

HOW WILL MEDIUM SIZE POLICE AGENCIES
PARTICIPATING IN COMMUNITY POLICING
MEASURE ORGANIZATIONAL EFFECTIVENESS BY 2005?

A project presented to
California Commission on
Peace Officer Standards and Training

By

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

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

Managing the future means influencing the future; creating, considering it, and adapting to it. A futures study points the way.

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

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CONTENTS

Part I Introduction

Defining the issue	1
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Part II Futures Study

Trends Analysis	11
Events Analysis.....	19
Cross Impact Analysis	25
Scenarios.....	28

Part III Strategic Plan and Transition Plan

Strategic Plan	37
The Setting	37
Mission Statement.....	38
Situational Analysis	39
Stakeholders Analysis.....	45
Goals of Strategic Plan.....	48
Transition Management	50

Part IV Findings and Conclusions

54

Recommended Actions	57
---------------------------	----

Appendix

Reference	61
-----------------	----

PART I

INTRODUCTION

Community policing has a profound impact on what defines quality policing and how it is measured. Determining public agency performance is already difficult due to the nature of public agency politics, fiscal constraints, priority setting, and public manager relationships with legislative bodies. Social pressures, technological advances, and social science research provide methods for supplying answers on how to evaluate police agency performance.

Police agencies are under significant social and political pressure to find ways to better serve the public during a period where the level of trust in public agencies, specifically the police, is low. Scandals like the New York Police Department's Abner Louima case and the Los Angeles Rampart corruption scandal along with high profile shootings and uses of force, such as Rodney King, and Riverside's Tyisha Miller, add to the distrust (Davis 1999, 4).

In addition, the reinvention of government movement is establishing a foothold in local governments. An International City Manager's Association survey revealed, from a sample of 800 U.S. cities responding, that 51 percent participated in some form of performance measurement for a substantial number of programs (Kravchuk 1996, 348). The reason some public agencies implement performance measures varies from trying to correct their own poor performance, economic conditions, or to shatter dysfunctional organizational rigidities (Van Wart 1995, 430).

In 1990, Long Beach Police Department was rated as the least effective police agency in California in solving criminal cases. In 1995, Long Beach Police Department implemented a series of performance measures to improve police performance and the public's perception of their services. Surveys were used to capture non-traditional measures such as the perceptions of

fear of crime, public opinion of service quality, along with statistical evaluation of traditional measures such as crime rates, response times and gang related crimes (Thomson 1995, 8).

It is important to understand the difference between the professional model and community policing to understand how to measure police performance in the future. In the professional model, law enforcement agencies intentionally remain at arm's length from public politics in order to maintain the image of corruption free police departments. This increased the public's confidence that the police were free to protect the community without political influence. In 1924, the International Association of Chiefs of Police successfully lobbied for the creation of uniform crime reporting. The information contained within uniform crime reporting was intended to give police managers a method to objectively make decisions and manage efficient operations (Banas & Trojeanoqicz 1985, 5). The professional model focused on the quantity of police inputs and outputs. Measurements of performance such as calls for service, response times, and crime rates reflected the scientific management movement of the nineteenth century. This was the first attempt by federal government to measure crime across the nation. Later, another model of management, management by objectives, attempted to create police performance measures that were linked to city goals. Unfortunately, the focus of these measures frequently ended up being concerned with the quantity. Manipulation of goals was common. Police managers set the benchmark for these measures too low, ensuring a high performing rate of success. When the linkage between objectives and expectations are weak, performance measurement fails to bring about agency performance improvement (Swiss 1991, 85). Besides low standards, these measures failed to evaluate the quality of performance.

The focus of community policing is significantly different from the professional model; therefore, the measures of effectiveness are vastly different. Community policing is primarily

based on the participative model of government sharing qualities with Total Quality Management because of its focus on customer demands (Skagon 1999, 4). This model recognizes that the police depend on the citizen as the co-producer of safe communities' crime prevention. To be effective, law enforcement agencies create partnerships with neighborhoods, businesses, and private agencies in order to not just apprehend suspects and issue citations, but to reduce both crime and the fear of crime. This model encourages a strong linkage between community expectations and police priorities (Alpert & Moore 1988, 37). In order to establish this model, decentralized decision-making is important. Bureaucratic and rigid structures are inconsistent with the community-policing model. In addition, non-traditional approaches are encouraged to find solutions to problems. Typically, qualitative measures are used in defining the success of community policing. The quality of partnerships, the amount of trust between police and community, and the quality of life in neighborhoods are significant measures in comparison to the numbers of arrests, citations, and crime rate.

Police agencies are significantly different from private agencies and even slightly different from other public agencies. First, the goals of police agencies are multi-faceted and contradictory (Dilulio 1993, 2). Reducing crime through the apprehension of suspects is a common goal of police agencies. In addition, police agencies are interested in reducing the fear of crime. Promoting crime prevention through the use of the media is a delicate situation, because public awareness can also increase the fear of crime. Further, because equity is an important value in administering justice, the police must always measure their crime apprehension methods against the fairness and objectivity of their crime prevention methods.

Police agencies face many of the same constraints as other public agencies. The measurement of public agency effectiveness is complex. Public agencies have multiple

missions. They also do not produce a single product such as profits. It must be determined whether to measure inputs, outputs, or outcomes and this can be very problematic when trying to determine the effectiveness of a police agency. Police inputs are frequently defined as calls for service, crimes reported to the police, and police officer staffing. Outputs are arrests, reports taken, and citations issued. Yet, measuring how these outputs and inputs relate to outcomes can be difficult. Outcomes are the intended result of police action. Lower crime rates, reduced civil disorder, and healthy communities are a few examples. Long periods may exist between the time of arrest and prosecution and punishment.

In addition, police agencies are faced with moral hazards. A moral hazard is an incentive to act wrongly (Wilson, 1989, 117). When measures such as crime rates are emphasized, the police are placed in moral hazard, which sets a higher threshold for documenting crimes reported. Police departments who are thorough about reporting all crimes end up with higher crime rates than those that are less responsible about their reporting. The ultimate result is that the statistics become less valid.

Police are also faced with determining who defines what is excellent performance. Does a part of the community represent the whole? Typical measures do not account for race, class, and gender (Scheingold 1995, 189). When one segment of the community wants one kind of police action at the expense of another, police performance is often subjective. These issues become difficult challenges in assessing police performance.

Public agencies are constrained by these complex, contradictory and confusing goals. The battle between responsiveness, accountability, effectiveness, and efficiency restricts police agencies from reaching full potential. Another reason police performance is difficult to measure is because crime is highly under-reported. Typically, only 65 percent of crimes are reported to

the police (Bayley 1996, 41). When both the police and the media focus attention on a crime issue, public awareness is increased resulting in increased crime reporting and a higher crime rate. Lastly, police agencies have a significant amount of technology to gather information about calls received, response times, and crime rates. This plethora of data becomes noise, disguising measures which are truly indicative of the overall performance. The lack of clarity produces an opportunity for public managers to use data when it serves their purposes without really reflecting on the agency's true performance.

If understanding the complexities of measuring performance in a community policing setting is so difficult, why should police managers bother? First, there are several benefits to measuring police performance. One is to enable police managers and public officials to make effective decisions about the quality of programs. Managing public agencies is complex and requires a greater level of information. Public managers want and need tools to enhance decision-making. Given limited time to devote to receiving feedback on agency performance objectives, managers focus their energies on preprogrammed feedback (Kravchuk 1996, 356). A second benefit is to ensure the linkage between the community's priorities and needs, and public agencies' strategies. A third and very important reason to measure police performance is to increase public confidence. Lastly, it is important to measure police performance in order to give the full value of the public's cost to citizen, community, and the employees of a public agency (Olsen & Epstein 1997, 2).

The question is what to measure. In a National Institute of Justice report Measuring What Matters, one possible combination of measuring was identified. These measures include important elements which fit the necessary relationship to the community policing model combining customer satisfaction, honesty, community fit, quantity and quality of partnerships,

the impact on crime, and organizational health as the major elements to be measured. Methods to gather information on these areas could include the use of statistics in measuring the crime rate. Fear of crime would be determined by the use of surveys, measuring perceptions about use of force by comparing statistics on use of force by officers; measuring organizational health by use of statistics and employee surveys, and assessing partnerships by survey and interview (Langworthy 1995, 8).

An important element of measuring agency performance is data collection and analysis. Technical support, software, and development of systems to collect data is critical. An example is the case with New York City's efforts to change organizational effectiveness. New databases were needed to collect information and to share the information (Silverman 1999, 236). James Q. Wilson's view is that citywide measures are doomed to failure. Instead, neighborhood health should be the focus. By focusing on the micro-level, police departments can measure pre-intervention and post-intervention to determine successes (Wilson 1995, 79).

With all of the benefits of measuring police performance, why has it not happened until now? In the past, police chiefs, city managers, and city councils have not emphasized creating new ways of measuring the performance of employees. There is no significant government body that has the influence to impose standard measures on police agencies other than the state and federal governments. Both the federal and state governments are highly unlikely to impose these standards on local law enforcement because they view police priorities as being a local concern. Cities are very protective of the local control issue involving their rights to set priorities that fit their communities.

The agent-principal theory is helpful in understanding how police managers approach performance standards. Local law enforcement managers have little to gain by objective police

measures. Police managers typically take credit for reducing crime rates and warning of future crime problems to justify increase in police budgets (Klockars 1995, 200). Police managers may possess the technical knowledge about police performance that city councils do not have, but they are also able to provide measures that suit their purposes. City councils have the power of the budget to control police managers and focus police action on areas of greatest concern to them.

Police managers use knowledge and expertise to win “slack” in police budgets, and city councils use the budget to control police manager loyalty (Wilson 1984, 239). Slack is the difference between the cost the agency incurs and the resources available. Slack provides police managers the ability to respond to a changing crime problem, a city priority, or support police department goals. Police managers are able to hide slack in their budgets from city councils because they are more aware of the agency's true performance. The implications of an objective standard for police performance would tip the scale in favor of city councils. City councils armed with this information could make city to city comparisons, evaluate the cost benefit of police actions, and ultimately hold police managers accountable. Knowing this, police managers are unlikely to be the initiators of objective performance standards.

Allison's Bureaucratic politics decision model is useful in explaining the reason that objective measures are not a high priority to police chiefs. Allison provided three models for decision making: the rational actor model, the organizational process model, and the governmental politics model. In the rational actor model, decision-makers use goals and objectives as a guide to decision-making. Choices are considered on how they affect the achievement of these objectives. The choice that provides the highest value is chosen.

The second model is the organizational process model. In this model, organizations develop routines which restrict the decision-maker's options in decision making. Standard operating procedures become the way to make decisions. Choice is a question of what has been done in the past to solve the problem. The last model, the governmental politics model, states that the role people play in an organization, their power, and the structure of the political environment affect the decisions made. The environment preselects whether a decision-maker will be involved and what power the player will have.

Understanding the context in which police managers work helps to understand how information is used. Chiefs primarily deal with institutional partners such as department heads, city managers, city councils and selected members of the community (Hunt 1993, 25). Chiefs are dependent on the other players for cooperation. The positions of the players and their power influence what they do (Allison 1971, 165). The majority of police chiefs feel political pressure to change enforcement strategies. The environments that police chiefs live in require the use of political decision making instead of the rational actor model. In one study, it showed that fifty percent of chiefs are forced out of office by politicians (Tunnell & Gaines 1990, 10). Bargaining becomes the most successful way to achieve results. Although information of agency performance could be available to a police chief, it would not necessarily change the strategy, structure, or focus of the department. This is because the decision is the product of the governmental politics models not the rational actor model. The qualities of community policing, which tend to be less quantitative, only aggravate this situation. Absent the benefits of quantitative information to counter political influences, police chiefs are unlikely to use goals and objectives to achieve agency performance. With little power to restructure and refocus the

resources of the department, police chiefs will be unwilling to invest in complex performance measure research.

Indications are that public managers are concerned about the expense of data collection and place little emphasis on performance data in decision making. When they do use performance measurement it is usually in measuring organizational efficiency, and that performance measurement provides little assistance in comparing one organization to another (Ammons 1995, 37).

The complexities of the public context, the nature of government, and questions on how and what to measure make determining police agency performance difficult. This research examines these factors to better understand how police managers can determine organizational performance while participating in community policing and problem solving.

How police managers view their agencies' performance is profoundly affected by the context in which policing occurs, the models police managers use to determine what goals should be achieved, and how the attainment of these goals are measured. For these reasons, the trends and events that affect this context will be examined. The impact of possible significant events will be examined to determine what affect they will have on how police agencies measure organizational performance. Based upon this analysis, three possible scenarios are presented as means to display how police managers may help to shape the future of measuring police performance.

PART II

FUTURE STUDY

A seven-member group of public officials, residents and members of the business community participated in a nominal group exercise to identify the trends and events that have an impact on measuring police performance in a community policing environment. This was used in forecasting possible scenarios, as well as development of the strategic and transitional plans. Members of this panel included a police lieutenant from the Los Angeles County Sheriff's Department, a pastor from a community church, two assistant city managers, a representative of a large corporation, a small business owner, and a president of a police association.

The Nominal Group Technique (NGT) is a small group exercise developed by Andre Delbecq as a means to generate ideas and to problem solve (Silvey 1987, 1). The strength of the process is that it usually produces results better than unstructured group interactions. Data suggests that the nominal group process is successful because ideas are not evaluated one at a time. Rather the facilitator collects many ideas before any one of them is evaluated as postponing evaluation increases creative solutions. Panelists have an opportunity after discussion to reassess the value they give to any issue. Lastly, individual generation of ideas leads to more ideas and ones that are more creative.

The NGT process is conducted in the following manner:

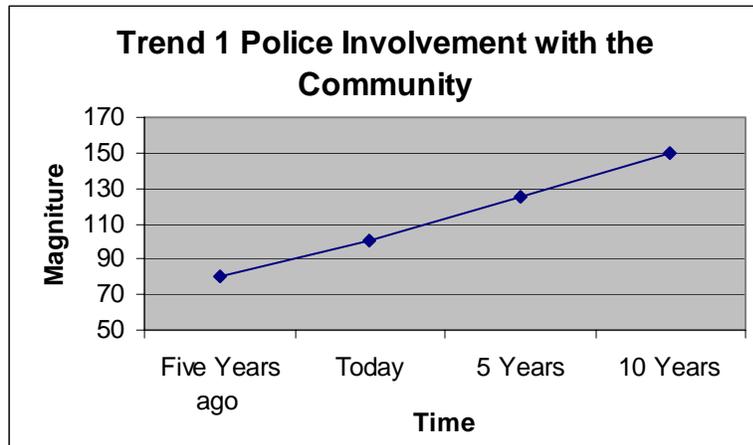
- Ideas are generated silently by the panelists
- A round robin sharing of ideas produce a list of potential options
- Members of the group have an opportunity to clarify what is meant by the idea so there is a mutual understanding of the idea
- Individuals have an opportunity to reassess the list and select those with the greatest impact
- A mathematical aggregation of revised judgments is produced

TRENDS

A trend is a series of events that have a past, a present and a future. Trends are usually easily identified. The panel produced a list of thirty trends they believe will have an impact on performance measure by police departments. This list was narrowed to a list of eight trends the panel believed will have the greatest impact on the issue in the future. These trends are discussed and a chart is provided showing the panel's scores on the trend.

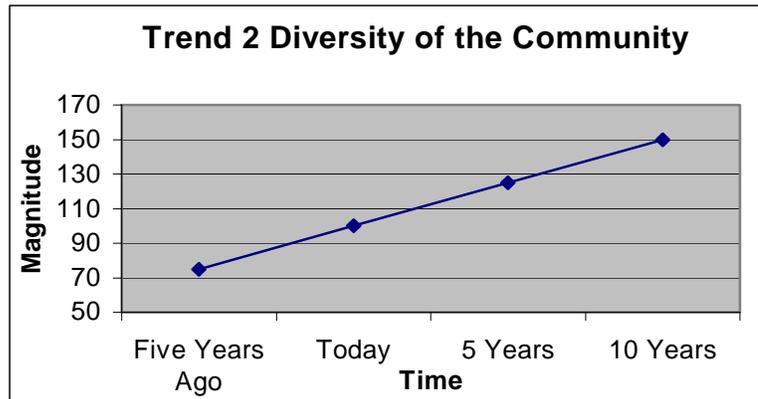
Trend 1 Police Involvement with the Community

The panel's perception was that community policing has had a significant impact on the perception of the public and their relationship with the police. The credit for this success has been given to community policing. The panel believes that the interaction with the police has improved by 20 percent in the last 5 years and has an expectation that it will continue to improve another 50 percent during the next 10 years. On the impact of measuring police performance, the panel believes that the relationship with the community is a significant positive impact receiving a median score of 7.5 on a 10 scale. The panel felt that the community has enjoyed the close relationship with the police. The expectation is that the citizen now is a co-producer of government, both responsible for some portion of the results, and also possessing a right to help develop what action is taken in their communities. This trend is related to the general level of trust in government and a desire for government to be less bureaucratic. There was strong agreement by the panelists that this is important and will continue to be an issue in the future.



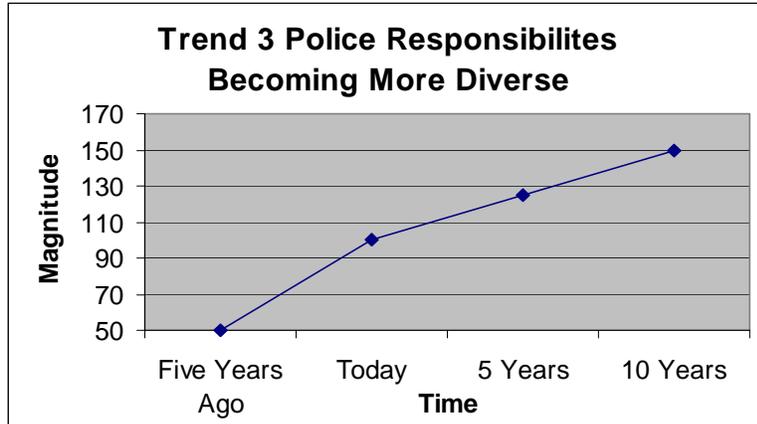
Trend 2 Diversity of Community

The panel identified with the diversity of community and its composition as a trend. Demographics have changed by at least 25 percent in the last 5 years and it is expected to change an additional 50 percent during the next 10 years. These statistics are consistent with labor projections. The growth of the Hispanic population and the change in the median age of California residents is likely to be significantly different in the next 10 years. The panel felt the homogeneous culture is easier to satisfy because there is less variance in the expectation the community has of the police. A diverse community, on the other hand, consisting of many cultures with pre-existing views of the police can have an impact on the level of partnership with the police. For this reason, the diversity of the community is viewed to be negative in police performance measurement because the community is more diverse and may view police actions differently. Also identified is the fact that at times one portion of the community will have expectations of the police that are at odds with the expectations of another portion of the community placing the police in a no win situation and requiring them to offend one portion of the community for the benefit of another.



Trend 3 Police Responsibilities Becoming More Diverse

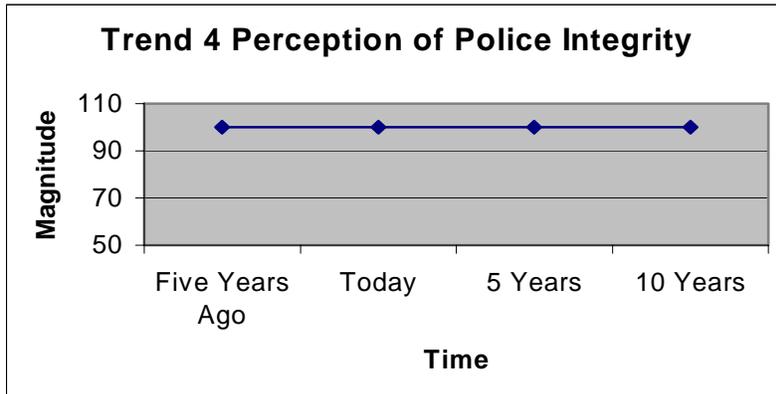
A natural by-product of community policing is the identification that the police have a significantly broader role in communities than just enforcement of laws. The inter-dependence between city departments, citizens and neighborhoods requires the police to play a more diverse role fostering partnerships, responding to order maintenance issues, and facilitating healthier communities. The panel felt that this area was the most significant change in the perception of police performance in the last 5 years by a 38 percent increase in diverse police responsibilities and with an expectation this will continue to change by 50 percent in the next 10 years. The panelists saw a relationship between the change in governmental services, community policing and the greater expectations of government and more diverse communities (Trends 1, 2, 7 & 8). This trend was viewed as negative because of the challenge it creates in measuring police effectiveness. Measuring crime statistics, response times and calls for services which are typically traditional measures are no longer adequate in determining the overall affect of police on the community, therefore making police measurement much more complex and difficult. The panel rated this particular trend to be a negative 7 on a 10 scale.



Trend 4 Integrity and Perceived Police Ethics

This trend is the level of trust the community holds in the police, based on their perception of police integrity and ethics. This must be distinguished between the actual level of integrity and ethics, understanding that it may be difficult for the public to assess the true level of ethics on the part of the police. The panel was polarized between two different views of police integrity. Part of the panel perceives the police with having less integrity than they did 5 years ago. Although the panel was mixed on this result, the range was between 80 and 125 percent of today's level of perceived trust. The other group felt the perception would be the same in the future that it is overall at a high level. The perception was that the local community trusts their police officers.

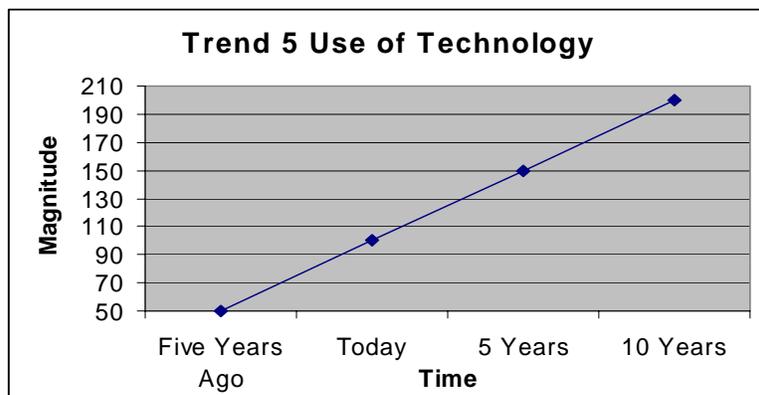
Forty percent of the panel felt that police performance measurement and the use of technology would have a strong impact on improving the perception that police are ethical in the future. The panel's scoring ranged from a negative 9 to a plus 7, producing a median score of 0.



Trend 5 Use of Technology

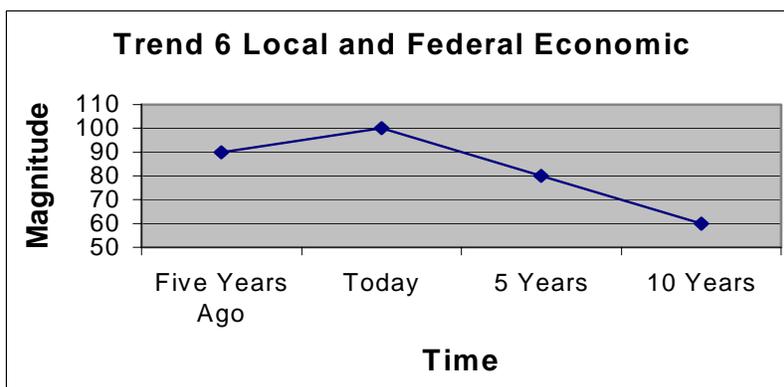
The panel had the strongest level of consistency and confidence in this trend. The belief is that technology will continue to have an enormous affect on the way work is done and on how performance is measured in organizations.

The view of the panel was technology’s use in law enforcement has doubled in the last five years and will likely double in the next 5 years. The belief is that these technologies will provide solutions to the inherent problems of police performance measurement. The panel’s overall view of the impact of technology of police measurement was a positive 9 on a 10 scale.



Trend 6 Economics at the Local and National Level

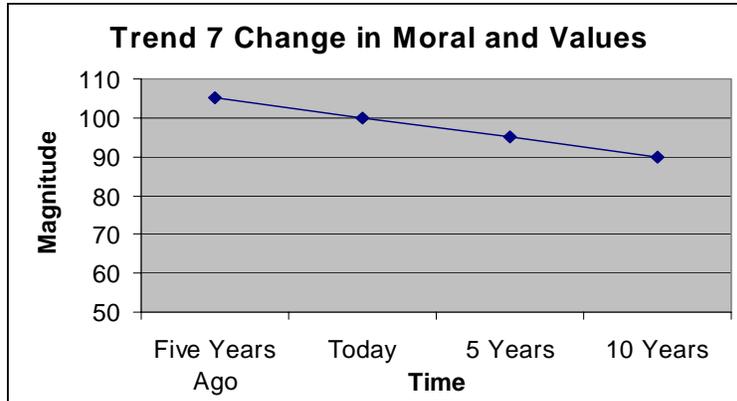
The view of the panel was that the police, how their performance is measured, and the kinds of resources that are available are directly related to the economic situation of both the community and the nation. The panel identified how dependent local government is on state and federal funding. They also identified that community policing was well supported by the federal government and played a critical role in the implementation in community policing in many communities by providing federal grants and financial incentives to do so. There also was a belief that the future of the economy was likely to change sometime during the next 10 years, and that the impact on the police would be significant, rating it a negative six on a 10 scale.



Trend 7 Change in Morals and Values

The panel's perception was that morals, values, and the behavior of people they contact was worse than it was 5 years ago. Although their belief was that this would worsen by 10 percent in the next year, there was a wide range of views on how bad the impact would be. The median value of the panel on this trend was a negative 5 on a 10 scale. The perception of the panel was the more the erosion in morals and values, the more difficult it would be for the police

to deal with social issues. In addition, there was a concern that the police would be forced to enforce laws and statutes that were not supported by the communities in which they serve.



Trend 8 Changing Expectations of Officers by Police Management

The panel felt that police management has increased the rate of change in police agencies. Police are required to serve diverse communities. The panel's perception was that police managers had initiated a 20 percent increase in change in the last 5 years and that this would continue to an additional 50 percent in the next 5 years. The concern of the panel was that this level of change was necessary; however, it causes role confusion, a loss of purpose and stress within agencies.

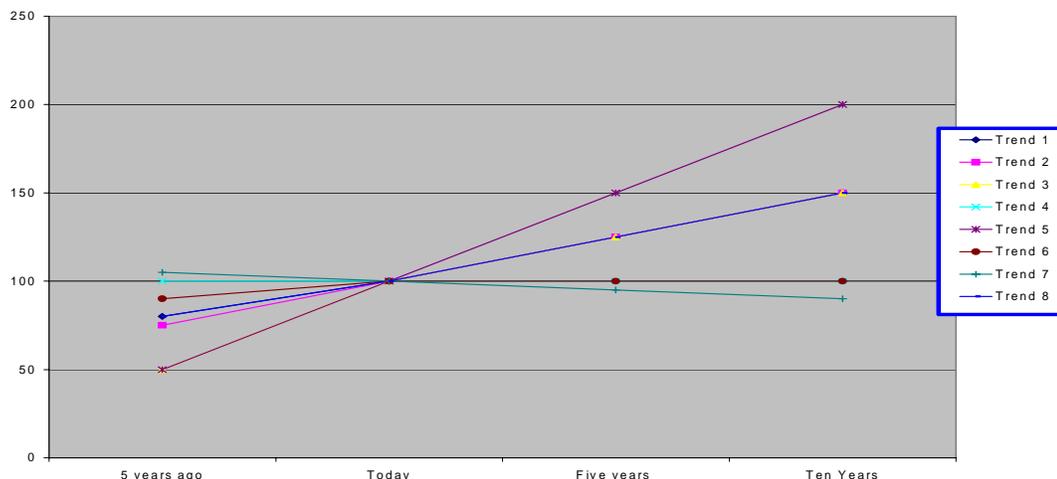
The inherent nature of police organizations and police culture make it difficult to accept change and, therefore, the need to change in organizations is directly in conflict with the culture. Understanding this, the panel believes that this trend is at a level of negative six on a 10 scale on its impact on measuring police performance.



Trend Summary

The panel's evaluation of the trends revealed major technological and social changes, which are expected to continue during the next 10 years. The group believes the police will continue to improve relationships with residents, technology will continue to improve police performance, and communities will become more ethnically diverse. Police management and police tactics are expected to move from traditional enforcement strategies to community health and social capital building. The panel is polarized over police integrity with one side believing the police are respected and will continue to be and others viewing police ethics as an area requiring improvement. The current economic boom is viewed as vulnerable to future economic conditions. The panel views societies' moral character as worsening. All these factors affect the context in which police performance is evaluated. Communities' values shape legal and political agendas and economic conditions providing or restricting resources to fund police budgets. Police managers adjust policing tactics to meet crime and communities' expectations. Technologies provide access data, community conditions, and the ability to improve agency performance.

Trend Summary Table



EVENTS

An event is an occurrence that has no past or nor future. Events have the ability to change trends and the context in which police agencies operate. The panel identified six events, which they believe would have impact on the performance of police agencies involved in community policing. These events are discussed and a chart is provided showing the panel's scores of the event.

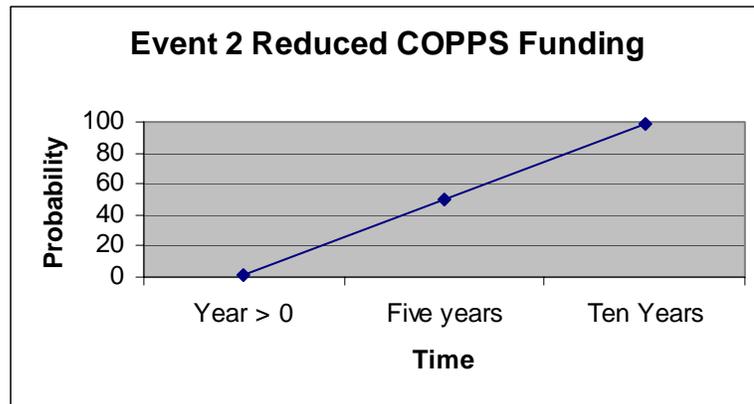
Event 1 A Major Surge in Crime

The panel felt that community policing is laborious and a luxury in times of high crime. The belief was that community policing would be eliminated in a demand for police services during a major crime wave. Police services would focus on the primary mission and would eliminate COPPS in order to meet the greater demand. The panel felt there was a 20 percent chance of this happening in the next 10 years, but felt if it did happen, the impact would be very negative. Their overall assessment was that this event could happen as soon as one year.



Event 2 Reduction of Community Policing Funding

The panel felt that one of the reasons that community policing has been successful in being adopted by so many local law enforcement agencies has been the strong support of the federal government. They also understand that some of this support may have been the product of political action and therefore can be vulnerable in the year of a presidential election. In addition, the panel felt that a new alternative to community policing could result in reduced funding for community policing. This will later be identified in Event #4. The panel saw the reduction in community policing funding as having a negative impact. However, communities that were committed to community policing would continue and those that were only doing it to receive federal funding likely would return to a more bureaucratic traditional type of policing.

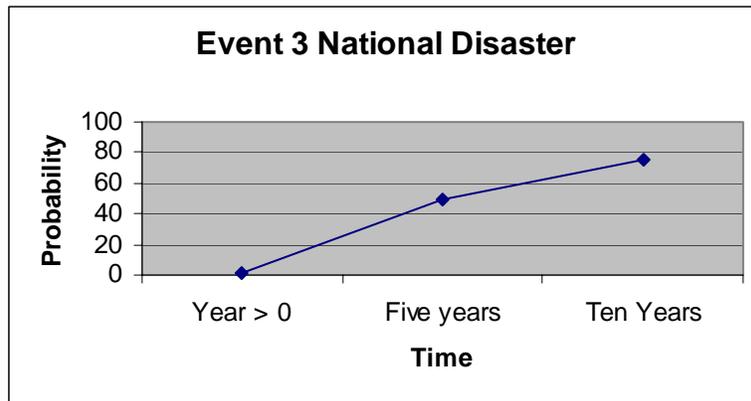


Event 3 National Disaster

The panel defined a national disaster to mean a significant event such as an earthquake, tornado or nuclear accident in which law enforcement plays an important role in resolving the conflict.

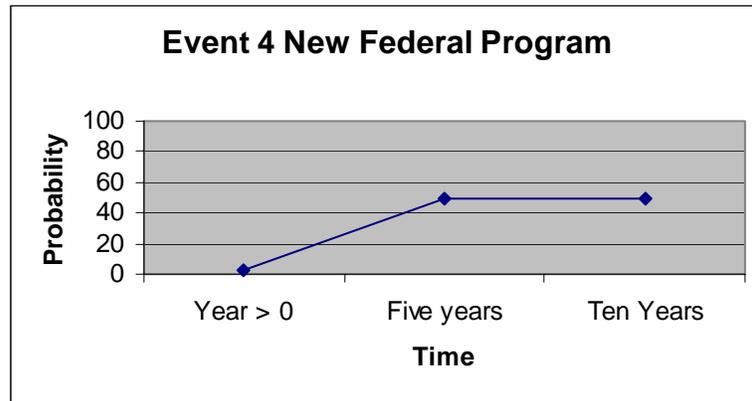
The panel felt that the media would play a role in drawing attention to the capabilities and the benefits of professional law enforcement and their contribution in dealing with a national disaster. Those agencies that performed poorly in these kinds of situations would also create a ground swell of demand for change in increased capability in improved service; therefore, the national disaster would have some benefits. Overall, the view of the panel was it would depend on how the public agencies responded as to whether there would be a benefit to such a disaster.

Generally, the panel felt that the national disaster would have a negative affect on the measurement of police personnel.



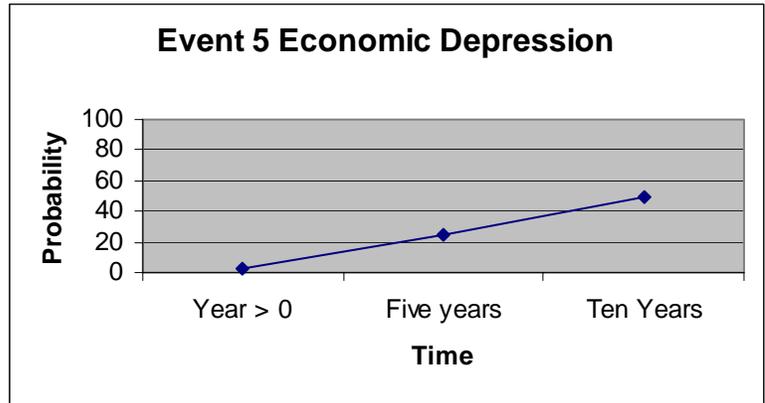
Event 4 New Federal Crime Program

The federal government plays a strong role by providing a technical, financial and leadership support to local law enforcement agencies. The federal government played a large role in the implementation of community policing. At some point, unless community policing can produce quantifiable successes, a change in focus by the federal government is possible. The panel felt that there was at least a 50 percent chance of a new federal crime program that would compete with community policing in the next 10 years, with the first possible time being three years from now. The overall impact on the police community would be a negative seven because of the significant commitment made by local law enforcement, administrators and managers for community policing.



Event 5 An Economic Depression

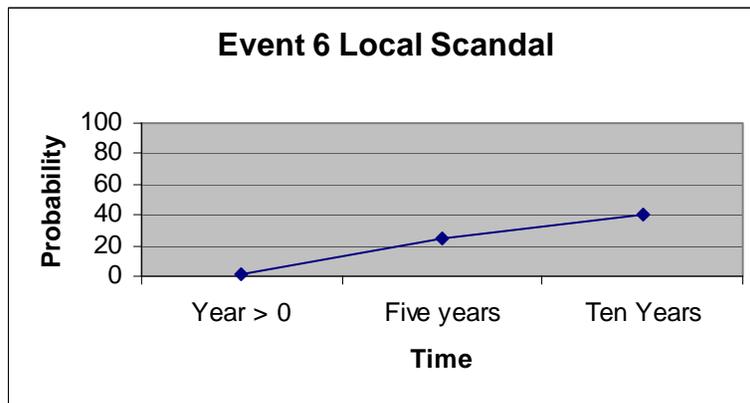
Local law enforcement agencies and city governments depend on the state for the bulk of their funds; much of this is the product of sales tax. Understanding this, the panel felt that a downturn in the economy could have a tremendous affect on the future of law enforcement agencies. The panel felt that in an economic downturn, the police would resort to only providing primary services and that many of the benefits of community policing and special services provided in a robust economy would be eliminated. In addition, this would be in a period of high unemployment, which usually leads to higher levels of crime, domestic violence, and places greater demands for services including creating demand on the primary services of local law enforcement agencies. The panel felt the impact would be a negative 9 on a 10 scale with a 50 percent chance of this happening in the next 10 years and 25 percent chance in the next 5 years.



Event 6 Local Scandal or Failure

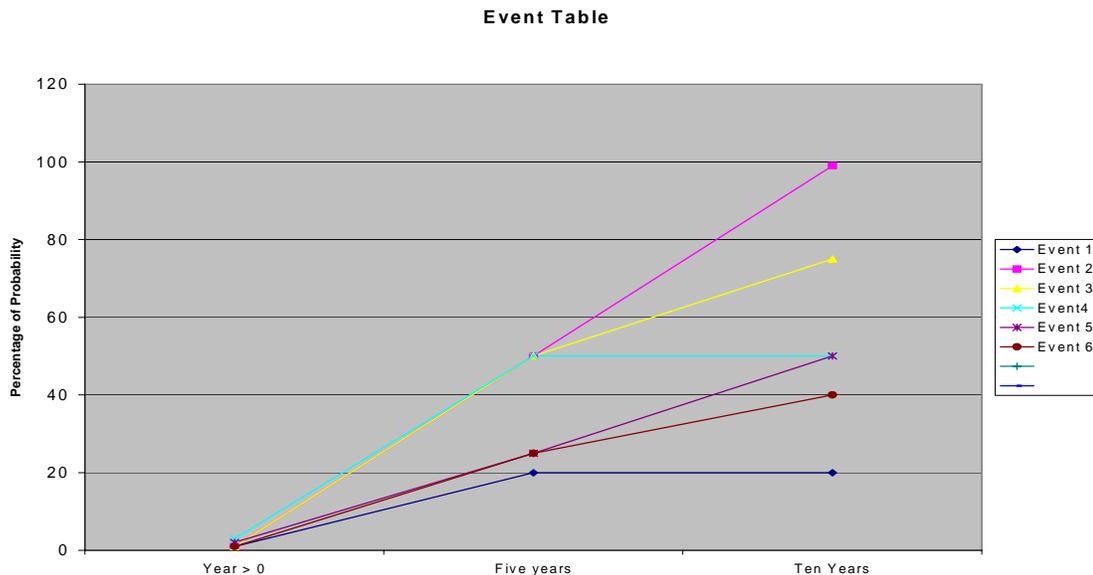
The panel felt that every call a police officer goes on presents the opportunity for a bad shooting, an unjustified use of force or the perception of corruption.

The panel felt that there was a 40 percent chance of serious local failures or scandals that could lead to reduced public support of the police agency. The panel believes that the trust required for partnerships could be seriously damaged by local failure, placing a wedge between the police and the public. The panel rated this event as a negative 8 on a 10 scale with the possibility of it happening at any time.



Event Summary

The panel believed that a reduction in COPPS funding, a natural disaster, or an economic depression have the greatest potential of occurring during the next 10 years with the economic depression having a great negative impact. A surge in crime was viewed as very harmful to police performance by reducing the ability to partnership with the community and to invest in non-crime fighting activities, which increase police effectiveness. A local scandal was seen as very harmful to how police performance is perceived.



CROSS IMPACT ANALYSIS

A separate group of police managers conducted the cross impact analysis. A cross impact analysis assumes that each forecasted event actually occurs. The estimated impacts of these events are forecast against the other eight events and six trends. The results of this analysis help identify the most prominent trends and events for use in developing future scenarios. During this process, the estimated impacts are recorded as a percentage change plus or minus

over the original NGT forecast and represent the maximum influence upon the trend or the event.

The following table shows the interactions between the trends and events.

		Comm invol	Diversity	Resp Divers	Ethics	Technology	Economic Values	Police Mgt	Exp
		Trend 1	Trend 2	Trend 3	Trend 4	Trend 5	Trend 6	Trend 7	Trend 8
Crime Wave	Impact	YES	Yes	Yes	No	Yes	Yes	Yes	Yes
	+ or - 1 - 5	+ 3	- 3	- 5	- 5	+ 3	- 3	- 2	- 2
COPPS Funding	Impact	Yes	No	Yes	Yes	Yes	No	No	Yes
	+ or - 1 - 5	- 2	- 2	- 5	- 1	+ 1	- 1	- 1	- 3
National Disaster	Impact	Yes	No	Yes	Yes	Yes	No	No	Yes
	+ or - 1 - 5	+ 2	- 2	+ 1	+ 3	+ 1	- 1	- 1	+ 1
New Federal Crime PRG	Impact	Yes	NO	Yes	Yes	Yes	No	No	Yes
	+ or - 1 - 5	+ 5	- 5	+ 5	+ 5	+ 5	- 5	- 5	+ 5
Econ DEP	Impact	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	+ or - 1 - 5	- 5	- 4	- 5	- 4	- 5	- 5	+ 1	+ 4
Local Scandal	Impact	Yes	No	Yes	Yes	Yes	No	No	Yes
	+ or - 1 - 5	- 5	- 5	+ 2	- 5	+ 2	- 5	- 5	+ 5

Event 1 Crime Wave

The panel's perception was that a major crime wave would have a significant negative impact on the diversity of responses identified as Trend #3 and have a negative impact on Trend #5 which is community values. The panel's belief was that the community would perceive the crime wave as a further erosion of basic community values and that the police would resort to traditional methods and basic services due to limited resources and an increased work load that a crime wave would produce. The panel felt that community involvement would be increased due to the fear generated by a crime wave. The panel believes that the community would cooperate with and support the police in crime prevention activities. Additionally, the panel believed that a crime wave would have a negative affect on diversity since a minority population might be blamed for the crime wave and those cultures that distrust police would not report criminal activity. A crime wave was seen as having a positive influence on the development of new technology that would help the police be more effective in the face of increased crime.

Event 2 COPPS Funding

The panel felt that a reduction in COPPS funding would have a negative impact on diverse police responses to community problems. The belief is that federal COPPS funding has encouraged organizational change and improved the non-traditional responses the police are using today. The elimination of these funds would result in some agencies regressing to a traditional policing style. Likewise, a change in the expectations of police officers by police management would be narrowed due to less financial support for COPPS.

Event 3 National Disaster

The panel believed that the police performance during the national disaster would have some increased benefit on how the public viewed police ethics. Generally, the national disaster was not perceived to have any affect on any of the other trends.

Event 4 Economic Depression

The panel viewed an economic depression as having the most significant negative impact on all the trends. The panel believed that law enforcement agencies would abandon labor intensive modes of policing due to budget cuts. In addition, this would eliminate diverse options that have been developed in community policing. An economic depression was also seen as having a negative impact on police ethics because police officers would be forced to make choices of who would receive scarce police service. The panel felt the police might be used to get tough on those most affected by the economic depression.

Event 5 Local Scandals

The panel perceived a local scandal as having a significant impact on community involvement. Their belief is that trust in the police would seriously be impacted and the perception of police ethics would also be harmed by such a scandal. The panel felt that a call for

reform by public officials and the community would follow a public scandal requiring police management to take corrective action.

The panel's perception is that some of the events would have little affect on the trends identified. A crime wave would have little affect on the perception of police ethics. Reduced COPPS funding would have little affect on diversity, the economy, or communities' values. A natural disaster was seen to have no impact on diverse police responses, the economy, or community values. A new federal crime prevention program is viewed as having no impact on diversity of police responses, the economy, or community values. A local scandal is seen to have no affect on diversity, the economy, or community values.

The economy was perceived to have the greatest negative impact affecting every trend in a significant way. A crime wave and a new federal crime prevention program are viewed as having the most significant positive impact on the use of technology. Community involvement and the perception of police ethics were seen to be highly affected by events. Diverse police responses were also seen as highly vulnerable to the events identified.

FUTURE SCENARIOS

To complete the future study, alternative scenarios must be developed. These scenarios are based on the trends and events, which have been previously forecasted. The purpose of the scenarios is to provide planners with a glimpse into possible futures and a model for potential future.

The scenarios take place in the City of Brea and are set against the actual conditions of this community. A more detailed description of Brea is provided in Section 2 Strategic Planning. The three forecasting scenarios presented are exploratory or surprise free, hypothetical and normative or desired and obtainable.

Scenario One: Exploratory
Brea Progress
January 1, 2005

The Brea City Council voted last night to discontinue the COPPS program, replacing it with a new model of policing that is supported by the federal government. The new program, the "Reinvention In Policing" program, or RIP, is a back to basics form of policing which focuses policing on primary services only. The new program was instituted by the federal government to counteract the ever increasing crime wave and the failure of police agencies to build constructive partnerships with the residents in their community. The majority in congress, the American Libertarian party, enacted legislation to support the program because they believe that government should stay out of the personal lives of Americans and only provide primary services. The RIP program requires that police agencies compare their performance against state benchmarks, with those agencies failing to meet standards losing both their state accreditation and twenty five percent of their share of state sales tax.

Defending the council's actions, Mayor Yolanda Hernandez stated, "The community can no longer afford to provide services where the benefit cannot be measured in a quantitative way. The community is facing an economic crisis and we must face up to our responsibilities. We had to eliminate programs that made people feel safe, but are not proven to be effective. The State has left us no choice but to change or lose a large part of our funding." Programs such as DARE, Neighborhood Watch, Corporate Security Council, and the Citizens Academy were scrapped because their benefits to the public welfare couldn't be measured.

Chief Monica Delgado stated that she wishes the department had the resources to invest in developing relations with Brea's neighborhoods; however, since the economic depression has hit, the department's staffing has been reduced by half. Sharp increases in domestic violence and

alcohol-related problems that stem from high levels of unemployment have significantly increased the department's workload. The chief is hopeful that federal money from the new program will provide monies to help the department pay overtime.

Jason Lee, the President of the Brea Police Officers Association, stated that the council and the chief had to do something to deal with the failure of community policing. Lee stated, "Our officers made a good effort at the onset, but developing partnership was just too difficult in the diverse community Brea has become." Brea's demographics have changed from 70 percent white, 20 percent Hispanic and 5 percent Asian, to 50 percent Asian, 35 percent Hispanic and 15 percent white. Lee also stressed that the level of trust between the community and the police has reached an all time low. Lee said, "The public no longer trusts that we are doing the right thing. Now the department measures everything we do by quantitative standards set by the state. The department funding depends on good scores; therefore, there is a lot of pressure to do only the things that are measured. Our officers are demoralized by the constant scrutiny."

Scenario Two: Hypothetical
January 1, 2005
Brea, California

Sergeant Jose Garcia scanned the computer screen looking for the data he needed for tonight's neighborhood meeting. The meeting is a regularly scheduled meeting of neighbors, the police, city departments, and private organizations. Tonight's agenda will be the CityView police performance system. The program was instituted three years ago as a means to give police officers better information on how to reduce crime, fear of crime, and measure police effectiveness. Currently the program is available to the public on the city's web site. Sergeant Garcia uses the program to plot the location of today's preventive contacts. He plots the locations on the map and presses "enter". The computer will contact all the businesses and

residents within 1/2 mile of these locations to be on the lookout for the profile of the crimes likely to happen there. A few police units will respond to those areas at the time and place that crime is statistically most likely to happen. Sergeant Garcia reviews yesterday's results. Darrin Devereau had a performance score of 89 percent; Terry Hill, 76 percent, and the rookie Jena Lopez had a score of 90 percent. Sergeant Garcia is happy to see that customer satisfaction and public confidence was up today. Last Friday they were down 20 percent due to an article in the paper about an officer failing to give a citizen a performance review card after a car stop.

The meeting begins with Jasmine Lee explaining her role as the area council representative. She explains that she helps set the police department's priorities, gives regular feedback and direction to the area commander. She explains how she uses the CityView program to review police responses and crime data to ensure her neighborhood is safe. She explains that her role in the new community-policing program is more effective because it uses technology to determine where officers should focus their time. Officer Tina White explains how crime has dropped off by 50 percent in the last five years and how the police now routinely interact in areas that were previously not considered their responsibility. She states that we used to drive around using our instincts hoping that our instincts would lead to the apprehension of wrongdoers. Now we use information and public support to focus on the 10 percent who are responsible for the majority of crime. White describes how much she enjoys the intrinsic benefits of being a member of the community as a police officer. She explains that she enjoys helping mentor kids in the neighborhood at the homework center and working with seniors during her duty at the senior center.

Chief Monica Delgado joined the meeting via the web from her home. She explained to the group how much she has seen the department change since the federal government learned

the benefit of using new technologies such as CityView. Delgado said, "When I was a new officer we really didn't know what caused the crime or how to stop it. In those days it was not unusual for there to be a robbery every night. We did not know how to measure our officers' performance very well either. We tended to look at inadequate measures such as the crime rate, number of tickets, and arrests made. Now we understand that there is more to performance than measuring outputs. Now we have officers who can use technology, work constructively with citizens, and work independently without oversight. We continue to monitor our performance and the public has confidence that we are meeting their expectations."

Scenario Three: Normative
January 1, 2005
Brea, California

The Brea City Council approved an increase in the Brea Police Department's budget to assist the department in meeting the future needs of the community. The police department's statistical unit produced evidence of future increased demand caused by the number of young people involved in alcohol and drugs. Chief Delgado said, "We have a much better idea of the quality and the quantity of work our officers produce than we had a few years ago. I am able to make sound decisions and show the council what our needs are and what they will be in the future based upon objective standards that they help form. My supervisors and managers are able to modify our practices and methods to better meet the community's expectations. Our GIS program also gives the officers and the public information on areas that require more attention. Our department reduced the number of officers and increased staff to integrate technology and to analyze data resulting in increased effectiveness at reduced costs to the public and less frustration on the part of the officers. When our annual performance audit is conducted, we expect excellent

scores and the financial bonus that the federal government provides for departments that score in the highest ten percent of all departments. "

Resident Dan Hunter said, "I have confidence that my tax dollars are making a difference in this town. The police department provides information on their web site, cable TV, and through surveying residents about the quality of service. I believe that the department changed many of their inefficient practices and priorities because they learned the community had different priorities than the police. They seem better able to direct their efforts on particular problems and evaluate their performance than in the past. We have a great police department because they are willing to change to meet the changing community needs."

Mayor Yolanda Hernandez said, "There were times in the past when I wondered if we were getting the results that the council expected. It was so difficult before to determine if the police department was doing a good job or not. We had to trust that we were getting the correct information. Now I have more confidence that the police department's performance is what it should be. Our federal scores are great. I get weekly data reports, which show exactly how individual officers are performing and we discovered that a few officers were causing all the problems. The chief gets the staffing or equipment he needs because we can make a sound decision on what benefit the increase will bring. That is something the council and the residents understand."

Today, Sergeant Garcia held an area meeting to discuss the area officer's performance with the area commander. He displayed a set of graphs showing the response times, crime rate, and arrest and citation data for the area. Along with these quantitative measures is a set of qualitative measures. They include public confidence, customer satisfaction, and the level of fear in the community. The web survey results provide information on the citizens' priorities.

Sergeant Garcia's review includes drivers' comments from all his car stops, the racial and gender breakdown of these drivers, and a statistical analysis of the violations. Sergeant Garcia understands how important it is to improve the level of trust the community has in the police department and the city.

Officer Tina White scans the video monitor for any aggressive drivers on Brea Blvd. She spots one and enters the license plate into the database. The driver will receive a citation in the mail. No more ugly confrontations between officer and citizen. No more citizen complaints about the officer's attitude on the car stop. White uses the GIS unit to determine what the profile is of people illegally parking at Brea Mall. The GIS unit will prepare a tactical plan which takes into account the demographics of the offender and what solutions and preventive measures will be the most effective and the most favorably received by the public. White is positive they will produce an effective solution. They use all forms of media including the local cable TV show, e-mail surveys, and Internet forms. They test the solutions and check them against the state benchmarks for effectiveness. Sergeant Garcia suggests White conduct a web meeting with the local merchants and residents to ensure their agreement with the plan. She reflects on the old days when officers didn't consider public input and had so little help analyzing information to make decisions. Officers were free to focus their attention on anyone for whatever reason without considering the impact it had on improving the department's effectiveness. Trading individual, random, and exclusive patrol for coordinated, focused and inclusive solutions is a great trade considering the improvement in intrinsic rewards the officer receives, budgetary support, and a community which supports its police department unconditionally.

SCENARIO SUMMARY

These scenarios illustrate the potential for improved effectiveness and possible forms these changes may take. Technology, public opinion, political forces, and the federal government will play a major role in how police departments measure organizational effectiveness in the future. What police managers do today will also have some affect on the future of how police performance is measured, who decides what is important to measure, and what happens when police agencies perform poorly. Police managers who develop effective measures, implement technological tools to collect data, and make system changes on how decisions are made in police departments will increase public support for their agencies.

These scenarios show how the development of technological tools for collecting data to assess police performance can affect the ability of the police to create safe communities. The development of these technologies could be the result of political and social pressure for police departments to modernize. Police agencies may fall victim to outside audits, or a state or federal measurement system if they fail in their own efforts to improve agency performance. Unless agencies learn how to produce and analyze data useful in improving individual officer performance, unit and program effectiveness, and reduce unnecessary and ineffective practices, outside forces are likely to force change on police agencies without their permission. Political forces are likely to demand action if the public becomes incensed with ineffectiveness, the high costs of police budgets, and the perception that police forces are intransigent, racist, and antiquated. Economic forces are likely to increase the pressure on police agencies to be more effective due to the scarcity of public resources. The next serious economic downturn will likely have serious impacts on how police department performance is viewed. In addition, the next

major crime wave is likely to force change in agencies as the public looks for reasons why crime has increased.

The federal government played a major role in past improvements in policing and likely will play a role in future improvements. These changes may come about due to the failure of police departments to recognize a change in societies' priorities, failure to improve old methods and routines, or as a result of a lack of public confidence.

The next chapter of this project will present a plan for implementing a performance system for a medium-sized police department participating in community-oriented and problem solving policing. This plan reveals the challenges of implementing a performance measurement system. A strategic plan is developed to display the process required to complete this task. Transition management is presented as a means to prepare the agency for such a system and ensure a successful implementation.

PART III

STRATEGIC PLAN & TRANSITION MANAGEMENT

A STRATEGIC PLAN FOR THE PROCESS OF EVALUATING POLICE EFFECTIVENESS BY THE YEAR 2005

The development of a strategic plan is a structured, systematic and disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does and why it does it (Bryason 1995, 3). The strategic plan examines the environment in which the organization operates and explores the factors and trends that affect the way it does business and carries out its role. The strategic plan evaluates the mandates that an organization must satisfy and provides a way to examine and re-work organizational mandates and missions in order to create congruence between the organization, its mission and its environment. The strategic plan is dynamic and must be linked to technical and operational planning. This strategic plan was developed for the Brea Police Department; however, this plan is intended to be generic enough to apply to many law enforcement agencies evaluating this issue. The complexity and the scope may vary depending on the size of the public agency; however, the issues are likely to be similar, therefore this plan intends to be useful to agencies of various sizes.

THE SETTING

Brea is a dynamic, economically viable, modern urban community of 35,000 full-time residents. The community of 35,000 people is comprised of approximately 75 percent White, 20 percent Hispanic and 5 per cent Asian population. The community is set in a geographically advantageous location at the north end of Orange County between Orange County central and the Inland Empire.

Brea has an excellent mixture of light industrial, commercial, and residential areas. In recent years, a significant number of corporations have relocated to Brea. The Brea Mall

continues to be one of the most successful shopping centers in Orange County and a major contributor of sales taxes.

Brea's local political situation is somewhat unstable. The current City council is fragmented into two distinct groups with differing points of view represented by three of the Council members on one side and two on another. The future of the balance of power of Brea is unknown and may depend on the future election. The City manager recently left to take another position leaving the direction and future of the City of Brea's government in question.

The quality of life is significantly high especially in comparison to many other Orange County cities. The city is well developed with fine public facilities such as parks, community center, library, and a civic center. Brea schools are highly rated and are a draw to the real estate market in Brea. Crime in Brea is moderate with violent crime being significantly lower than other cities in Orange County. There are no indigenous gangs in Brea and graffiti is not a significant problem. Brea is a city committed to the Arts with a public theatre, a public art gallery and a significant amount of public art. Brea has a newly developed downtown, which provides shopping and recreation for its residents.

MISSION STATEMENT

The Mission Statement of the Brea Police Department is to preserve and enhance the quality of life in the community, by balancing the need for traditional responses to calls for service with effective problem solving.

This Mission Statement was adopted by the Brea Police Department in January of 1995, after implementation of community oriented policing and problem solving. At the time this Mission Statement was a compromise. As the department has continued to evolve, develop its community policing orientation, the Mission Statement's relevance has been reduced. There has

been an interest in reviewing the Mission Statement and developing one that is more consistent with the goals that the department hopes to achieve in the future. The department's performance is determined by traditional measures including crime rates, response times, and numbers of arrests and citations issued.

SITUATIONAL ANALYSIS

The first component of the situational analysis is a scan for significant internal and external environmental factors that could influence the Brea Police Department's ability to achieve the desired state. This evaluation consists of an external environment scan looking for opportunities and threats and an internal environmental scan evaluating the strengths and weaknesses of the Brea Police Department. An opportunity is to find a favorable condition or trend outside the environment of the Brea Police Department and a threat is to find any unfavorable condition or trend. Strengths are defined as internal resources of the Brea Police Department that could be used to achieve the desired state and weaknesses are defined as conditions that would hinder or limit the ability to obtain the desired state.

External Threats

The Brea Police Department has provided police service for the City of Yorba Linda for approximately 25 years. This contract is extremely important economically to the future of the Brea Police Department and to the City of Brea. The Yorba Linda contract is the most significant external source of revenue in the City of Brea budget.

The loss of the Yorba Linda contract, therefore, has significant negative impacts on the future of the city and the police department. Because the City of Brea would certainly not need the number of officers that are currently employed by the police department, a loss of the

contract would also mean a reduction in force and certainly be a painful and disruptive event.

The political situation in the City of Yorba Linda has been turbulent during the last several years.

A second external threat has been the overall perception created by the Los Angeles Police Department scandal, Rodney King, the New York Police Department torture of a prisoner and the acquittal of the four New York Police Officers accused of shooting an unarmed man.

These threats are generic; however, they pose an important factor in dealing with the community in ensuring a high level of participation in community policing programs and overall support for police budgets. The Brea Police Department does not use surveys to determine the level of trust in the department. The last few years, the number and the virtuosity of the complaints have increased. These facts suggest that the level of trust could be improved. Absent a valid way to determine the level, the department's managers are at a disadvantage in determining agency performance.

A third threat is the impact of increased development of Brea's hills on traffic, crime and calls for service. The department is an efficiently run organization and current staffing levels are strained. Without growth in staffing, these additional developments will stretch the department's resources even further.

The future of federal and state support for community policing is unknown. As the concept of community policing evolves from a new program to a mature program the benefits will be evaluated. In order to maintain commitment from police managers community policing must be successful in ways that can be measured.

It is likely that the federal and state governments will assess the success of community policing and either develop it further or support a change in a new direction. Affecting this are the political elections of year 2000, which will decide the President and Vice-President and many

congressional seats. A change in administrations may have an affect on the direction of the Department of Justice and therefore have some impact on funding to local law enforcement agencies.

Lastly, the changing diversity of police tasks and the complexity of technology in police agencies is both a benefit and a challenge to police, supervisors and managers. It is no longer adequate for police officers, supervisors and managers to have the very basic computer skills. Police agencies using geographical information systems, computer-aided dispatch, crime analysis programs, report generating programs and databases is now common. This learning curve and using technology to its fullest is a burden which is challenging to police personnel.

Internal Strengths

The Brea Police Department is part of an economically healthy city. The community has a diverse economy and a stable tax base. The city does not depend on any one employer for the bulk of its tax revenues. There is a high level of support in the community for the police department. Residents and business owners have a good relationship with members of the police department. The department has taken significant steps to increase communication and put a face on the police department and to understand and provide services that are needed to meet the community needs.

The police department has a well-trained management staff. There is a significant amount of supervisor and management development having occurred in the past, preparing the sergeants, lieutenants, and captains for service at higher levels in the organization. The department has a good reputation in the law enforcement community and has the ability to attract well-qualified candidates. The department has gone through a significant amount of change in the last five years and there is willingness for greater change in the future. A change in

command staff is likely within one year and this is seen as a positive event to the majority of the department.

The police department and the city are a highly technologically oriented government. The department is an entrepreneur in several technological projects including a COPPS MORE grant, which supports an eleven-city mobile data system. The department has a history of using technology as a work force multiplier. Lastly, the police department has a high level of interdependence and support from other city departments. Community oriented policing activities have increased awareness of common issues, interdependencies, and have improved communication between city departments.

Internal Weakness

The police department, its mission, its practices, its procedures and its values have been in flux for approximately five years. Combined with increased technological advancements and the implementation of community policing have resulted in higher level of frustration, conflict and confusion making the working conditions at the police department challenging. In addition, a matrix structure of the Uniform Division has reduced communication and increased role confusion between the sub-units.

It is not uncommon for a particular officer to be unsure of who is responsible for giving approval on a particular issue. Assignment, shift, and area are the primary divisions of labor and responsibility; however, no one division of labor is superior to the other thereby creating the conflict and role confusion.

The recession had an impact on the Brea Police Department. Budget growth was slow though the last decade. This reduction in budget spending power reduced the department's growth, showed positive changes in personnel and equipment, and increased workloads.

Physical conditions in the department's facilities have been adversely impacted reducing aesthetics and reducing the department's ability to create a pleasant working environment. The current work aesthetics do not create an image of professionalism, and are incongruent with the self-image of the pPolice department. This has a negative impact on the morale of officers increasing the challenges of motivating members of the department.

Lack of staffing at key areas such as the Records Bureau, research and development, technology management, and training have placed heavy burdens on the remaining staff and reduced the ability of supervisors to adequately supervise their areas of responsibility. Implementing a performance measurement system will affect records staffing even further.

The community policing philosophy has been implemented in all areas of the department; however, the maturation of the philosophy has reached a plateau. The development of partnerships has been mostly the product of the area commanders and sergeants. The hierarchical command structure, policies and practices have reduced the ability to develop greater levels of partnership. Some of the hopeful by-products of community policing have yet to be seen and commitment to the philosophy is waning. To some, the agency is drifting back to more traditional and comfortable models of policing.

The last internal weakness is that although technology has continued to be implemented, the ability to support, manage, staff, and train have not been in the control of the police department. The control of information technology is in the hands of a separate division of the city. This has created a difficult situation where the direction of technology uses, technology developments, which programs are purchased, and the level of support for department uses of technology is out of the police department's control. Greater coordination and agreement is

required about the use of technology in order to use efficient means to collect data about the agency's performance.

Opportunities

The pending change in personnel at many of the key positions, the Yorba Linda and Brea city councils in flux, the technology orientation of the city, and changes in the city budgeting process present opportunities to implement new performance measures.

Because a large amount of the staff will be in new positions, they are likely to be more flexible about changes to responsibility, authority, and practices of the positions than they might be after several years in the job. The new staff will be interested in improving the performance of the agency as they learn about their new positions.

Because the political situation is in flux, implementing performance measures will provide an objective measure of agency performance. The Yorba Linda City Council will likely discuss the future of the Yorba Linda contract in the next two years. Well-developed performance measures, significant agreement on these standards, and a reliable collection and reporting system will increase confidence in the Brea Police Department, and the absence of these measures will have a negative impact on the City council's perception. Because many of the new council have no experience with the development of the police department's policies, nor have a history with the management team, the City council is likely to depend more on objective standards than on relationships or political influences. The benefits of a performance system can reinforce the perception that the department is well managed and that the benefit the public receives is verifiable through performance measurement.

Brea's technological advantage and leadership provide opportunities to develop performance measurement as part of its multi-agency MDS (Mobile Data System). The City of

Brea markets technology to other cities. These products include system implementation and management of a Mobile Data System. Development of systems that assist in the collection of data to be used in agency performance management would be an attractive service to other public agencies.

A change in the budgeting process provides another opportunity to implement performance measures that are more comprehensive, qualitative, and reliable. The Government Performance Project is influencing how cities conduct their budget process, demanding a closer relationship between agency performance and budget expenditures. Brea's Finance Department required a two-year plan consisting of division goals and a description of how these goals relate to the department budget. A project conducted by the Maxwell School of Citizenship and Public Affairs rated 35 U.S. cities on the financial management, human resources, information technology, capital management, and managing for results. The impact of this study is likely to increase discussion about measuring performance in city government (Barrett 2000, 2).

STAKEHOLDER ANALYSIS

A stakeholder analysis was conducted to identify those groups or individuals inside or outside that are affected by performance measurement in the police department. The critical groups were identified as the Brea Police Association, the police officers, the Chief of Police, police mid-managers, city council, city managers, community residents, the business community, and other city departments. These groups are both affected by police performance measurement and have influence in the direction of the process, the results, or fiscal authority to fund the project. For example, the city manager has significant responsibility on how city departments perform and has the power to influence the process through budget control, setting city goals, appointment of department heads, and in determining the kinds of reporting required. In a

community-policing environment, other city departments are important because of the interdependency on improving neighborhoods. Police performance measures are likely to change police department priorities and affect the quality of interactions with these departments. If police department priorities stray too far from other city goals, they likely will be resisted by other departments, the city manager, and the city council. The city council uses citizen complaints, budgetary issues, statistics provided by the police department, and the media as a means in evaluating police department performance.

They influence the police department by budgetary control, shaping city goals, directing the city manager and department head to specific issues, and attracting public attention to areas of concern. Therefore, any plan to change police performance measure requires support from the city managers, city council, and other city departments.

Residents are powerful stakeholders in police performance. Residents want the police to respond quickly, to be friendly and helpful, to solve problems, enforce laws, make them feel safe, reduce gang problems, and enforce parking issues. They influence the police department by contacting their city council members, filing complaints, generating calls for service, and using the press to focus negative attention to problems and voicing approval or disapproval of police programs and performance. The police department needs their support for the budgetary issues and contract negotiations. Because community policing requires a high level of partnership, residents are an important element in creating safer neighborhoods and promoting police programs. Residents' support is needed to determine what "good" police performance is, and in making choices about what is and is not important. A performance system that does not take into account the values, attitudes, and concerns of residents is doomed to fail.

Internally, police officers, mid-managers, and the police chief possess the greatest interest in performance measurement and the highest level of influence. Police officers' commitment to the process, agreement on the standards, and perception of the validity of the system is critical to win officer acceptance. Officers are concerned about how performance measures will be used in officer evaluation, setting merit increases, and making promotions. Officers also are concerned that performance systems will be used to justify layoffs. The nature of police officers' work makes voluntary compliance important. Police officers influence the system by their cooperation and support for the program, the police association, and political contacts within the community.

The police association has the ability to focus city council attention on issues and influence the outcomes of these issues.

Police mid-managers, on the other hand, have a critical role in the implementation of a performance system. They direct power on the goals of the department, ensure sufficient resources are available, promote change, and rally support for change within the organization. In order to implement a performance system, mid-managers play a critical role in ensuring support for the system, direct adjustments to the systems, and influence the opinions of others. Their leadership is important to its success.

The police chief has the greatest influence on performance measurement and has the greatest stake in its success. Police chiefs' success depends on the data produced by a performance system. They must justify the results to the city council and the city manager. A system that produces unfavorable data is likely unwelcome by the police chief. It costs time and money to collect performance data. A system that produces data that is not useful in decision making is unlikely to be implemented.

GOALS OF THE STRATEGIC PLAN

The goals of this strategic plan are to implement a performance management system that will identify critical areas of performance, which should be measured. These measures must be identified through an inclusive process that includes members of the public, city government, other city departments, and members of the police department.

The desired state is that the police department will improve the safety in the community and reduce the fear of crime. The public will have increased confidence in the police department and the city.

Police managers will be armed with useful information that can be used to improve the performance of the agency, and the police department's ability to secure resources will be increased due to the reliability of the performance management system. This plan is based upon the action research model. The methods to reach this goal are comprised in the strategic plan and the transition plan. The strategic plan includes the following objectives to reach the desired state.

- Identification of performance standards at the organizational level that are:
 - Understood and agreed upon
 - Standards are valid and correlate to the mission
 - Ease in collection and management of the data to be evaluated
 - Measures are qualitative and quantitative
- Technology is used to make performance measurement possible, simple, and accurate
- High level of public support for outcomes
- High level of input from the public and the internal stakeholders on forming measures
- The measures are valuable in making decisions about the operation of the department and increase the effectiveness of the agency

To accomplish these goals a process of organizational evaluation, public scoping, and dialogue between the public, police officers, and city government is necessary. The following

elements of the strategic plan provide a way to develop a lasting and effective performance system.

- Determine through public meetings, workshops, and surveys what performance measures are valued by the public. The department will hold a series of public meetings to assess the public priorities. To reach a large percentage of the public a variety of mediums will be used including television, newspaper, surveys, and Internet forms. The International City Manager's Association, the Commission on Police Officer Standards and Training, and other city departments will be asked for input on selecting these criteria. Focus will be placed on identifying outcomes and outputs desired by the public; however, requiring the public to rate those performance issues that are the most important.
- Determine who uses performance measures with the agency and how these measures are used to make decisions. It is critical to understand how performance measures affect the city budget process, the chief's ability to evaluate the department's performance, and the public perception of the agency.
- Narrow this list to a set of primary mission measures (no more than 8).
Create a committee comprised of members of the public, city representatives, agency managers, and agency members to determine the primary mission measures. These measures must include measures that collect data about agency equity, effectiveness, efficiency, and agency responsiveness.
- Identify benchmarks for the primary mission measures.
The performance committee will work with external and internal sources to develop benchmarks for the primary mission measures. Public comment and input will be

solicited and adjustments may be required after receiving additional information.

These benchmarks will be tested by a selection of agency members to determine how well these measures can be used.

- Develop survey materials and implement them.

Because public support is so critical and qualitative measures are necessary, survey tools and a system to manage them is necessary. California State University-Fullerton School of Public Administration is a valuable resource for developing tools to measure qualitative performance. A system to implement the survey and how to analyze the survey is required.

- Implement technologies for data collection.

Technology can be used to reduce the time required to collect performance data, to analyze it, and to report it to stakeholders. The technology must be simple to use, reliable, and accurate. It is important to involve those who will use this system to design how it works to ensure its acceptance. Non traditional sources of data including geographical information systems, record management systems, and Internet forms must be integrated to reduce technology's impact on workload, staffing, and ease of use.

Transition Management

To implement the strategic plan, the agency must be prepared for change. The culture, policies and rewards that constitute outstanding performance will change. These will likely cause confusion, anger, and frustration. This plan is meant to reduce the negative impacts of these changes and to support the changes in performance measurement. This plan is a framework. Because change is dynamic, it is meant to be flexible to adjust to changes in the

internal or external environment. This plan will require on-going adjustments and revaluation to ensure its success. The essential points of the transition management are:

- Assess the challenges of stakeholders in the new system.

A series of workshops will be conducted with officers and other police employees to introduce them to the performance system. Preparation for the specific questions and special situations will be covered. It must be clear that a system will be created, although members of the agency can have an affect on the manner in which it is implemented and how it is managed. Adjustments to the measures may be required upon input from agency members. When in conflict with the public's desires, the public's priorities must prevail. It is important to evaluate the agency's culture to assess how the culture may be affecting support for the new performance system.

- Ongoing evaluation and feedback.

The plan requires ongoing evaluation by the committee. Comments must be allowed throughout the process. Systems to collect and evaluate comments must be developed. Presenting a positive attitude about concerns will increase the success of implementation.

- Develop Policies and Procedures.

Assessment of current policies, procedures, and rewards is necessary. Creation of a new system of reporting, collection, and rewards are important to support this plan. Easy collection, management, and the use of technology are important to employee acceptance of the new system.

- Remove organizational barriers

As the system is implemented, organizational barriers including structure, technology, or individual attitudes may present resistance to the system. The performance team and police management must have the authority to adjust structures and change practices to overcome these issues. Care must be used in dealing with individuals who resist the change. Understanding their position and power is critical in determining a course for overcoming their resistance.

- Create political support for the change.

Establishing support of the new system must start at the beginning and continue beyond the implementation. Securing key individual support, sufficient resources, and political support is imperative.

- Evaluation of the outcomes.

A system to evaluate the changes and their impact on the public, stakeholders, and the agency is needed to determine if the performance system is achieving the desired results. This must be continued on a quarterly basis and then every six months after the first year. Adjustments to the performance standards, data collection, and policies are expected and necessary.

Strategic Plan Summary

This strategic plan provides a guide to implementing a performance system. Each city's political and economic conditions will vary; therefore, a strategic plan must be dynamic. In this plan public engagement is authentic allowing the police agency to have confidence in their mission, goals, and objectives because the public shares responsibility for establishing these factors (Epstein 2000, 21). This plan recognizes that political support is necessary. City manager and city council support is critical in guaranteeing the success of this plan. Without a plan,

implementing performance measurement is likely to be politically difficult, frustrating to employees, and will not produce the desired results. Change is difficult. This plan can assist police managers and line employees to have confidence in the changes they will experience. Recognizing that employees have a great deal at stake, this plan includes employee concerns and priorities in the process to find and evaluate effective performance measures.

This plan helps the police manager face performance issues by redirecting agency focus to priorities the community cares about, by facing outmoded methods, and a traditional mental model of what is an effective performance. Much is at risk if police managers fail to meet this challenge. Police agencies cannot take public confidence for granted. Communities and the people who live in them change and their expectations about the police do also. Without a system to measure these changes police managers are limited by the quality of information they receive. Public officials who have power to control the focus of police agencies by controlling their budgets will benefit from a system that gives them objective information about police performance. Without true measures of performance, officials are left to the impressions of the loudest, the most vocal, or the most politically salient segment of the community to define police performance. Police autonomy is in peril unless they find a way to address performance issues. This plan provides a light to follow out of the darkness to rational and constructive changes.

PART IV

FINDINGS AND CONCLUSIONS

Community policing and performance measurement share similarities in that they both attempt to increase police agency performance and improve accountability. These two philosophical views of policing differ in significant ways. The future of how police agencies measure organizational effectiveness will be affected by both community policing and performance measurement philosophy.

The focus of community policing is the relationship between the police and the community. The role of the citizen is one of partner, not customer. Community policing is decentralized. Police priorities are different depending on the composition and values of the community or the area of the community served. Police performance is qualitative in nature, subjective, and difficult to measure. Measures of police success are broad, extending beyond agency borders. Accountability is placed on the officer and community partners for enhancing community health.

In contrast, performance measurement views the citizen as customer. Performance measurement is centralized, requiring a set of agreed upon criteria for measurement, systems for data collection, and reporting of results. Police priorities are likely to be based upon benchmarking of similar agency performance or a set of measures that the community may have had some involvement in developing. Police performance is both qualitative and quantitative. These measures of police performance are likely to include external measures, such as customer satisfaction and quality of the relationship between the police and citizen. Internal measures include financial factors such as the cost/benefit of programs, internal perspective measures such

as the speed of task accomplishment, and learning/growth measures such as the number of people qualified for key positions (Kaplan 1996, 30).

The social, economic, political, and technological change that occurred in the 1990's is helpful in considering the future of police performance measurement. The impacts of the economic downturn during the nineties created a context where government including police departments were under significant pressure to reduce costs while maintaining public services. Economic issues are likely to be critical in how police department performance is viewed. In a period of good economic times, the public is less likely to demand performance measurement. However, as was the case in the nineties, when public resources become scarce the public will have a greater expectation of police performance. The impact of economic downturns on crime rates is likely to increase demands of more effective police performance.

A second critical factor in the future in how police departments measure performance will depend on the technologies available to collect performance data. The advent of personal computers, computer aided dispatch and record management systems, and other technologies improved the volume and quality of performance data available to police managers. The cost of collection and accuracy of this data will be an important factor in determining how police agencies measure performance. Technological developments will increase the likelihood of a greater number of police agencies using data to measure agency success because the costs to collect the information will be reduced. In the future, the ability to measure differences in officer performance will be increased because technologies will provide the means to determine minute details about the officer's performance such as the quality of citizen contacts through live video and digital recordings. Technology will also provide tools to enforce laws without citizen officer contact, reducing the human element. This will have an effect on how police define

performance. Citizens will form opinions about performance based upon the quality of technologies such as on-line forms, web sites, and automation. Police departments that build support structures to provide information on performance and build analytical units to turn information into knowledge will increase their perceived effectiveness. The cost of these technologies will require medium agencies to pool their resources. To reduce costs, agencies will create regional GIS and data analysis units or outsource these duties to private agencies.

A third factor is the political environment. As it was in the nineties, the political environment helped create an environment where COPPS and performance measurement were able to grow in public agencies. The economic downturn led to political efforts to reduce the size of government. Performance measurement in the federal government was welcomed by Congress and the Clinton administration because these efforts reflected the public's dissatisfaction with the performance of government in general. Community Oriented Policing also grew in popularity as the Clinton administration encouraged police agencies to make the change by providing financial incentives to do so.

Policing is conducted in a political environment even though the political environment does not always lead to decisions that help police agencies perform to their capabilities. Police managers must operate in an environment that is political and rational. Performance measurement provides the police manager with tools to deal with the political nature of local government by providing information about the success of the police agency, the value the public places on police programs, and providing methods to conduct cost benefit analysis of police efforts. The more turbulent the political environment, the more likely police agencies will depend on analytical and statistical tools to prove the benefits of police programs.

Policing is both political and rational. As Simon identified, management is often about the best acceptable solution, not the best solution; as is policing (Simon 1946, 32). Police agencies can be more effective; however, improvements may come at the cost of public support, political power, and budgetary resistance. How police agencies measure performance is likely to be part political and part rational. As with New York City's Commander Statistics and Los Angeles Fast Trac, data analysis is important in understanding how well the agency is performing. Community input and community support are still important, yet data analysis allows greater accuracy in deploying services where they are needed, crafting specific responses to problems, and holding police managers accountable.

Agency performance in the future will likely consist of a more balanced set of criteria. Traditional measures such as the crime rate, response times, and numbers of inputs such as calls for service will be measured. Community policing will continue to place a greater emphasis on qualitative measures. Also important are outcome measures such as the overall economic and social health of the community and the perception of trust the community places in the police. Organizational efficiency will also continue to be important to both the citizenry and police managers. The bottom line must not circumvent criteria of performance such as attentiveness, reliability, responsive service, competence, fairness, and good customer care (Mastrofski 1999, 1-11).

Performance measurement may continue to be a local agency issue. Statewide performance measurement will have to be the product of city manager leadership or state government legislature absent changes in the way budgets are formed, the manner in which public officials make decisions, and the security of police chiefs. Future trends and events could require city managers to focus efforts to develop statewide performance standards. Public

pressure and loss of public trust could create a ground swell for statewide performance systems such as those within California public schools (Henry & Dickey 1993, 203). A statewide system of external audits is another possibility. These audits would be conducted by an independent agency to measure the performance of the police department (Mastrofski 1999, 10).

There are still many unanswered questions that will need an answer in the future. How will public survey results affect officer performance? What process is best for narrowing the overwhelming numbers of performance criteria to a workable number? How will performance systems affect police managers in setting priorities? What roles will unions play in the development of performance measurement planning?

The costs of pursuing performance measurement can be evaluated in tangible and intangible ways. The staffing needed to develop and prepare surveys, the time to conduct public meetings, and the technologies used to collect data and systems to report the results are all costs which must be considered. For example, a geographical information system for a small city can cost \$50,000. The implementation of a computer-aided dispatch and record management system can cost \$700,000. A survey conducted four times a year would cost roughly \$5,000 in staffing, mailing costs, and materials. Intangible costs include the loss of trust between employee and management, loss of control on what is measured and how the results affect the agency, and the stress generated by change on individuals who make up the organization. The costs of performance measurement is insignificant compared to the loss of productivity, failure in performance, liability exposure, and cost in human capabilities not realized due to poorly managed organizations, misaligned structures, and incongruent organizational values (Osborne 1993, 13). The cost of supervision, internal investigations, and legal counsel must be considered

in weighing the cost of performance measurement and the risk of not doing it or not doing it well.

The benefits of performance systems are greater knowledge about the impact of programs and policies along with increased organizational responsiveness, equity, efficiency, and effectiveness. Accountability will likely be increased. If the process is inclusive, political support for the agency's goals will increase, budget support will increase, and employees will have greater confidence in their work. A secondary benefit, but one of great significance, is that implementing better performance systems will increase the need to change the way work is done, power is shared, and the way workers view their relationship with the customer. Lastly, an important benefit of performance systems is the higher level of trust between the police and the community.

Leadership is needed at the city legislative level in order for police managers to use performance measurement in great numbers. Unless public officials use performance measurement information in decision making, the costs to implement it and the impact on the organization will outweigh the benefits. The legislature must do more to strengthen the positions of police chiefs so they are encouraged to develop objective systems. Unless police chiefs have greater job security, they will not risk their positions, credibility, or success on performance systems. The at-will nature of police chief positions, political environment, and interdependence with other players make implementing a performance a risk without significant support from the city manager, city council, and residents.

Leadership is needed on the part of police managers also. The future is likely to challenge many of the assumptions that are held about police performance. The changes in technology will demand greater change in the structure of police departments. These changes

will likely be unwelcome by the rank and file who see performance measurement a threat to staffing levels and to norms which define excellent police performance. In the future police agencies will be expected to be more similar to private firms than they are today. The customer of the future will expect police departments to have the customer service of Nordstrom, the technological advancements of Amazon.com, the responsiveness of Dell Computer, and the tactical skill of U.S. Special Forces. The future customer will be better educated, and this will result in higher expectations for individual and organizational performance. Demographic changes will likely change how police performance is viewed. Race is and will continue to be an issue. A non-white majority will shape community expectations and change police priorities depending on their view of police performance.

Considering the context in which police agencies exist today, the future will demand a more sophisticated police manager who has tools available to make informed decisions. Officers and other staff will increasingly depend on information to address community needs. The rate in which these developments occur depends in part on the energy, knowledge, and skill of police managers. External forces including a lower crime rate, competition with other departments, and increasing public scrutiny demand that police agencies have quantitative measurements to justify their programs and agency costs. The choice is to what extent should the performance system be implemented. Agency performance, economic conditions, technological, and political conditions must be considered in the development of a system that fits the agency's circumstances. The challenges of the process will provide greater insight into the capabilities of the police, increased understanding between officer and citizen, and improved information to decision makers.

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