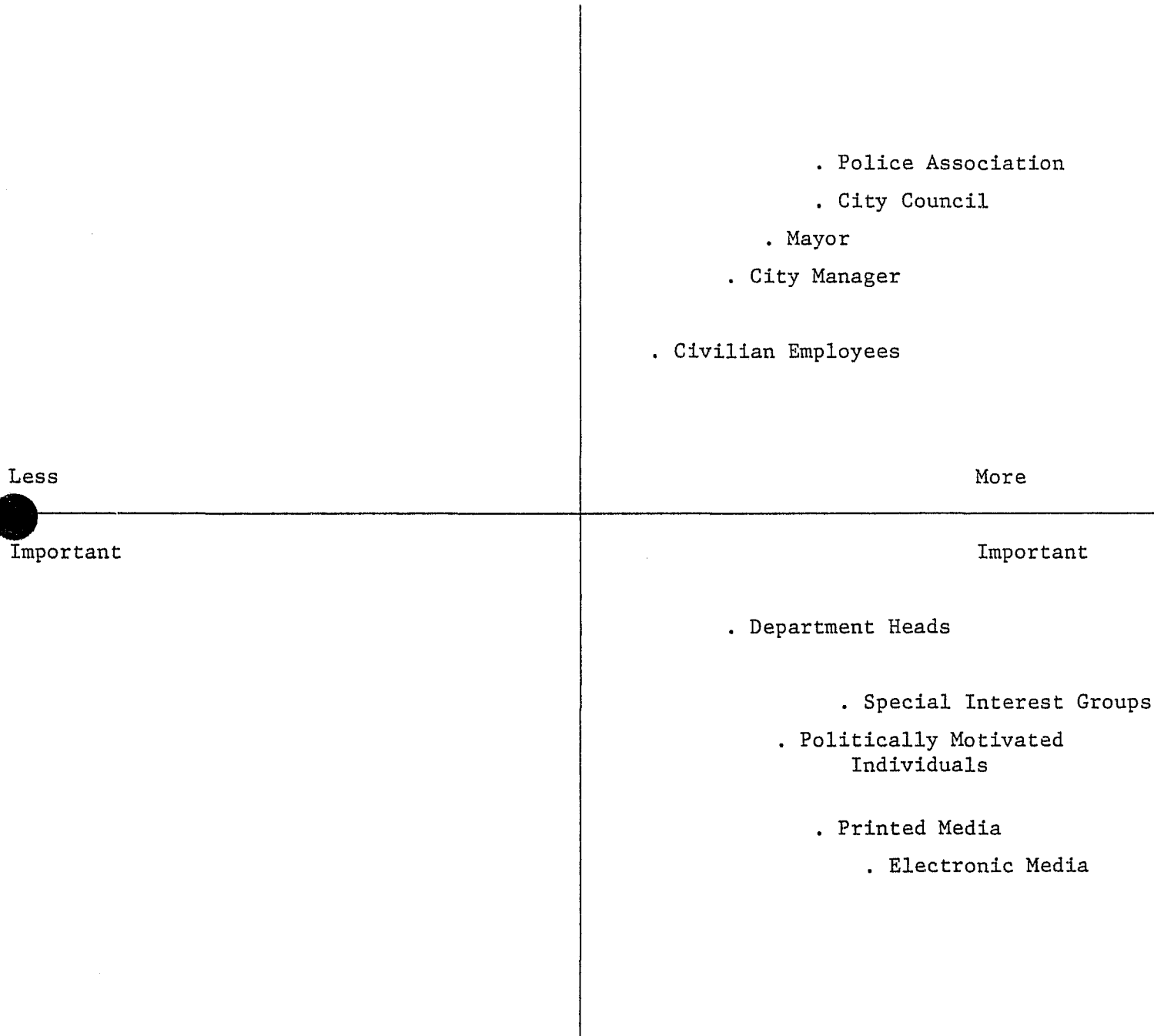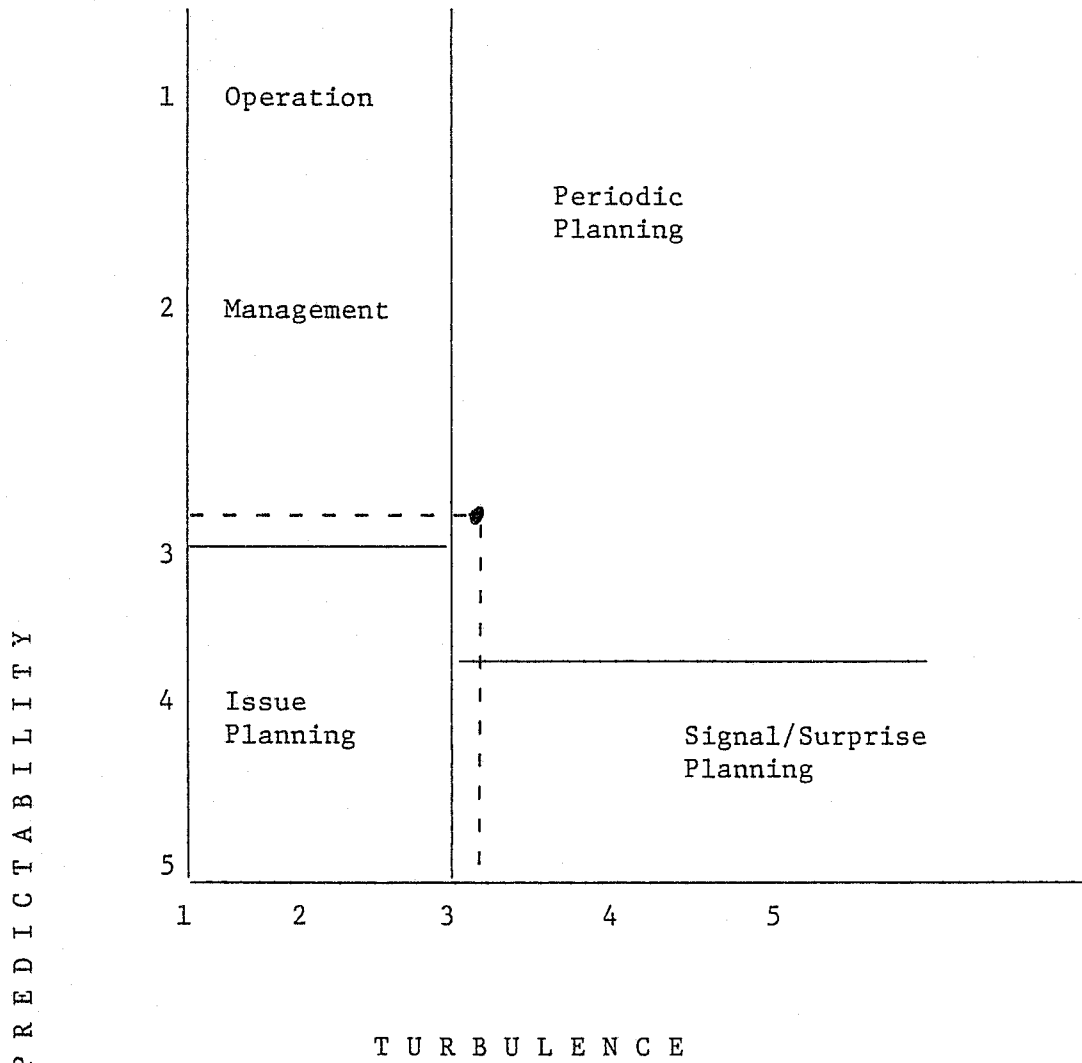
<u>UNCERTAINTY</u>

(Reference page 24)

PREDICTABILITY ___2.9___        TURBULENCE___3.4___

(Reference page 30)

# COMMITMENT PLANNING

o    WHAT DO YOU NEED FROM THE "CRITICAL MASS"?

o    WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

## TYPE OF COMMITMENT

| Actors in Critical Mass | Block Change | Let Change Happen | Help Change Happen | Make Change Happen |
|---|---|---|---|---|
| City Council | | | X | |
| City Manager | | | X | |
| Strategic Management Advisory Group | | | X | |
| Police Department Management Group | | | X | |
| Police Department Employee Association | X | | | |
| | | | | |
| | | | | |
| | | | | |

COMMITMENT PLANNING
HANDOUT NO. 1

STRATEGIC MANAGEMENT ADVISORY GROUP

CHIEF OF POLICE

1 POLICE CAPTAIN

1 POLICE LIEUTENANT

2 POLICE SERGEANTS

CITY COUNCILPERSON

DIRECTOR OF PLANNING, CITY OF CYPRESS

DIRECTOR OF FINANCE, CITY OF CYPRESS

ASSISTANT TO THE CITY MANAGER/EMPLOYEE RELATIONS

PROFESSOR OF ORGANIZATIONAL THEORY AND BEHAVIOR, CALIFORNIA STATE UNIVERSITY, LONG BEACH

DEAN OF INSTRUCTION, CYPRESS COLLEGE

LAW ENFORCEMENT MANAGEMENT CONSULTANT

CORPORATE PERSONNEL DIRECTOR, YAMAHA MOTOR CORPORATION

EXECUTIVE DIRECTOR, BOYS' AND GIRLS' CLUB OF CYPRESS

PRINCIPAL, CYPRESS HIGH SCHOOL

PRESIDENT OF THE CYPRESS PUBLIC SAFETY EMPLOYEES ASSOCIATION OR HIS/HER DESIGNEE

**STEP FOUR**
Project three or four years ahead, and using the same demand system, predict the likely demands of these various domains on the organization given normal inertia and trends. This is the second scenario -- the **PROJECTED FUTURE DEMAND**

**STEP FIVE**
The **DESIRED** or **IDEAL SCENARIO**: One looks at the same set of domains and answers the question "What would we like each domain to be asking of us?" at the same point in time as just predicted in the previous step (example, three years). To illustrate, one might say: "In a desired or idealized state, we would like the government to be demanding of us "Keep producing useful goods that don't pollute the environment and regulate them yourselves. We want no part of regulation."

**STEP SIX**
Having defined the desired demand system, make a **list of activities** that would have to be developed in order to get these desired questions asked. If one asked the governmental question in the illustration above, one would have to engage in many activities including mobilization of more industry-wide quality control committees, etc.

**\*\*\*\*\*\*\*\*\*\***

It must be emphasized that this is a process, not a panacea, but it can help managers look more realistically and more analytically at the relationship of the present set of conditions to the probable extension of those conditions and to their possible modification.

# OPEN SYSTEMS PLANNING

In planning organizational growth, development, and operations, in the ever-changing environment, it is increasingly important for managers to be aware and explicit about the demands being made on them today, their typical responses, the trends and demands for the short-term and the desired state.

One process that has been developed for helping managers in this area is called "open systems planning". It involves the following steps:

**STEP ONE**
Definition of the **CORE MISSION** (organization's purpose or "raison d'etre"). For example, is the core mission to:
- maximize profits?
- produce socially useful products at a profit?
- provide an environment for people to produce socially useful products at a profit?
- maximize return to stockholders?

**STEP TWO**
Having defined the core mission, the next step is to write a "scenario" about the present state of things. To do this, one first identifies a series of domains that are making demands on the present system such as:
- economic and social values
- competition
- employees
- stockholders
- international governments
- public image
- media

Then identify what you feel each of these domains is demanding of the organization at this moment by responding to the statement "We want you (the organization) to .....". This step is called **DEMAND ANALYSIS**.

**STEP THREE**
Having defined the demand system, the **PRESENT RESPONSE SYSTEM** must be defined. To each of the demands identified in the previous step, what is the present pattern or mode of response?

**OPEN SYSTEMS PLANNING**
**HANDOUT NO. 5**

HUMAN RESOURCE MANAGEMENT
HARRIS, Reuben T. Ph.D.

(Reference page 35)

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