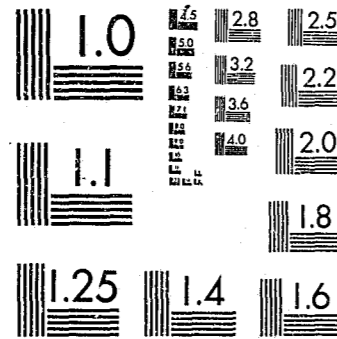National Criminal Justice Reference Service

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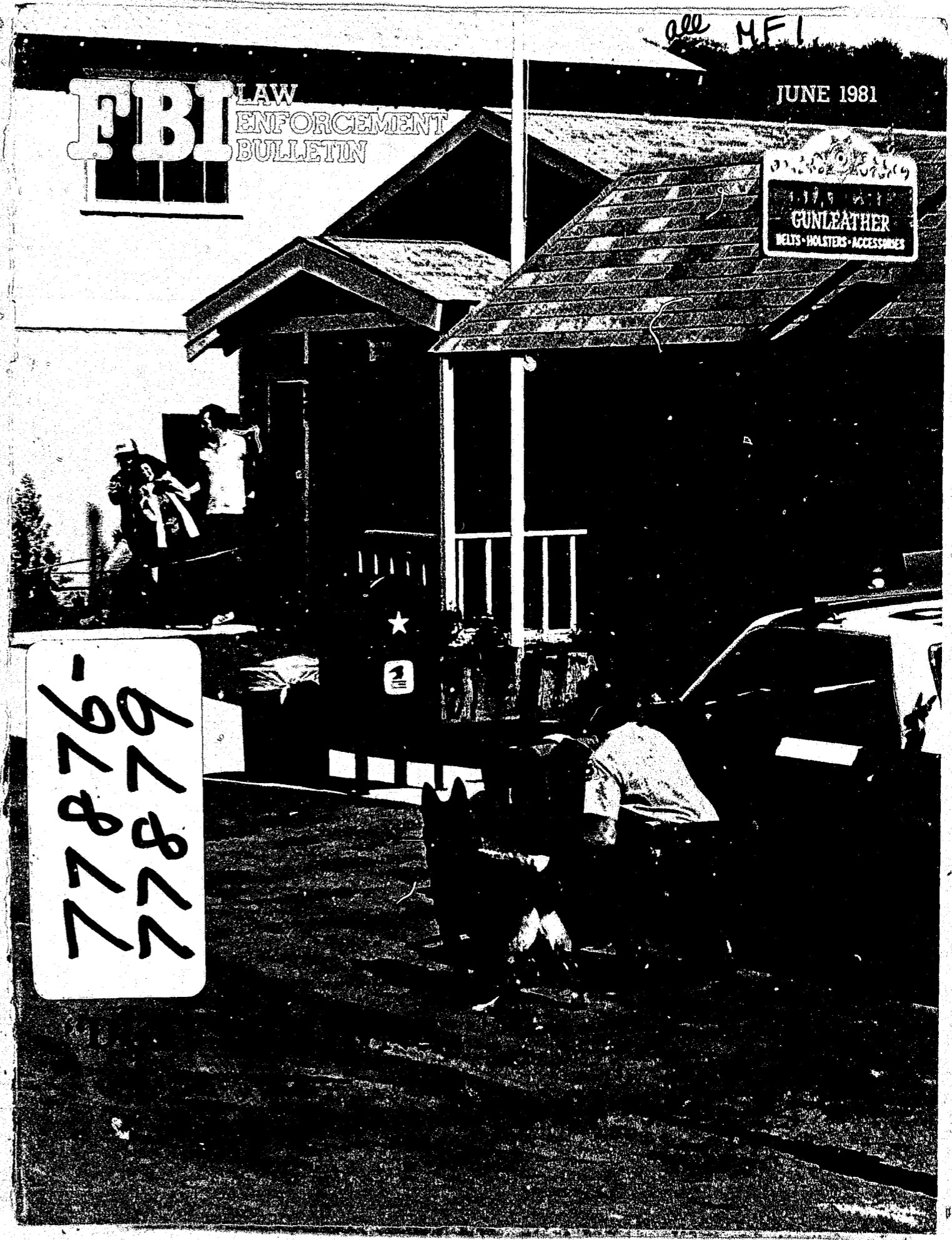NATIONAL BUREAU OF STANDARDS-1963-A

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FBI LAW ENFORCEMENT BULLETIN

JUNE 1981

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FBI LAW ENFORCEMENT BULLETIN

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Management

Results Management (Part I)

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The Colorado State Patrol is a law enforcement agency with 552 uniformed officers directed by a chief. The State of Colorado is geographically divided into six field districts under the direction of a major. Each of the field districts is commanded by a captain, and the districts are further subdivided into 18 troops, each having a lieutenant as the officer in charge.

Similar to private enterprise, the Colorado State Patrol is interested in producing a profit—a profit in lives saved, accident and vehicle crash injuries reduced, and energy conserved through lower traffic speeds. Budget, manpower, recruitment, and constant change force continuous upgrading in the management of an organization.

In order to address these changes, the Colorado State Patrol examined alternative management styles. In 1977, the decision was made to implement a program known as results management, which combines management by objectives and participatory management.

Any successful organization has to set individual goals. Objectives, costs, and quantity and quality of output are all part of the normal process. The essence of management by objectives is to take these overall goals and translate them into plans of action for every member of the organization, so that each has clear objectives for his particular area of responsibility.

When implementing management by objectives (MBO), top management establishes the overall goals or direction for the entire organization. Keeping within these overall goals, each manager then involves all employees working with him to set specific objectives to be obtained, while simultaneously forming precise levels of desired performance and the method of measuring this performance. At the end of the period, each manager reviews his operation to check actual vs. planned performance.

The simplicity of MBO is deceptive. Experience has shown that for most managers, the effective use of management by objectives takes training and practice; however, it is a tool by which anything may be managed.

Major Dempsey

Ms. Hamm

Chief C. Wayne Keith

The Colorado State Patrol made the decision to address all goals to the actual result in terms of:

1) Accident reduction;
2) Fuel conservation;
3) Auto theft reduction; and
4) Motorist assistance.

Several positive effects result when objectives are directed toward meeting overall organizational goals.

1) Plans of action are developed within all levels of the organization;
2) Useless or conflicting activities are avoided through coordination;
3) Greater commitment toward achievement is obtained because goals and objectives are established by each manager with, *not for,* his subordinates;
4) Members of the organization are motivated by the identification of targets; and
5) Success can be measured by proven methods, which can act as an effective vehicle for future growth and movement of the organization.

History

In the spring of 1975, the Colorado Patrol began a project funded by the Division of Highway Safety to develop a management information system that computerized and enhanced an existing activity reporting system. The system was fully implemented in June 1977, and for the first time, provided up-to-date information for selective enforcement on accidents and citations.

During the implementation of the patrol management information system, it became evident to the project team that there was a need to develop a new style of management that would more clearly address the results the patrol was attempting to achieve.

After considerable review, it was determined that management by objectives offered the greatest possibility for successful implementation. Such a system allowed the patrol to identify clearly quantifiable goals and objectives. It also provided feedback on the degree to which objectives were met and clearly identified the resources necessary to achieve various objectives.

In January 1977, a policy statement was issued outlining management's support of results management and directing the implementation of the program in two troops as a pilot program. This was the initial phase of statewide implementation.

The pilot program was successfully implemented in both a rural and an urban troop. In the first 6 months of operation, the accident rate in the pilot areas was reduced by 12 percent, resulting in an economic benefit of $415,000. During the same period, the percentage of drivers exceeding 60 m.p.h. was reduced by 17.7 percent, with a commensurate reduction in petroleum consumption.

In January 1978, a full results management implementation plan was developed. During its development, the project team concluded that this was not an experiment in the laboratory sense of the word. Management by objective systems have been successfully administered in hundreds of organizations throughout the world. There is nothing experimental about its concepts—they have been proven even in police agencies. The plan was based

on the assumption that results management concepts can be successfully put into effect within the patrol and presented a rational, evolutionary methodology for successfully implementing the program.

The purpose of developing an MBO system of management in the patrol was to focus resources more effectively on the primary goals of the organization which, as stated in the fiscal 1977–78 patrol budget, were highway safety, efficient traffic movement, and energy conservation. If the patrol focused its management resources on achieving its primary goals, it would do a more effective job of meeting these goals than if it focused its resources on the generation of activities. Enforcement, accident investigation, and motorist assistance were identified as activities to achieve its goals rather than being goals themselves.

During fiscal year 1978–79, the patrol expanded its departmental goals to include equal employment opportunity and improvement of economic status by reducing losses of auto theft. In January 1979, the program expanded and all troops had written objectives supporting the department's goals.

Full implementation requires total involvement of all organizational levels in the objectives-setting process. It was projected that by January 1981, all uniformed members of the patrol would be working effectively in a coordinated effort toward departmental goals.

Purpose

In the past, it was difficult to communicate the department's direction clearly to the legislature and the public because priorities were internally rather than externally oriented. Priorities addressed the department's activities rather than how they would improve transportation in Colorado. We assumed public support for our activities but had not solicited public opinion or review.

"Results management increases the clarity of direction, commitment, and application of efforts toward . . . goals."

The department's results management program was designed to help communicate priorities to the public, legislature, and other governmental agencies in terms they can understand and measurability to which they can relate. Middle and upper management asserted that the department had unclear organizational direction and its activities were not focused on common goals. It was difficult to relate field and staff efforts because of this absence of common goals.

Results management increases the clarity of direction, commitment, and application of efforts toward clearly identified and commonly agreed upon goals.

The patrol should perform those activities which achieve the maximum benefit toward its stated goals. This true selective enforcement effort may be similar to the current levels of activities or it might be different. By monitoring the achievement of its goals, the patrol can adjust activities to achieve greater goal optimization.

Figure 1 represents the traffic safety management process. Accidents, excess fuel consumption, and traffic flow problems are negative results caused by undesirable driver behavior, such as drunk driving,

speeding, lack of vehicle maintenance, and many others. Driver behavior, in turn, is affected by many factors, including those which involve troopers, such as enforcement, contacts, general visibility, safety presentations, oral warnings, and written warnings. The Colorado State Patrol approach involves developing measurable objectives for each of the three phases of the traffic safety management process rather than for just the activity portion. This is done jointly by troopers, sergeants, lieutenants, and captains in each of the districts. There will be a contract between each level in the chain of command as to what they will individually and collectively contribute in achieving the objectives. At the highest level, success is achieved if the rate of accidents is reduced, fuel is conserved, and the traffic flows smoothly.

Implementation

To implement results management effectively, a timetable should be established. There are many factors to consider and each troop will use different milestones. The phases can run simultaneously and should not be seen as mutually exclusive. Each manager should set a timetable that reflects the individual needs of the program.
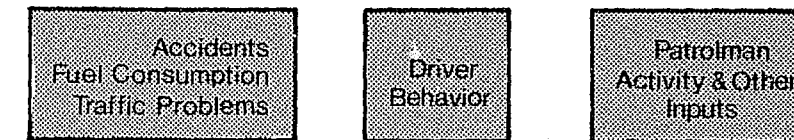
Phase I—Education Process

The initial phase is the education process. This phase has traditionally taken from 2 to 4 months or longer, depending on several variables including:

1) Amount of exposure to results management;
2) Number of members involved in the program;
3) Geographic distribution of manpower; and
4) External factors which limit the amount of time and energy that can be spent in the implementation.

Traffic Safety Management Process

This phase of the program should not be shortened and should remain flexible. Education is an ongoing function of results management throughout its implementation. In the transition, the manager must become thoroughly familiar with tools available to him, ranging from goals and objectives of the department, to publications and programs on results management or MBO, to departmental reports, manuals, and surveys.

In order to implement successfully results management, the manager must educate himself, recognize a change in attitudes, and become comfortable with the idea that this will assist him in managing his troop. Change is brought about by internalizing the organizational philosophy in such a way that results-oriented behavior is positively reinforced.

It is imperative that a results management program become not simply a facade but a philosophy by which to manage. Only through the change in philosophy can a successful program be implemented.

Phase II—Selling

Once supervisors have become thoroughly familiar with the philosophy and potential of results management, it is time to begin the selling process to all other members of the department. Suggested formats include individual training, group training, and troop meetings.

The selling program should include:

1) Results management philosophy;
2) How it will affect the operations of the department, district, and troop;
3) What their role will be;
4) How other results management programs within the patrol operate; and
5) Administrative program support.

Phase III—Program Design

Once confident that the selling program is well on its way, the next step becomes the design of the program that best meets the needs of the individual department. It must be remembered that results management is a *philosophy*. The specific application of this philosophy differs from troop to troop. When developing the program, the needs of the individual troop and how those needs can best be met through results management should be constantly kept in mind. The manager should design a program that is tailored to best meet the desired results.

Also important in results management is *flexibility*. Throughout the implementation process it is important to maintain flexibility in order to adapt to concerns that arise. Therefore, the program initially designed may not resemble the program that is put into effect.

The following are steps in the design of the program:

1) *Establish management prerogatives* that are necessary to operate properly and explain prior to implementing results management. It is necessary that the ground rules be clearly defined. Failure to do this from the outset will destroy credibility and will insure failure.
2) *Evaluate the organizational structure* of the area of responsibility. Operationally, there have been several structures used successfully within the patrol:
   a. Team concept—a set number of troopers are assigned main responsibility in a given locale and objectives are written for the team.
   b. Individual assignment—each trooper has a designated main target road and sets individual objectives.
   c. Combination—within each troop, it may be necessary to use both of the above structures.

Each of these structures should be designed to meet individual needs. One may experiment with any of these three or find another method that meets with the results management philosophy to use in the individual area.

3) *Define the role of all troop members.* This becomes supplemental to the current job description of each member and is necessary to insure smooth operation of the program.

a. Will there be team leaders? If yes, what responsibilities will they have?

b. What are the responsibilities of the sergeant? On what level of objectives should they manage?

c. What responsibilities will technicians have?

d. Who will be responsible for coordination, feedback, and evaluation?

e. How will troopers be used for special duty—auto theft, warrants, or range?

Ample time must be allocated to these initial concerns, and all assigned troopers should have a major voice in this process.

Setting Goals

General departmental goals for the Colorado Highway Patrol are established by the Highway Commission and the executive director for the overall guidance of all divisions. Priorities are set with feedback from staff, middle management, other organizations, and the public. Throughout this process there is constant vertical communication.

The intent of the department goals is to state overall nonspecific intent— the goals are not "cast in concrete." Goals must be established before objectives can be set. These goals then become umbrellas under which objectives can be formulated.

Part II of this article will discuss program planning, establishment of objectives, targeting, the renegotiation process, graphics, team meetings, individual performance review, and quarterly progress reviews. **FBI**

END

Fewer Officers Killed in the Line of Duty

Preliminary 1980 figures of the FBI's Uniform Crime Reporting Program reveal a decrease in the number of law enforcement officers killed in the line of duty in the United States and its territories. In 1980, a total of 103 officers were slain feloniously, whereas 106 were killed in the line of duty the previous year.

Sixty-three of the slain officers were city policemen, 19 were employed by county law enforcement agencies, 12 were State-level officers, and 2 were Federal agents. The remaining 7 victims were officers in the Nation's territories.

Twenty-one of the officers slain were responding to robbery calls or pursuing robbery suspects, 8 died when answering burglary-in-progress calls or pursuing burglary suspects, and 18 were attempting arrests for other crimes. Seventeen officers lost their lives while investigating suspicious persons and circumstances, and another 17 were slain as a result of traffic pursuits or stops. The remainder were killed responding to disturbance calls (13), in ambush situations (6), by mentally deranged persons (2), and transporting a prisoner (1). Ninety-one percent of the 103 murders have been cleared by law enforcement agencies.

In 91 percent of the officers' murders, firearms were the weapons used; 68 were killed by handguns, 13 by rifles, and 13 by shotguns. Of the other nine victims, six were slain by vehicles and three were knived.

There were more officers (16) killed in December than in any other month, whereas March was the month in which only 1 officer was slain.

Regionally, 45 officers' lives were taken in the Southern States, 23 in the Northeastern States, and 14 each in the North Central and Western States. In Puerto Rico, there were six police killings, and one occurred in the U.S. Virgin Islands.