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# THE FUTURE OF WORK SCHEDULES IN LAW ENFORCEMENT

by

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COMMAND COLLEGE CLASS XIII

PEACE OFFICER STANDARDS AND TRAINING  
(POST)

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

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

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

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

## **INTRODUCTION**

A review of key factors that will influence work schedules in the future and why this is of importance to law enforcement.

### **SECTION I: FORECASTING THE FUTURE**

What will be the status of alternative work schedules for small law enforcement agencies by the year 2000?

### **SECTION II: MANAGING THE FUTURE**

Developing a strategic plan and negotiating to achieve the desired future.

### **SECTION III: CREATING THE FUTURE**

A transition plan for obtaining needed levels of commitment and involvement to implement the strategic plan.

## **CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS**

A projection of the status of future work schedules in small law enforcement agencies and suggestions for further inquiry.

# *THE FUTURE*

*The future is not the result of choices among alternative paths offered.*

*It is a place that is created.*

*Created first in mind and will, created next in activity.*

*The future is not some place we are going to, but one we are creating.*

*The paths to it are not found but made, and the activity of making them changes both the maker and the destination.*

Author Unknown

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## EXECUTIVE SUMMARY

Law enforcement managers and consultants have been searching for the optimal work schedule for decades. Past scheduling plans are not meeting today's needs. They will not meet tomorrow's. Thus, the question posed for this study is, "*what will be the status of alternative work schedules for small law enforcement agencies by the year 2000?*"

A futures study encompassing an extensive literature review and a group forecasting process identified trends and events which are likely to impact future work schedules. Key trends include demands for protective environmental laws, fuel costs, and employee desire for shorter work weeks. Potential events include government mandates on transportation modes and mandatory reduction of 40-hour work week. The futures forecast determined that there is a 80% probability that the cost of crude oil will double within ten years. If this happens, this event would most significantly impact other trends and events and increase their probability of occurrence.

Personal interviews of five law enforcement leaders reinforced panel findings in critical areas. Economic concerns and increasing service demands are perceived to be crucial trends. These leaders also expect more flexible work schedules in the future.

From this data, three scenarios were developed exploring the "most likely", "worst case" and "desired" futures. The latter was chosen as a foundation upon which to build a strategic plan to achieve the desired and attainable future relative to work schedules. A small Southern California police department was used as a model for development of a strategic plan and transition management strategies.

Compressed work weeks are already becoming the standard; reduced work weeks are a logical next step. Economic considerations and changing values will contribute largely to this change. Advancing technology will change the methods by which law enforcement services are provided and will facilitate work-at-home or other off-site options. These changes will necessitate accompanying change in community involvement and expectations. Managers will need to adapt to resolve coordination and supervision problems. This will require a new philosophy that supports autonomy and revised performance standards.

Related areas that merit further research to determine their impact on work schedules include: the impact of Community Oriented Policing on work schedules and the means by which service expectations can be reduced. The future of regionalization and a statewide police force may also be significant.

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# **INTRODUCTION**

**A REVIEW OF KEY FACTORS THAT WILL INFLUENCE WORK SCHEDULES  
IN THE FUTURE AND WHY THIS IS OF IMPORTANCE TO LAW ENFORCEMENT**

An area of critical interest to law enforcement is work schedules. Many agencies implemented "four-ten" plans in the '70s as an alternative to traditional eight-hour days. In the '80s management consultants declared this schedule not cost effective. In the last few years, a number of agencies have been trying to divest themselves of "four-ten" plans, often without success since they have frequently been part of labor negotiations. Still other agencies have adopted these plans as a result of association agreements.

As we entered the 1990s, more and more human resource experts and employers began to question the validity of the traditional work week. Solomon echoes the thoughts of other authors when she writes: "Some businesses are experimenting with ideas and programs that may seem radical to us today: new forms of flex time, career breaks and sabbaticals; phased retirement; and exhaustive employee surveys they will use as scaffolding for future strategic planning."<sup>1</sup>

Several agencies have already resorted to a number of alternative work schedules. Are they, too, going to fade out after brief "trial" periods? Given the need to balance the needs of the community with the interests of the employee, what work schedules can reasonably meet both expectations? Is the five-day week a concept of the past? What factors, trends and events will impact work schedules of the future? In short, *"What will be the status of alternative work schedules for small law enforcement agencies by the year 2000?"*

Little reference material is available on the feasibility of alternative work schedules in law enforcement. However, a substantial body of literature has been dedicated to

visualizing the future in related areas. Futurists have asked how transportation, the workplace, the world will change.

A number of conclusions have been drawn, particularly about the work force of the future. Several sources have reported that by the year 2000 there will be a significant increase in women and minorities in the work force and an increase in "older" workers, with an accompanying decrease in younger workers. There will also be a change in cultural balances, with a major increase in Asian, Hispanic and other "minorities" and whites becoming the minority.<sup>2</sup>

There will be a continuing change in employee values, with more desire for autonomy, self-actualization and individual contracts. The new work ethic will place less emphasis on commitment to employer and greater focus on family and leisure. Flexible work options and child care concerns are only two of several issues that are increasingly important to men, not just women.<sup>3</sup> There will be increasing interest in compressed work weeks as a result of these changing values, as well as technological advancements, economic constraints, increased congestion and other environmental concerns.

Rapidly changing technology will make possible what existed previously only in the imagination. Tomorrow's advances building upon today's achieves progress of synergistic proportions. *The Futurist* reports that "by the year 2010, virtually every job in the country will require some skill with information-processing technology."<sup>4</sup>

Time-saving communication devices, such as telecommuting, teleconferencing, and artificial intelligence will change every industry, including the mission and methods of law enforcement. Equivalent or greater services will be provided in less time. Innovative technologies, such as interactive videodiscs, will enhance the quality of training. The

availability of televised training via cable (e.g., Law Enforcement Training Network") is a move toward standardized training. Affordable personal computers and modems are examples of the technology that is making work-at-home an additional option. The following is one example of an existing program that portends future services:

A police officer in the Teleserve Unit conducts the investigation over the telephone and enters the report onto a personal computer, which is then uploaded to a main computer. Once the report is fed into system (sic), it goes immediately to the appropriate investigative unit.<sup>5</sup>

Employees are already seeking compressed work weeks. The issue is brought to the negotiating table by an increasing number of bargaining units.<sup>6</sup> As more and more agencies adopt alternative work schedules, pressure increases on employers to conform or lose valuable employees. Faced with mandates, competition for a reduced employment pool, and their own changing values, administrators are slowly but surely becoming more receptive to alternative work schedule concepts.

At this time, however, the concept of reduced work weeks is virtually without precedent in law enforcement. One exception might be the example of Palos Verdes Police Department. When they first implemented a 3/12 plan\*, they did not require officers to "pay back" four hours per week as did other agencies on such plans. During a 1989 interview, the Chief of Police advised this was perceived as a means of compensating officers who could not afford to live in the city, drove long commutes to the workplace and received lower salaries than neighboring agencies. (In 1991, Palos Verdes negotiated an agreement that resulted in the equivalent of a 39-hour week.)<sup>7</sup>

\*Some combination of 12-hour days, usually three per week with a "payback" mechanism to equal 160 hours per 28-day cycle.

Demands to adjust schedules will continue to increase. Numerous factors may dictate work schedule changes. A Gallup poll in 1990 indicated 54% of adults would prefer to work ten hours in four days rather than the standard five-day work week.<sup>8</sup> Another recent survey found that "50% of Americans overall (and 70% of those earning \$30,000 a year or more) said they would sacrifice a day's pay for an extra day off each week."<sup>9</sup>

The question for law enforcement leaders thus becomes "how will these issues impact our workplace?" Law enforcement is a separatist culture steeped in its own mores, following a traditional paramilitary model reluctant to embrace change in any fashion. Proposed reforms generally prompt initial reactions of "it won't work in our field." The visionary responds, "why not?!" The futurist insists, "you must manage the future or the future will manage you!"

For law enforcers, challenging entrenched traditions seems even harder than in other fields: Communities require 24-hour service. These services are already costly to taxpayers. At first, resistance is strong to the concepts of alternative work schedules. Law enforcement managers question the ability to schedule personnel around the clock without adding positions (and related costs) or losing services.

Some authors are beginning to question if merely adding more peace officers is effective in controlling crime.<sup>10</sup> Even if this were a viable solution, economic constraints prohibit adding more personnel in efforts to solve the problem. In addition, with the shrinking recruitment pool, agencies are having increasing difficulty filling existing vacancies.<sup>11,12</sup> Conversely, some alternative work schedules may provide opportunities for employers to save funds while maintaining services and improving employee satisfaction.

The continuing concern over air quality, fuel costs, congested thoroughfares and related environmental issues will also contribute to an enforced change in managerial attitudes toward alternative work schedules. Solomon reports that recent research indicated while 41% of middle managers initially resisted part-time work, job sharing and telecommuting, they reported positive results from such experimentation.<sup>13</sup> Trip reduction mandates have already forced employers to adopt flexible work options they may have previously resisted.

In order to be prepared for this significant change in the law enforcement workplace, managers must begin now to review options and initiate strategies to reduce resistance to such change. To assist in this objective, this paper will examine issues, trends and events that are likely to impact future law enforcement work schedules. Scenarios will be developed describing "most likely", "desired" and hypothetical futures. The desired scenario will be pursued using a small police department as a model. A strategic plan and transition management strategies will be developed to implement recommended changes, including a **reduced** work week. As will be noted, this proposal is contingent upon two key factors: 1) review of service expectations by the agency and community, and 2) the availability of technology to facilitate suggested alternatives. Finally, recommendations and future considerations resulting from this study will summarize implications for law enforcement.

### Operational Definitions

There are currently many variations of patrol deployment schedules. Most, if not all, of these require a total of 160 hours worked in a 28-day cycle. Agencies deploy according

to their needs, MOU's, and creativity. Options include rotating days off, rotating shifts, fixed schedules, team policing and so forth.

The specifics of an alternative deployment schedule employing a reduced work week will be no exception. The common denominator will be something less than 160 hours in a 28-day cycle. An example of one potential option is as follows:

Instead of twenty 8-hour shifts, officers will be compensated for **nineteen** 8-hour shifts (a total of 152 hours in a 28-day cycle). For three weeks, one day during the officer's work week will be an "at-home" assignment. On this day, the officer can complete and/or do follow-up investigation on cases, working via modem, video-phone or teleconferencing with investigators, prosecutors, etc. The officer will also be available to assist with citizen inquiries that do not require in-person response. This could also be a designated "training day" facilitated by interactive videodiscs or newer technology! On the fourth week, the officer will work only four days and have a three day week-end. Such a plan could then be varied just as existing schedules are varied: days off could be fixed or rotated.

For the purpose of this study, the following operational definitions are necessary:

<b>Work Schedules</b>	Number of days and/or hours worked in a stated cycle; usually 7-day period; for public safety, may be 28-days.
<b>Alternative</b>	Any deviation from standard work week, limited only by innovation of creator. Could be flexible schedule, work at home, reduced or compressed work week, or other.
<b>Reduced Work Week</b>	Less than forty hours in 7-day period.
<b>Compressed</b>	Forty hours worked in fewer than five days.

<b>Small agency</b>	50 or less sworn personnel.*
<b>Changing Work Force</b>	Demographics and values of employees by the year 2000.
<b>Economic Constraints</b>	Factors that limit financial resources.
<b>Workplace</b>	The setting in which an employee conducts business.

Demographics of Model Agency

The model for this project is a small Southern California police department serving a coastal community encompassing 17.2 square miles, much of this undeveloped land with growth potential. The current expanding population of 40,000 is predominantly white (78%). Projections have anticipated a total population of 70,000 by the year 2001.<sup>14</sup> The department, a service-oriented "spirit of the law" agency, is still operating with a total authorized sworn complement of 49.5 officers.

Situated approximately 30 miles from its nearest, larger neighboring cities, the community has a relatively high cost of living which negates the ability of most officers to live in the city. The department must compete for qualified personnel with larger cities which generally have lower housing costs and better salary and incentive programs. The city genuinely offers equal opportunity employment to volunteers, handicapped, part-time and "second-career" employees, using them extensively in responsible positions.

The community does not presently have the industrial and/or tax base to support increasing costs for programs and services, especially a municipal police department. As a result, the issue of contracting with the county for law enforcement services is raised

\*Source: Mike DiMiceli, POST.

approximately every two years (generally coinciding with changes in City Council). Salary and benefits are a constant issue during collective bargaining, especially since the city is the only one in the county that must pay into the Social Security system, thus substantially decreasing an officer's take-home salary.

The following section will report the futures study process that collected data relevant to these concerns and three possible scenarios developed as a result of that data. Subsequent sections will address planning and transition management strategies necessary to bring about desired change.

## **SECTION I: FORECASTING THE FUTURE**

**WHAT WILL BE THE STATUS OF ALTERNATIVE WORK SCHEDULES FOR  
SMALL LAW ENFORCEMENT AGENCIES BY THE YEAR 2000?**

There are multiple issues related to work schedules. The section defines the major questions to be addressed and identifies significant trends and events that are likely to impact the issue in the future.

#### Issues and Sub-Issues

In order to answer the study issue question, "**What will be the status of alternative work schedules for small law enforcement agencies by the year 2000?**", the most critical issues associated with work schedules needed to be identified. A "futures wheel" (Appendix A) charts twenty-two primary impacts that are relevant to work schedules. Of these, a consensus of mid-managers and consultants agreed that impacts relative to changing work force demands and economic constraints would be the most significant impacts for management of police deployment schedules in the future. A tertiary impact of schedule coordination problems was also added at the suggestion of the project review committee. Thus, the sub-issue questions to be answered in this study become:

- (1) **What adjustments will the agency need to make as a result of changing work force demands?**
- (2) **What will be the impact of economic constraints?**
- (3) **What schedule coordination problems will need to be managed?**

One method of developing reliable data involves a group process to project trends and events that may impact the future. After identifying relevant trends and events, the group then forecasts the likelihood of these occurring in a projected time frame--in this case by the year 2000.

The time that the panel was convened had a significant impact on the results. The Gulf War had not yet occurred and the cost of fuel was obviously prevalent in the minds of the panelists. Had the group process occurred following the war, the focus and projections undoubtedly would have varied.

### Identification of Trends and Events

The group identified the following five trends which are expected to impact future work schedules. These same trends are frequently cited in the literature.

- T1** **Air Quality Management District (AQMD) Demands for Environmental Laws:** Laws similar to Environmental Protection Agency Trip Reduction may be passed requiring employer compliance and employee adjustments on means of travel. This could result in fewer work days, mass transportation plans, car pooling and work-at-home options, among others.
- T2** **Fuel Costs:** Depending on direction of trend, all modes of transportation will be impacted, including frequency/distance of travel restrictions; has potential to impact use of mass transit options as well as take-home vehicles.
- T3** **Level of Demands for Public Services:** The level of citizen expectations and satisfaction from all branches of local, state and federal government will impact scheduling options. Law enforcement agencies are expected to provide 24-hour "social welfare" services. While police and sheriff's departments are the focus of this study, these agencies are impacted when state and federal public service agencies reduce their services (such as shelters).
- T4** **Level of Financial Stability of Local, State and Federal Government:** Level of fiscal condition may require benefit and schedule adjustments for cost savings. All jurisdictions are relevant because cuts in one level of government will impact other levels (i.e., city loses state and/or federal funding; county begins charging for services).
- T5** **Desire for Shorter Work Weeks:** Employees as well as employers may ultimately demand compressed work weeks (forty hours in fewer days).

Potential events that were considered significant if they were to occur are listed below. Three of the four consist of government mandates of transportation and work

schedules. These mandates could result from either state or federal regulation.

- E1 **OPEC doubles cost of crude:** causing fuel cost to employers to rise.
- E2 **AQMD mandates use of alternative transportation** (e.g., car pooling, bus, light rail for specified travel).
- E3 **Limited Use of Personal Vehicles Mandated:** (e.g., no sole-occupant vehicles on freeways, alternate day authorized use).
- E4 **State mandates reduction of 40-hour work week:** forty hours must be worked in fewer days.

Trend Forecast. The panel was next asked to evaluate the level of each trend relative to today: (1) what it was five years ago, and (2) forecast what the trends "will be" and "should be" at five and ten-year points from 1990, when the panel met. This data is reflected in Table 1.

TABLE 1 - Trend Evaluation

Trend #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND ** (Today = 100)			
		5 Years Ago	Today	* Five Years from now	* Ten Years from now
1	AQMD Demands for Environmental Laws	50	100	200	250
				200	200
2	Fuel Costs	50	100	200	250
				150	200
3	Demands for Public Services	80	100	200	200
				120	120
4	Level of Financial Stability of Government	90	100	150	150
				200	200
5	Desire for Shorter Work Week	75	100	140	150
				125	125

\*\* Panel Medians N = 9

\* "will be"  
"should be"

The economy for both the public and private sector was unstable in 1990. All levels of the public sector were impacted. The panel projected that the financial stability of government will improve somewhat over the next five years and then level off. Unfortunately, it is not projected to improve to desired levels. On the other hand, in spite of the fact that the panelists felt requests for public services should increase only minimally, demands for government services are expected to double by five years. The good news is that demands are expected to level off by the year 2000.

The panel expects fuel costs to increase through the next five years, eventually doubling today's cost by the year 2000. Given the current focus on environmental concerns, the panel projected that there will be twice as many environmental laws mandated by the Air Quality Management District (AQMD) by 1995 than there are now, as there "should be"; after five years, this trend will level out.

The desire for a shorter work week is expected to increase somewhat in five years and only slightly more in ten. Even such a slight increase was perceived by the panel to be somewhat more than it "should be". This disparity is most likely due to the fact that interest in shorter work weeks is currently high.

Event Forecast. The panel was then asked to determine the probability that each of the projected events would happen and the impact on the main issue if the event occurred. Table 2 illustrates that the panel estimated that the cost of crude oil could double within five years, although it is more likely to take ten years for this to occur. There was a 75% probability (panel median) projected that AQMD would mandate the use of alternative transportation by five years.

The other two events were considered not very likely to occur. Mandates forcing reduction of the 40-hour work week had only a 50% probability of occurring by 2000. This was also the only event expected to have any positive impact on work schedules, although the impact would not be seen as very significant.

The rise in the cost of crude oil and mandates on the use of alternative transportation were seen as having more negative impact than positive. While limits on the use of personal vehicles can be expected to impact work schedules, the panel was split on the positive and negative impact, resulting in a median of zero. The panel was not asked to provide rationale for impact estimates, however these can be speculated.

TABLE 2 - Event Evaluation

Event #	EVENT STATEMENT	*Years Until Probability First Exceeds Zero	*PROBABILITY		Impact On the Issue Area If The Event Occurred	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	*POSITIVE (0-10 scale)	*NEGATIVE (0-10 scale)
1	OPEC Doubles Cost of Crude Oil	3	50	80		6
2	AQMD Mandates Use of Alternative Transportation	3	75	100	3	6
3	Limited Use of Personal Vehicles Mandated	2	25	40		
4	State Mandates Reduction of 40-Hour Work Week	2	15	50	5	2

\* Panel Medians N = 9

The process details and panel estimates of these trends and events are discussed in greater detail in Appendix B.

Cross Impact Analysis. After the trends and events were identified, a panel of three mid-managers did a cross impact analysis to determine how each event would impact the others and the trends. Table 3 depicts these findings. A summary of the results indicates the following:

TABLE 3 - Cross Impact Analysis

Impacting Events	MATRIX (Three Person Consensus)										"IMPACT" TOTALS
	Maximum Impact (% Change ±) Years to Maximum										
	Impacted Events and Trends										
**	E1	E2	E3	E4	T1	T2	T3	T4	T5		
E1	X	$\frac{+10}{2.0}$	$\frac{+50}{3.0}$	$\frac{+15}{5.0}$	$\frac{+100}{3.0}$	$\frac{+100}{1.0}$	$\frac{+75}{3.0}$	$\frac{-50}{.5}$	$\frac{+80}{1.0}$	=	8
E2	$\frac{-5}{1.0}$	X	$\frac{+50}{2.0}$	$\frac{+15}{2.0}$	$\frac{+5}{3.0}$	$\frac{-10}{2.0}$	$\frac{+30}{3.0}$	$\frac{-10}{2.0}$	$\frac{+80}{2.0}$	=	8
E3	$\frac{-5}{1.0}$	$\frac{+50}{3.0}$	X	$\frac{+50}{2.0}$	$\frac{-5}{3.0}$	$\frac{+10}{2.5}$	$\frac{+30}{2.0}$	$\frac{-10}{2.0}$	$\frac{+80}{1.0}$	=	8
E4	$\frac{-5}{1.0}$	$\frac{+50}{3.0}$	$\frac{+50}{2.0}$	X	---	$\frac{+5}{2.0}$	$\frac{+10}{2.0}$	$\frac{-10}{2.0}$	---	=	7

"IMPACTED" TOTALS:

E1	E2	E3	E4	T1	T2	T3	T4	T5
3	3	3	3	3	4	4	4	3

\*\* Legend

E1	OPEC Doubles Cost of Crude Oil	T1	AQMD Demands for Environmental Laws
E2	AQMD Mandates Alternative Transportation	T2	Fuel Costs
E3	Limited Use of Personal Vehicles Mandated	T3	Demands for Public Services
E4	State Mandates Reduction of 40-Hour Work Week	T4	Level of Financial Stability of Government
		T5	Desire for Shorter Work Week

If the cost of crude doubles, all other events and trends will be impacted to some extent. Most significantly: the probability of limits on the use personal vehicles increases

by 50% within three years; fuel costs, restrictive environmental laws, demands for public services and desire for shorter work weeks are all expected to increase substantially within one to three years. On the other hand, financial stability of public employers would decrease by half within six months due to increased operating costs associated with rising fuel prices. While the cost of crude impacts almost all other trends and events, the other events do not significantly impact the cost of fuel. Whether the resulting decreased demand for fuel would lower the price or raise it is subject to debate.

All four events, if they occurred, would be key "actor" events, with Events 1 through 3 impacting all other events and trends. However, the cost of crude would have the most significant impact. Limiting the use of personal vehicles would have the second most significant impact on other events.

Interviews. Brief telephone interviews were conducted with five law enforcement leaders. Their responses reinforced several findings of the panel. All five stated that economic concerns would be critical to law enforcement during the next ten years. Four of the five commented on the increasing demand for public services while resources are decreasing. The fifth stressed the need to obtain community input regarding their values and expectations. All expected changes in law enforcement as a result of changing values. The combination of employee expectations, fiscal constraints and environmental mandates is expected to result in alternative work schedules as well as a modification of law enforcement services. Interview details are documented in Appendix C.

## Scenarios

Three possible alternative futures follow which have been derived from the trend and event forecasting process. These scenarios also incorporate candidate trends and events and concepts suggested in futures literature.

Most Likely Future. The first scenario presents the "most likely" future if administrators do not take steps to change current trends and projected events.

### **Technology and Poor Economy Result in Compressed Work Schedules**

1990 concerns with the economy and environment resulted in a variety of effort being expended on controlling potential negative outcomes. Now in the year 2000, we see that the cost of crude oil continues a gradual increase after the earlier substantial rise through 1995. This trend has continued in spite of the development of alternative transportation and fuel sources. A 1991 attempt by federal government to require automobile companies to have alternate-fuel vehicles on the market by 1995 failed when the consumer declined to purchase the product. Spurred by the rising costs of the early '90s, environmental lobbyists succeeded in pushing legislation between 1990 and 1995 that placed heavy restrictions on personal movement by mandating use of mass transit systems and restricting access to freeways and thoroughfares. These laws are now due for implementation by 2001, although they have met with continuing resistance. Some futurists are projecting their quick demise when implementation proves the noble intents will not best be served by restricting personal freedoms. Technological advancements in recent years are making this issue moot as alternative fuel sources and space-age modes of transportation are reaching greater levels of feasibility. New vehicle designs and "smart cars" are decreasing fuel consumption as we

knew it in the '90s. Attempts between 1992 and 1995 to restrict vehicle occupancy and further limiting the use of personal vehicles for other than emergency transportation met with tremendous opposition and were not successful, although some proponents have not yet given up the fight!

Governments have not made the progress they should have in the past decade to ensure their financial stability. Lawsuits filed during the labor/management conflicts of the '80s finally made it to the courts and cities found themselves having to pay large settlements. Increased Worker's Compensation claims and booking fees imposed in 1991 by county jails also added major costs to public safety services which they had not anticipated.

A major transition in the workplace also occurred in the last decade. The five-day work week is a thing of the past for all except a few professions. Employees who do not enjoy a compressed work week continue to raise the issue with employers. The seeds for change were planted in the late '80s but saw fruition as labor groups increased demands in the early '90s for shorter work weeks. Supported by high fuel costs, increasing benefit costs, legislative mandates for trip reduction programs, and technology that increased productivity in shorter periods and/or allowed employees to work out of the home more often, more and more employers began implementing reduced work weeks. Government agencies found this harder to provide in light of increasing demands for their services, especially emergency services. Following a sharp increase through 1995 as the population continued to grow, service levels have remained constant during the last half of this decade.

The first half of the '90s reflected a nation in transition, being thrust into the age of Technology from the remnants of an earlier age. Society had an increased consciousness about the effects of the Industrial Age on the future of its children and were feeling the

brunt of a new economy. After a troubled five year adjustment period, key trends peaked and then leveled out.

\* \* \*

Worst Case Scenario. A hypothetical, or "what if", scenario can also be drawn from the above forecasts. While the following projects a "worst case" potential, even this is possible if a proactive approach to the future is not taken. A number of potential hypotheses are suggested from candidate trends and events and inferred from extreme "worst case" projections.

### **We Barely Survived the '90s; Is There a Better Way?**

Amidst the "gloom and doom" of the last decade, the nation is hoping for a better tomorrow as the bells ring in year 2001. In reviewing how we arrived at this desolate situation, we look back to 1992 when fuel prices took a sudden, unprecedented leap in just a few weeks after Iraq annexed a territory then known as "Kuwait". After a second Persian Gulf war, the cost of fuel never returned to 1990 levels. OPEC and Arab countries continued to drive the cost of crude oil up, doubling 1990 costs in only five years. Business and government alike were unprepared for the financial impact felt. Suitable alternative fuels were not developed in time to deal with the crisis. Scrambling for solutions to the environmental and economic crunch, legislators passed a series of ill-prepared laws regulating society's property rights and freedom of movement and travel. Many parts of the nation were divided and demonstrated against perceived undue regulation of personal freedoms. Work commutes, previously difficult, became almost unmanageable as employees searched for alternate ways to travel the long distances to the workplace. Employers were

finding it increasingly difficult to find qualified workers willing to made the complex commuting arrangements. Municipalities were unprepared for the increased costs of doing business "fueled" by the rising crude cost as well as other unprecedented expenses, including lawsuit settlements, disability retirements, and county charge-backs for essential services. With so many vacant positions, law enforcement found it increasingly difficult to have any impact on crime. Crime rates soared. Once again, "Big Brother" intervened and mandated regionalization of all law enforcement services. Citizens were in an uproar over the perceived loss of local control and decreased service levels. One saving grace was the decreased recruitment and training costs. Salaries and benefits were standardized and equal throughout the state, so candidates were less likely to "shop around" for the best deal, but chose to work close to their residence. Unfortunately, in the last five years, fewer prospective candidates have chosen law enforcement as a career. Court decisions early in the '90s prohibited rotating shift work and popular compressed work week plans. The courts determined that rotating shifts were unfair and contributed to fatigue and unsafe conditions. Civilian jobs are more attractive since they don't have the same conditions. In fact, in the past few years, employees have made fewer trips "into the office" than ever before. Technology has enabled the same work to be accomplished without leaving the house. Unfortunately, psychologists are now reporting that work-at-home employees have a greater tendency to depression due to the lack of human interaction. They have no loyalty to the employer and no sense of "mission" or "purpose". The cumulative result of the last ten years of "progress" is a dehumanized society in a state of unrest and dissention. Government leaders are searching for "a better way". Is it too late?

\* \* \*

Desired Future. The last scenario explores the normative or "desired" future. This scenario is the basis for the remainder of this study.

### **Community and Government Survive the '90s Through Partnership**

After mandates in the first half of the '90s, focus on environmental issues is stabilizing as key issues are being resolved and new challenges emerge for the 21st century. Social consciousness was effectively raised in the '80s and a number of conservation strategies came to fruition in the first half of the '90s. Recycling and water conservation became the standard. Voluntary fuel conservation programs, such as car pooling, trip reduction plans, use of mass transit, and compressed work weeks avoided potential mandates to control traffic congestion, rising fuel costs, harmful emissions and so on. State and federal agencies worked with local service providers during 1994 and 1995 to devise incentives for voluntary compliance, such as keeping fares low and providing special rates to employee commuters. Restrictive environmental laws have been limited to only the necessary few and the rate for the last half of the decade has remained level. Fuel costs have continued to rise at pre-1990 inflation rates, which was less than some futurists predicted.

Technological advancements have provided energy- and cost-conserving means of transportation and communication. Service providers no longer must commute to a distant workplace, but when necessary, alternative fuels and recently-developed non-fuel mass transportation systems provide more economic and faster travel.

State and local agencies are also more stable financially. Due to astute planning, officials weathered the increased financial demands of the early '90s. They instituted user

fees, cost recovery programs, civilianization and preferred-provider health care plans which greatly reduced medical benefits.

Local governments also successfully educated their communities regarding limiting costly services to only essential needs. While the rate is somewhat higher than ten years ago, this is minimal compared to population growth in California. During the transition period of the early '90s, officials worked with residents to identify realistic service expectations. As a result, since 1995 these have remained constant. Peace officers no longer provide "luxury", non-public safety services and the citizens are appreciative of the lower costs of these services which are now provided privately, by civilians or volunteers. Cities and counties have appreciated the increased involvement and participation by the community in keeping their neighborhoods clean and safe. Employers and employees alike benefitted from reduced work weeks made possible by these advancements.

\* \* \*

Certainly, the latter scenario presents the most desirable future. In this future, the projected trends and events that led to the conclusions of Scenario #1, the "most likely" future, are altered or avoided. In order to transform wishful thinking into reality, effectual leaders must manage the present to create their own desired outcomes. Therefore, the following section suggests a strategic plan to transform the most likely future into the desired future.

## **SECTION II: MANAGING THE FUTURE**

**DEVELOPING A STRATEGIC PLAN AND  
NEGOTIATING TO ACHIEVE THE DESIRED FUTURE**

The chosen scenario suggests that during the next decade, the nation must address a number of issues in order to transition smoothly through projected 1990's sand traps. Of these, this study focuses on work schedules in law enforcement and the impact of changing work force demands, economic constraints and management concerns regarding scheduling difficulties. The section contains a strategic plan which encompasses a mission or goal, an assessment of the organization and its environment, strategy development, an action plan and an implementation plan. The objective is to implement a radical work schedule (by today's standards) that will address the issue concerns. The proposal is a **reduced** work schedule (fewer hours in a 28-day cycle). Negotiation strategies for marketing the plan to the model agency's constituencies are also included.

This plan is predicated on the assumption that deployment schedules will not be made part of any Memorandum of Understanding (MOU). The number of hours worked, however, will probably have to be agreed upon in an MOU. In fact, a basic tenet of this proposal is that adoption of a reduced work week can and should result in savings for the city. Therefore, the "wages, hours and working conditions" components of such a proposal will be subject to collective bargaining. Once the number of working hours (and trade offs, such as no salary increase or salary reduction) have been agreed upon, the actual details of deployment are left to management prerogative. However, before the concept of fewer hours can be placed on the bargaining table, the concept must be sold to all stakeholders as a viable option for both management and labor. Therefore, the remainder of this study focuses on negotiating acceptance of the concept rather than negotiating a labor contract.

As stated previously, this study is also based on the supposition that advancing technology and realistic service expectations will enable the concept. This point will be reinforced throughout the section, beginning with the mission statement.

### Mission

The model agency's existing mission statement is cited below with an addendum that addresses the specific purpose of developing a reduced work week that will support the overall mission.

*The Police Department is dedicated to providing effective law enforcement services which:*

- \* *Maintain a safe, healthy atmosphere in which to live, work and play;*
- \* *Demonstrate professional excellence and compassion both within the Department and the community we serve and protect;*
- \* *Build a spirit of partnership and trust; and*
- \* *Contribute to the present and future quality of life in our city through continuing development of our human and technical resources.*

*In pursuit of the above, the Police Department will seek to implement a deployment schedule that incorporates a reduced work week that will:*

- \* *Be responsive to environmental and economic concerns, now and in the future.*
- \* *Maintain or improve desired levels of service.*
- \* *Provide maximum deployment with existing resources.*
- \* *Balance the interests of the community with the needs of the employee.*
- \* *Be sensitive to the changing values of its work force while not compromising the ethics and values of the organization.*
- \* *Exhibit a vision for the future.*

## Situational Analysis

Once the mission has been clearly identified, an objective organizational analysis must be completed to determine external pluses and minuses that may impact achievement of the goal. Strengths and weaknesses within the organization must also be identified.

The organizational assessment of the model agency was achieved through multiple means. Concurrent to the present study, an agency intern was doing an in-depth environmental assessment associated with a separate project. After final review by staff, this data became a reference from which the following environmental assessment was developed.

The overall outcome is a realistic assessment of the organization that has high validity. These factors were then included in the remainder of the process to either maximize advantages or minimize potential obstacles.

External Environment: *Opportunities*. The following are factors affecting the organization that will **support** achievement of the mission:

- Continuing personnel shortages dictate deployment schedules that maximize coverage with limited resources.
- In 1990, the Air Quality Management District (AQMD) mandated "trip reduction programs" for employers with more than 100 employees.
- Financial constraints may force decision-makers to entertain schedules that could result in cost savings (i.e., negotiate additional days off rather than salary increases).
- Compressed work weeks are considered incentives for recruitment and retention of personnel. This is of increasing importance as agencies find themselves competing for qualified, often mobile, candidates who now may select "the highest bidder".
- In 1990, the City Employees Association obtained agreement in their MOU that provided a process for consideration and implementation of a "9/80" work week under certain conditions. These conditions are reflected in the above mission statement. (The 9/80 plan provides for eight nine-hour days, one eight-hour day and an extra day off every other week.)

- The high cost of local housing and fuel combined with increased traffic congestion and a need to keep salaries from climbing reinforce the agency's inclination to facilitate a reduced employee commute.
- The organization receives strong support from city government and the community.

External Environment: *Threats*. Conversely, the following factors may prevent implementation of a reduced work week, however they could conceivably become opportunities.

- Calls for service in the community continue to rise. The community is accustomed to a high level of service and may feel threatened by a perception that officers will not be as available.
- The volume and intensity of violent crime has increased significantly in the past year contributing to a sense of insecurity by citizens.
- Revenues are not keeping pace with rising costs.
- Due to recessionary trends, all city departments are competing for limited available funds amidst conflicting community needs and expectations.

Organization Capability: *Strengths*. This organization has a number of strengths which should ensure its ability to achieve the mission. These include:

- The entire organization is highly motivated to ensure the success of the mission.
- The majority of its personnel are genuinely committed to the concepts of "service to the community" and "partnership" within the organization and with the community.
- Officers have displayed a willingness to adjust their shifts to conserve on overtime.
- The Administration is open to new ideas and suggestions.
- The members of the organization are receptive to the concept of alternative work schedules.

Organization Capability: *Weaknesses*. Many of the organization's weaknesses noted below would appear to contradict the stated strengths. It is important to note that most of

the following are exceptions and generally represent only a few individuals within the organization who can be disruptive. (Certainly this is typical of most organizations.)

- Individuals who actively resist change or policy.
- Lack of funding for additional personnel.
- Communication gaps that result in lack of information or misinformation.
- Overtime costs are currently high. An increased number of employee days off may further increase the cost to provide personnel on an overtime basis to ensure adequate shift coverage.
- Administrators may be reluctant to reduce the number of employee work days due to a feared correlated reduction in employee loyalty.

#### Stakeholder Analysis

After completion of the organizational assessment, a seven-member panel was convened for the next step in developing the strategic plan. The panel represented civilian and sworn personnel from the model agency as well as other city departments and a Deputy Chief from a nearby police department. An active community leader and a local journalist also agreed to participate.

The purpose of the panel was to identify individuals or groups who have an interest in or are impacted by the organization. These stakeholders and their anticipated assumptions, or deep-rooted beliefs, regarding proposed alternative work schedules are shown on Illustration 1. The panel agreed that any one group could unexpectedly impede desired progress depending on the issue or proposed strategy. The media, however, was perceived to be the most unpredictable with the most power to influence outcomes.

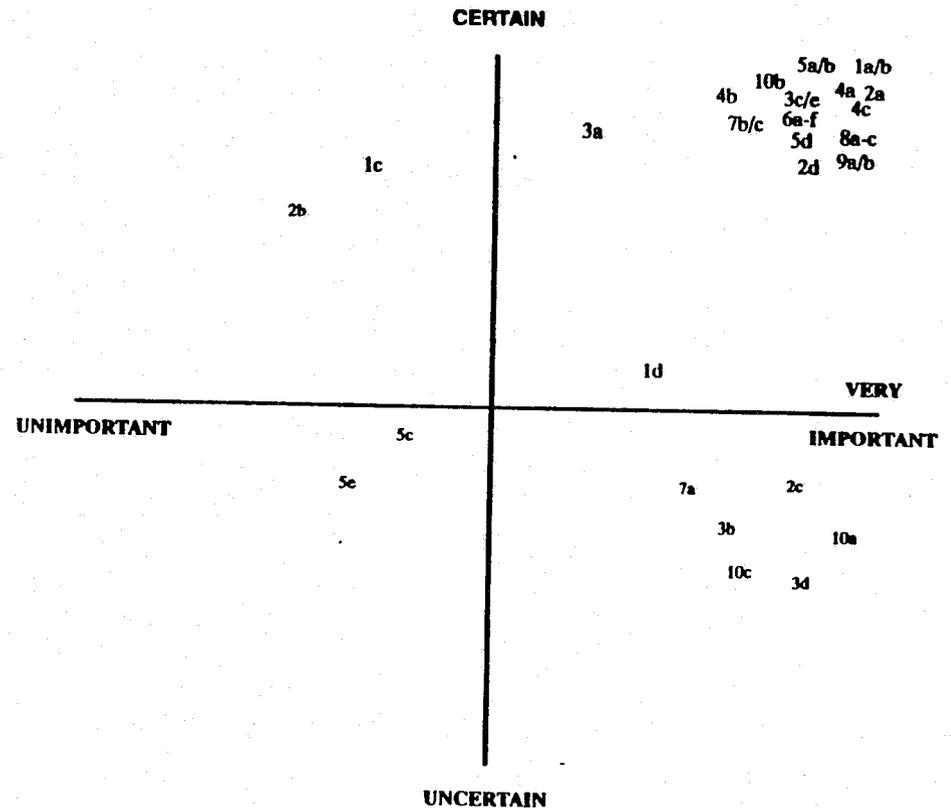
The concept of alternative work schedules may meet with a great deal of resistance. Individual stakeholders may disagree over details of any proposed deployment schedule.

# ILLUSTRATION 1

## Legend:

## Stakeholders and Assumptions

Stakeholders	Assumptions
1. Employees' Families	1a. They expect more leisure time 1b. To spend with spouse/employee 1c. More hours at work on work days 1d. Increased income from second jobs
2. Citizens	2a. Reduced service 2b. Officers less alert/effectiveness decreased 2c. Officers' morale up 2d. Increased fear due to 2a and 2b
3. Council	3a. Save money 3b. Builds morale 3c. Less turnover 3d. Inadequate supervision 3e. Reduced commitment to organization
4. City Manager	4a. Less consistency 4b. Save money 4c. Lack of personnel for emergencies
5. Employees	5a. Increased morale 5b. More leisure time 5c. Skills degradation 5d. Less sleep on work days 5e. Less time off
6. Supervisors/managers/administrators	6a. Enhance recruitment and retention 6b. Save money 6c. Less coverage 6d. Employees unavailable when needed 6e. Scheduling - long absences 6f. Access/continuity reduced
7. AQMD	7a. Fewer trips = less traffic 7b. Less gas use/consumption 7c. Less carpooling
8. Victims	8a. Less service 8b. No caring 8c. Lack of availability of officers
9. Criminal Justice System	9a. Lack of availability of officers 9b. Difficulty scheduling for court
10. Press	10a. Less coverage/response 10b. No availability of Press Information Officer 10c. More crime



Employees are expected to strongly favor a reduced or compressed work week, although there will be some who will object with equal fervor. Management and city officials may be reluctant to digress from the known to the unknown. The assumptions noted indicate the public, families, attorneys, courts and others may feel threatened by their concerns. The AQMD, on the other hand, has obvious intent to mandate fewer trips to the workplace. Additional positive outcomes, such as saving money, would encourage stakeholders to at least consider alternative work schedules. The media could influence stakeholder opinion by taking an opposition stance to proposals.

Illustration 1 also depicts the degree of importance and how certain the panel was that each of these assumptions were appropriate. The panel was "certain" that 28 of the total 38 assumptions were accurate and believed them to be "very important". While reasonably certain that employees' families would be concerned about longer hours spent at work and citizens would fear that officers would be less alert, these two assumptions were less important. They were less certain that employees would be concerned about getting less time off from work and/or "forgetting how to do things" over longer periods away from work. These assumptions were also considered "not very important", even if true.

Assumptions that require additional inquiry since the panel was less certain but considered them important are:

- Citizens' and Council's assumption that a reduced work week would increase employees' morale.
- Council's assumption that a reduced work week would contribute to inadequate supervision.
- The AQMD's assumption that fewer trips would result in less traffic.

- The Press's assumption that there would be less police coverage and more crime as the result of a reduced work week.

### Alternative Strategies to Achieve Mission

Once the seven-member panel completed the stakeholder analysis, the next task was to suggest potential strategies for gaining approval of an alternative work schedule. After identification of sixteen possible strategies, each panel member privately rated all sixteen options based on effectiveness and feasibility. Pros and cons of each were then discussed. Each panelist next completed a private analysis to estimate stakeholder response to each strategy. After the final private panel rating, the options were narrowed to the three listed below. The details of this process and the other strategies are noted in Appendix D.

An implementation plan clearly should include all three of these strategies and others as well. However, the process documented has inherently addressed some "target audience", or stakeholder, issues (Strategy One). While community education and involvement (Strategy Three) has many advantages, the mission cannot be achieved without the support and commitment of the employees. Therefore, Strategy Two, Employee Involvement, was selected for implementation planning.

While the study begins with one possible alternative schedule (152 hours in 28-day cycle, described on page six), the implementation plan includes a research phase that allows for modification of the proposed schedule after input by employees and others. Using this example for the model agency, an officer would work fewer hours but be compensated at existing rates in lieu of a negotiated salary increase. This might also prevent salary cuts or lay offs. Given anticipated financial constraints, once service level and staffing concerns are

resolved to the satisfaction of both management and employees, such a negotiation is expected to be mutually agreeable.

**Strategy One:      Identify Target Audience**

Advantages: Ensures all stakeholders/elements of community considered and issues of concern to each; reveals external/internal leaders/resources; enlists support/buy-in; networking potential.

Disadvantages: Might overlook primary target; sets precedent.

Discussion: While employees' families may either support or ignore this strategy, other key stakeholders, including citizens and victims will support it. Since it won't impact the AQMD or the Justice system, they are most likely to ignore it. Once again, while unpredictable, the press is likely to support this strategy.

**Strategy Two:      Involve Employees Early in the Process**

Advantages: Ensures employee buy-in; reduces resistance; demonstrates commitment to partnership (mission); may avoid pitfalls.

Disadvantages: Potential for raising unrealistic expectations of control; resistance to change; resentment if recommendations not taken; fear of "tail wagging the dog".

Discussion: This strategy would receive strong support from key stakeholders: Employees, their families, Council, City Manager and administrators. The press might support this strategy, although they are more likely to ignore it as are the rest of the stakeholders.

**Strategy Three: Inform the Community of the Proposed Plan via the Media,  
Neighborhood Watch and Other Community Presentations**

Advantages: Ensure wide distribution; enlist support; demonstrates regard for community concerns and the commitment to partnership (mission); increase awareness level, eliminate misperceptions and fear.

Disadvantages: Media may lack interest in covering; getting attendance at meetings; personnel costs to do presentations; may not get desired support.

Discussion: The panel projects that most of the stakeholders will support this strategy, with the exception of the AQMD and the Criminal Justice System. However, since perceptions were divided for the latter two, chances are high that these stakeholders might also support it. If they did not support the strategy, they would probably ignore it. Two potential antagonists include the employees and the press. The former might sabotage public information efforts, while the latter might not report the proposal favorably.

**Implementation Plan**

The chart on the following page summarizes a six-step implementation plan that would research alternative deployment plans, review input from all possible sources, get requisite approvals, and provide for on-going communication, review and evaluation. An appropriate staff person would be assigned as Project Manager to oversee the process. Table 4 outlines specific action steps. The project manager may wish to form the employee

ILLUSTRATION 2

# Implementation Plan

<u>Action Item</u>	<u>Description</u>
I. <b>RESEARCH</b>	Form Committee of Volunteers Line/staff, sworn/civilian, all areas of organization, employee association representatives Provide Mission Statement and clarify specific role: Develop a recommended deployment schedule; identify alternatives Identify pros and cons of the schedule Anticipate concerns, stumbling blocks and provide potential solutions Provide input for implementation and communication efforts Develop ideas for evaluation of plan upon implementation Provide ground rules, define parameters; state what is not negotiable (open for recommendation) Provide clear role definition for committee: Emphasis on advisory capacity Provide active support and follow-up on recommendations  Obtain reference material (may be handled by committee) P.O.S.T. Other Agencies Literature Search Private industry  Obtain input/concerns from impacted others Personnel Office Finance Manager (timekeeper) Others?
II. <b>REVIEW</b>	Committee Input and results of Research
III. <b>SELECT</b> and <b>OBTAIN APPROVAL</b> if needed	Department Head ---> City Manager ---> City Council
IV. <b>POLICY DEVELOPMENT &amp; IMPLEMENTATION</b>	Involve committee/others
V. <b>COMMUNICATE</b> (Keep stakeholders informed)	Employees and families Employee Associations ("Meet & Confer") Other City Departments (personnel, finance, etc.) Media
VI. On-going <b>REVIEW</b> and <b>EVALUATION</b>	

**TABLE 4**

**ACTION STEPS**

<u>What</u>	<u>Who</u>	<u>When</u>
Data Collection	Project Manager	Now (July 1992)
Form Committee	Project Manager	(January 1993)
Research and develop schedules	Committee	(January 1993)
Obtain feedback from stakeholders	Committee	(April 1993)
Confirm assumptions and research uncertain items	Project Manager	(May 1993)
Review results	Committee, Staff	(July 1993)
Recommend to Department Head	Project Manager, Staff	(August 1993)
Select schedule	Department Head	(August 1993)
Prepare for negotiation*	Department Head, Staff	(September 1993)
Conduct information meetings with stakeholders	Department Head, Staff	(September 1993)
Revise proposal as necessary based on input	Project Manager	(November 1993)
Collective bargaining (if necessary and appropriate)	Bargaining Team	(November 1993)
Obtain approval of selected schedule/s and policies	Department Head, City Manager	(December 1993)
Implement schedules (may be incremental)	Staff	(January 1994)
Feedback on progress to stakeholders	Staff, Project Manager	(April 1994)*
Evaluation and revision	Staff, Project Manager	Ongoing

\*In this context, the term "negotiation" is not used in the sense of collective bargaining

\*\*On-going process

committee immediately. Members could assist with research, and involvement at the beginning stages could increase the employees' sense of "ownership".

The proposed time line allows sufficient time to address all issues. A target implementation date of January 1994 would coincide with the end of the current police officer's MOU. This time frame also maximizes utilization of trends and events expected to peak during this period that can assist in marketing the need for such a "radical" departure from previous norms.

The list of stakeholders and assumptions (Illustration 1) would be used in the process to ensure that all possible concerns have been addressed and included in any negotiation strategy. During the research phase, the project manager must also determine the validity of the stakeholder assumptions and do the required "homework" on the "important but uncertain" items.

The assignment of a high level staff person as project manager will ensure that organizational concerns are prioritized. A volunteer committee of employees, especially potential dissenters, will assist in obtaining early support. Additionally, this group will subsequently assist in marketing the plan to peers and other stakeholders. Clear introduction of the mission, committee's role and guidelines will avoid unrealistic expectations and the dreaded "tail wagging the dog" syndrome. A critical component in this process is that management must genuinely support the committee process<sup>15</sup> and include as much as possible of recommendations and other sources of input.

Once an alternative schedule is selected and policy is written, key elements of actual implementation include:

- Development of assignment schedules

- Ample notice to affected employees
- Oral and written communication to all levels of the organization
- Opportunity for employees to have all questions answered

At some point in the process, it might be beneficial to invite family members to an informational meeting to explain the anticipated impacts of the schedule changes and answer questions. It would be prudent to first ask employees if they would like such an option. Unfortunately, if they decline, the organization may not have the opportunity to address key assumptions of stakeholders who could turn out to be unexpected antagonists.

Specific measures must be outlined in advance to assess the success of the plan after implementation. Follow-up committee meetings and attitudinal surveys are two options for evaluating the implementation process itself. Several quantitative and qualitative measures can assess the effectiveness of a plan in achieving the mission. Some options specific to the mission include:

- \* Number of round-trips to station and court per employee per time period (i.e., first quarter compared to first quarter)
- \* Comparison of calls for service and response times for same intervals preceding reduced work week and following implementation
- \* Comparison of number of personnel required to fully staff original schedule versus number of personnel required to staff alternative schedule
- \* Comparison of overtime worked and sick leave for equivalent time periods
- \* Citizen satisfaction surveys preceding and following schedule change
- \* Employee satisfaction surveys preceding and following schedule change

As stated previously, a combination of strategies would be used ideally to design, market and implement an alternative work schedule that would meet the organization's mission. While managers with authoritarian styles may protest a perceived "management by committee", the strategy of employee involvement is likely to be welcomed by the majority of stakeholders. Its spirit of partnership and vision would embody the mission of the organization. However, the perceptions of the authoritarians have to be included in a negotiation strategy to ensure they don't become surprise adversaries!

### Negotiating Acceptance

As noted, the divergent perspectives of all stakeholders must be anticipated to ensure a positive outcome. Therefore, prior to entering into a negotiation, the project manager must be informed regarding negotiable and non-negotiable issues that may be raised by any potential parties to a negotiation. This is crucial in attaining a "win-win" agreement.

Management's Position. The following are considerations of any work schedule proposal about which management will not be willing to negotiate:

- No additional personnel or materiel to make a plan feasible
- No increased overtime to make a schedule work
- No reduction in agreed-upon services to the community
- No reduction in minimum staffing levels
- No reduction in productivity levels
- No **correlated** increase in sick time or job-incurred injuries
- Scheduling of adequate number of supervisors on each shift
- Indicating "not available" for court on days off (illness or vacation is only exemption)

- Depleting a work unit on any given day (e.g., everyone off on Friday)
- Decision-making and right to schedule as necessary remains with management
- Specific schedule will not be included in MOU

The above components reflect the standards in the mission statement and the City Employee Association MOU (Environment, reference page 24). Each element is necessary to "maintain or improve existing levels of service" and "provide maximum deployment with existing resources".

The following are choices about which management is willing to negotiate:

- Choice of schedule
- Number and starting times of shifts
- Lengths of shifts (subject to conditions above and FLSA, etc.)
- Resolution of "payback" time, if any (e.g., employee can work extra hours or take compensated personal leave)
- Length of time between shift rotations, if any (e.g., 3-month, 4-month, 6-month cycles)
- Number of employees on each shift (as long as sufficient to meet minimum requirements)
- Committee members (as long as appropriate representation mix)
- Day off/work day trades, adjustments to weekly schedule (subject to minimum coverage)
- Work at home options
- Number of hours worked in 28-day cycle

The above elements of a deployment schedule allow employees to feel they have some control over their environment. The conditions that must be met ensure that no unacceptable options will be presented for approval. In most cases, the alternatives and recommendations made by the committee will coincide with management preferences anyway. By accommodating employees in circumstances where management has nothing to lose, the concepts of partnership and trust can be enhanced.

Stakeholders' Positions: Key stakeholders selected for negotiation analysis and their anticipated responses are outlined on Table 5. With few exceptions, all stakeholders are expected to support the non-negotiable items and welcome the negotiable components. Employees will initially concede to the criteria; however, in practice, compliance may lapse over time in areas such as sick leave usage and productivity.

Negotiating Strategy. The objective of the negotiation ought to be to "achieve agreement, not total victory" for one party or the other.<sup>16</sup> The Situational and Stakeholder Analyses documented previously provide the basis for assessing needs and assumptions about parties to the negotiation. The implementation plan presented herein outlines preparation and discussion leading to proposal development. All that's left is the "bargaining"! The goal now is to reach agreement on the proposed deployment schedule.

The negotiator first reviews all of the above data in preparation for the actual negotiation. Based on stakeholder analysis, the effective bargainer, using optimum communication skills, will adapt unique approaches to each party. These include:

Council: Essentially, the City Manager would be the agent in this negotiation. Sell the City Manager and you sell the Council! However, an assessment of individual Councilmembers is necessary to be prepared for possible unexpected questions. Getting

**TABLE 5**

**STAKEHOLDERS' POSITIONS**

Stakeholder	Component	Position
Council	Non-negotiable	Support firmly all non-negotiable items
	Negotiable	Operations issues; except for possible individual Council members, Council will not get involved
City Manager	Non-negotiable	Support firmly all non-negotiable items, may have some resistance to accepting any variation, although will be influenced by constraining factors
	Negotiable	Will want reassurance that these will not detract from non-negotiable issues
Administration	Non-negotiable	Will firmly support conditions; a few supervisors may support greater flexibility in some areas and may cite need for additional overtime and/or supervisors to make schedule work properly
	Negotiable	Will support all negotiable items
Employees	Non-negotiable	Will concede to criteria; may question court availability, may point out rationale for exceptions to "different schedules for employees within same work unit", may cite hardship cases; will probably <u>try</u> to incorporate into MOU; will probably try to add limits to management prerogative
	Negotiable	Will accept readily opportunity for choices in these areas; may reject involving family members; will probably have some additional requests for consideration
Press	Non-negotiable	Most difficult to anticipate, subject to relationship between media and organization, bias of individual reporter/s; will probably support non-negotiable "reassurances" to help sell the concept to the public, especially if advantages to the city are stressed
	Negotiable	Operational issues, probably will not have input, although items should demonstrate reasonableness on part of organization and increase support of concept

early public support would help. Management cannot count on power leverage with either Council or the City Manager without strong public or political support.

City Manager: Using the rationale of constraints outlined previously, focus should be placed on potential cost savings, likelihood of improved service, and correlation to mission.

Managers: The management team (supervisors to administrators) needs to be empowered. Their expectations and authority need to be reinforced and supported. At the same time, expectations **from** them also need reinforcing: the organization's need for consistency, adequate supervision and communication cannot be sacrificed.

Employees: According to the strategic management plan, the employees have been involved early on. They are getting what they want and are actively promoting the value of the plan. The caution here is to achieve mutual gain while retaining management prerogatives to change the plan if it doesn't meet expectations.

Press: The media's need to "get a story" to the public would be used to the negotiator's advantage. Using honesty and confidence, the strengths of the plan would be presented, emphasizing the Mission Statement and that this plan is expected to provide needed services at no increased cost or with cost savings. This process will be facilitated by early input and participation by community leaders.

This implementation plan and negotiation strategy fosters the necessary firmness and flexibility necessary for any successful negotiation. The elements of the process should lead to the adoption of a reduced work week that exemplifies the goals set forth in the Mission. In the following section, a plan to ensure a smooth transition from the familiar present to the unknown future will be addressed.

## **SECTION III: CREATING THE FUTURE**

**A TRANSITION PLAN FOR OBTAINING NEEDED LEVELS OF COMMITMENT  
AND INVOLVEMENT TO IMPLEMENT THE STRATEGIC PLAN**

Even a positive change can result in stress. Small changes can have larger rippling effects. A major change in familiar traditions, such as the "standard work week", can be a source of conflict in an organization if not managed properly. The following provides a Transition Management Plan which anticipates potential difficulties associated with implementation of a reduced work week in a small law enforcement agency.

Commitment Plan

In order to successfully accomplish any change, the organization must have the commitment of key persons with power or ability to influence others. Table 6 illustrates the current and desired levels of commitment from this "critical mass" for the model agency.

**TABLE 6** TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
POA Representative			O <<<	<<< X
Police Manager			X >>>	>>> O
Chief of Police		X >>>	>>> O	
City Manager	X >>>	>>>>>	>>> O	

X = Current level of commitment

O = desired level of commitment

While there are a number of stakeholders in this issue, only the four indicated are essential to successful implementation. A non-supervisory "informal leader" will represent the employees' interests. Usually this will be a Police Officers Association (POA)

representative. A "formal leader" must represent management interests and the Chief must approve any proposed plan. Usually such a major policy decision will also require the support and approval of the City Manager, who can also "deliver" external stakeholders, such as the Council and community. If there is a powerful and influential individual who might subvert the plan, this individual should be added to the critical mass unless someone else can ensure his/her cooperation. Such a circumstance does not exist in the present situation.

POA Representative. Once employees' concerns have been resolved, they are expected to make the change happen if they can. Initially, they will not pursue negative means and realize they have little hope of forcing a change. Therefore, they are more likely to work cooperatively to bring about the change as long as it reasonably meets their objectives. (Once a schedule is implemented, however, their position is likely to become stronger: it is harder to alter a work schedule without the cooperation of employees who are protected under union contracts. Even though "management rights" are retained, the burden is on them to prove a change in "wages, hours, and working conditions" is necessary.)

By including an influential informal leader in the critical mass and on a task force to design the plan, cooperation can be assured. It is important that the individual selected is objective enough to see the "big picture" rather than just employee interests. Some compromise will be necessary; militant union leaders are not known for their flexibility!

To move this individual to the required level of commitment, it is important to establish credibility and affirm the agency's sincere desire to adopt a schedule that will be acceptable to employees while meeting management and community needs. By reinforcing the importance of the member's contribution and allowing **and incorporating** employee input, the representative should easily move to a "helping" stance.

Police Manager. The management representative will in all likelihood also be the project manager. This is the staff person who must oversee the project and ensure all issues are resolved and the plan implemented. Ideally, this should be an individual who believes in the reduced work week concept and will thus demonstrate confidence and enthusiasm in marketing it to others. If the Chief does not have the real as well as perceived power and influence in the organization, this individual must have a great deal of these qualities. While such an individual may initially be content to just help the project along, placing him/her in charge of it will result in the desired commitment.

Chief of Police. The **minimum** level of commitment required from the Chief would be to allow the plan to happen. A more desirable level is to actively help the achievement of the objective. Any perceived lack of enthusiasm or indifference on his/her part could sway others in the organization who are uncertain regarding the benefits of the plan. Conversely, an active commitment can positively influence any uncertainty or anxiety on the part of both internal and external stakeholders. Unless the Chief is autocratic or out of touch, demonstrating staff consensus in support of the feasibility of the program and the importance of the Chief's active role should suffice to guarantee the desired level of commitment.

City Manager. The City Manager is predicted to initially oppose a change in work schedules. However, since he is an enlightened manager, he will be receptive to the recommendations of the Chief of Police, supplemented by feedback from employee groups and Personnel managers who allay his concerns. During planning stages, he will move to a "let happen" posture. When it comes time to seek approval or address reservations from Council or other constituents, he will help overcome their objections.

## Management Structure

For this project, a tri-fold management structure is recommended that combines representation of all classification of employees (diagonal slice) with management staff under the direction of a project manager. The purpose for this structure is as follows:

Project Manager. The designated project manager's job would be to "manage the change". This person is responsible for overseeing all elements of the project and coordinating the efforts of others to assure task completion and timely progress. For a change of this nature, it is not essential for the Chief to assume responsibility of this function.

Employee Input. The "diagonal slice" would ensure employee input and representation from all impacted employee groups. It would include line and staff from both support and operational functions. Even though the schedule will apply only to sworn (at least for the purposes of this study), it is likely to impact others significantly. Their perspectives will help to avoid surprises. Employee involvement will also help unify the organization and facilitate the transition and prepare the agency for future similar schedule changes for remaining personnel.

Supervisory Responsibility. Finally, the first-line supervisors and command staff must assume responsibility for implementing the recommended changes, applying appropriate change management strategies. They will work closely with the project manager, keeping in mind concerns raised during planning. It will be their responsibility to prepare the actual schedules and ensure the conditions of the change are met (i.e., no reduction in service, providing optimum deployment, coordinating different schedules). These are the individuals who are responsible for managing the actual operations in the present, transition and future

states. This is doubly important in small departments that do not have large personnel pools from which to diversify. The tasks of guiding change and developing new skills for future management thus become an important employee development opportunity.

This three-fold structure ensures the major tasks in managing change are met. A project manager alone cannot anticipate all concerns, ensure compliance at the line level or guarantee the support needed from all stakeholders. Neither the employee groups or supervisors will have the authority to actualize their proposals and may limit their plans to self-serving interests. This approach also demonstrates a commitment to teamwork and partnership, the recommended and anticipated management style of the future.

### Implementation

Techniques for supporting implementation of this change come under the basic headings of research, communication and evaluation. The involvement of employees and effective communication as discussed under Section Two will build credibility, confidence and enthusiasm. Early workshops that concentrate on communication skills might facilitate this process. Some team-building concepts might in fact be necessary to get rid of any unresolved conflicts that might hamper the transition process.

The first step in selecting an appropriate plan for the subject agency is research. Options must be identified as well as advantages and disadvantages of each. Pitfalls experienced by other agencies in trial programs can be avoided by obtaining their feedback. This can be accomplished by surveys and selected interviews. Much has been written about issues to be considered in patrol deployment. Consultants have done a body of work on these same issues (the Commission on Peace Officer Standards and Training has done a substantial amount of work in this area). Some options can thus be quickly eliminated.

Potential problems with otherwise desirable plans can be anticipated. Input and concern from impacted others external to the organization (such as City Personnel and Finance Officers) should also be solicited.

Private industry may also be a resource, as well as the medical field. Absent suitable examples, the project manager in this case will have the opportunity to be a real leader by developing the first viable reduced work week for peace officers!

As a preferred plan comes into focus, the management structure team should discuss issues anticipated during the transition and future state. An Action Plan with clearly designated responsibility should be developed to address these issues. For example, a potential problem that can be reasonably expected is, "Who will be on the alternative schedule and how will that impact those who are not?" The representative group and operations hierarchy can prepare recommended solutions on these issues for the project manager's review.

The Responsibility Chart on Table 7 is an example of placing accountability for specific action items. While these assignments are frequently made by a select group, participation by all involved personnel will ensure a higher level of ownership, commitment and resulting outcomes. In the example, responsibility for most items is placed with the project manager; the Chief must approve most proposals or actions. Staff and employees must be kept informed and often must provide some level of support or involvement, especially if they are on the task force. Responsibility for problem-solving may be shared, depending on the various dilemmas that may be encountered.

Critical sources of concern will come from employees who are excluded from the change. Strategies will have to be developed to address these objections. Supervisory

**TABLE 7**

**RESPONSIBILITY (RASI) CHART**

(Three Person Consensus)

ACTORS ACTIONS	Chief	Project Manager	Lt.	Sgt.	POA Rep	Emp At-large Rep	City Manager
<b>Transition State:</b>							
Develop proposals	A	R	S	S	S	S	I
Community meetings	A	R	S	S			I
Recommended schedules by position	A	R	S	S	S	S	
Collective bargaining or Meet & Confer	I	I	R	S	R	S	A
Reach agreement	A	R	S	S	S	S	I
Family meetings	S	R	S		A	I	
Intra-dept mtgs	R	S	S	I			A
Progress reports	A	R	S	S	S	S	I
<b>Future State:</b>							
Implement schedules	I	I	A	R	I	I	I
Daily operations		I	A	R	S	S	
Performance review	A	I	R	R	S	S	
Criminal Justice liaison	A	S	R	I	I	I	
Employee feedback	A	R	S	S	S	S	
Problem solve	A	R	R	R	S	S	
Schedule evaluation	A	R	S	S	I	I	I
Community feedback	A	R	S	S			I
Progress reports	A	R	S	S	S	S	I

Legend:

- R = RESPONSIBILITY for action (but not necessarily authority)
- A = APPROVAL (must approve, has power to veto the action)
- S = SUPPORT (has to provide resources, but does not have to agreed to the action)
- I = INFORM (must be informed before the action, but cannot veto)

coverage, limited accessibility to personnel, and coordination of diverse schedules are issues that also must be resolved.

Potential "solutions" include putting supervisory staff on a different or flexible schedule. However, by embracing the desired future's philosophy of empowerment and autonomy combined with trust, productivity and performance will be measured by quality of work product outcomes rather than number of work units. For those who require more concrete evidence of "a day's work for a day's pay", the technology that makes work-at-home options possible will also offer supervisory solutions, such as computerized records of voice-activated transactions.

The most important means of minimizing anxiety and uncertainty is stakeholder involvement and multiple means of communication confronting areas of concern directly, emphasizing the positives and clearly stating what employees and community can expect. Consistency and commitment needs to be demonstrated throughout the transition by everyone involved. When deviations are necessary, they should be advertised as early as possible with the rationale for the modification. Keeping the employees involved in evaluation stages and publicizing the results of evaluations will also assist in alleviating the fear of the unknown (the greatest source of anxiety?). Honoring the integrity of the process is the most critical element for success.

The concerns of external stakeholders must be alleviated as well. The final report should anticipate and address all such concerns (such as service levels). The Chief of Police and City Manager play an important part in this phase. Once they have been satisfied that the proposed plan will not detract from police services, they can use the advantages of the program to demonstrate its desirability. The media can be an important ally in doing so

through publicity. Positive results, however, will be the most significant influence. Following implementation, the evaluation should confirm that service levels have been maintained or improved. If not, modifications must be initiated immediately by the agency.

Despite all efforts, the chosen plan may not prove successful in meeting the stated criteria. The Transition Management strategy should plan for this eventuality and have alternatives prepared. This is the most important reason why the proposed plan should not be **guaranteed** until after a suitable trial period has demonstrated its acceptability. Performance measures which will be used to make such a determination should be clearly articulated at the beginning of the transition stage so employees will know what to expect. Potential measures include those outlined in the Strategic Plan (page 35).

#### Summary

Ideally, the project manager has included the POA representative and others in the development of a proposed alternative work schedule. They have anticipated negatives and provided solutions. They are mutually enthusiastic about the potential for success. Upon completion of a carefully thought-out transition management plan, the Project Manager submits this to the Chief of Police for review and approval. If necessary, the proposal is then presented to the City Manager for his or her endorsement. Collectively, this "critical mass" will lead toward the success of the plan!

**CONCLUSIONS, RECOMMENDATIONS AND  
FUTURE IMPLICATIONS**

**A PROJECTION OF THE STATUS OF FUTURE WORK SCHEDULES IN SMALL  
LAW ENFORCEMENT AGENCIES AND SUGGESTIONS FOR FURTHER INQUIRY**

## Conclusions

This study began with a question regarding the future of law enforcement work schedules. Three additional questions were posed relative to potential impacts associated with work schedules. The following addresses these questions.

Issue. "What will be the status of alternative work schedules for small law enforcement agencies by the year 2000?" Substantial futures research concludes that the forty-hour work week as we now know it will eventually become a thing of the past in law enforcement. The changing values of the '90s work force combined with economic and environmental concerns and advancing technology will result in a growing interest in the feasibility of reduced work weeks in every industry.

A renewed emphasis on family and changing priorities have increased employee desire and demand for leisure time. Traffic congestion, global warming, and rising fuel costs are only a few of the trends that have led to "trip-reduction" mandates on employers. Affordable personal computers and modems are examples of the technology that is making work-at-home an additional option.

Compressed work weeks have already been introduced into the workplace. Reduction of the number of hours worked is the logical next step. Faced with changing work force values, environmental and economic concerns, agencies will eventually consider this an attractive option rather than a radical impossibility.

It is clear from this research that some form of compressed work week (forty hours in fewer than five days) is going to be the standard in all law enforcement agencies by the year 2000, not just small departments. It is less certain that a **reduced** work week will be comfortably adopted as the standard for the new century, even though it will be feasible and

logical. The ramifications for small agencies will be somewhat greater since they have to accomplish the public safety mission with fewer personnel. The following sub-issues were studied:

1) Changing Work Force. Agencies have already begun adjusting to changing values. In order to effectively manage the future rather than **be managed by** the future, agencies will have to actively pursue further adjustments in order to retain a viable work force as the employment pool dwindles (according to current demographic projections.) In addition to fewer work days and hours, employers must change expectations and performance measures by which employees are rated. Administrators will have to provide opportunities for self-actualization and partnership, as well as autonomy.

2) Economic Constraints. Economic constraints will result in a need to redefine "service expectations" for the community. Greater community involvement and "community oriented policing" will be the model of the future. Citizen participation, volunteerism and privatization will help contain costs. These advances will reduce the need for greater numbers of sworn peace officers. Technology will enable them to provide many non-emergency services from at-home work stations. Reduced commutes and reduced work hours will result in reduced pay but increased quality leisure time for the work force of the future who will value time more than money.

3) Coordination Problems. Certainly, off-site work stations and reduced work weeks that result in fewer opportunities for supervision will present difficult but not insurmountable problems. The communities law enforcement serve may be fearful that service levels will suffer as a result of perceived reduction in officer availability. Managers have legitimate concerns about communication and access to staff members. Means will have to be devised

to enhance limited opportunities for training and multi-directional communication. Accountability cannot be sacrificed, nor can the esprit de corps that is essential in efficiently run agencies. The needs of administrators, courts and other criminal justice agencies who require accessibility to police personnel must also be met.

### Recommendations

This study has been a first step in raising the possibility of a reduced work week. It has posed a number of questions regarding related issues that merit further inquiry beyond the scope possible in this effort.

The concept of a reduced work week is obviously contingent upon two major changes: advanced technology and reduced service expectations. The impact of Community Oriented Policing on work schedules could further explore these possibilities. What kind of technology will be needed in the next decade to make the desired future a possibility? How much is already available?

During the course of this study, major changes were taking place in the world at an unprecedented pace. A united Germany . . . the attack on Communism in the Soviet Union . . . the possibility of peace in the Middle East . . . the possibility of further war . . . and more. What impacts, if any, will these political issues have on work schedules of the future?

The cost and availability of fuel--a major issue during the forecasting stage of this study--was greatly impacted by the Gulf War. How would the forecast differ if done now?

Two additional options to the economic crisis in the public sector became apparent during the course of this study: What is the future of regionalization of police services? What is the likelihood of a statewide police force with centralized training? In such a potential scenario, officers would receive standardized training and compensation. There would be no need for commutes; rather officers would work near their residence and could

readily transfer to another agency as the result of a relocation. These also have merit for further research.

### Future Implications

This study has described a reasonable possibility of the "most likely" future. Administrators will continue to be confronted with retrenchment management challenges. Will small law enforcement agencies be ready? Or will they become victims to regionalization, county contracts or private policing?

The seed has been planted for a desired future. That seed must now be cultivated by others. Much has been written recently of the transformational leader and vision. She/he must be able to think and plan strategically, creatively for the future. This will require the ability to know, not only where the organization is going, but where it ought to be going and how to ensure it gets there. Witham notes that "police leaders cannot singlehandedly upgrade law enforcement, [however] there is no other single group as important to this process."<sup>17</sup> It is the leader of change, not the manager of change, with vision and zest for the future, cognizant of these and other issues, who will impact law enforcement in the next decade and beyond. Whether the issue is work schedules or increasing violence, law enforcement must be the manager of the future, not the pawn.



## APPENDIX B

### NOMINAL GROUP TECHNIQUE PROCESS

A panel was convened to participate in a Nominal Group Technique and to forecast the probability of each trend and event identified. Nine members participated representing diverse cultures (7 white, 1 hispanic, 1 other), genders (6 men, 3 women) and professions (occupational safety consultant, youth counselor, personnel risk manager, analyst, police professionals). Panel members also represented three different counties (Los Angeles, Orange and San Diego). All projections are relative to 1990, the time that the panel met.

#### Candidate Trends Identified by Panel

- Impact of dual career families
- Level of single parent households
- Impact of changing demographics
- Impact of changing work ethics/values
- Impact of criminal activity patterns (global to local)
- Number of people working out of home
- Level of demands from hazardous materials incidents
- AQMD demands for restrictive environmental laws
- Level of use of alternate transportation
- Level of availability of affordable housing
- National average age of work force
- Level of popularity of private security
- Fuel costs
- Level of demands for public services
- Level of financial stability of government
- Impact of labor relations
- Level of desire for shorter work weeks
- Impact of worker's compensation and liability claims
- Level of county traffic congestion
- Average commute time
- Level of computer confidence
- Quantity of mandated training requirements
- Level of mandates on enforcement activities
- Level of public willingness to pay for services
- Impact of technology in office
- Level of recruitment and retention
- Impact of world conflict
- Level of desire for leisure time
- Level of interest in "job exchange"

## Candidate Events Identified by Panel

Supreme Court rules fathers get ninety day paternity leave  
OPEC doubles the cost of crude  
Over one-third sworn peace officer jobs are civilianized  
AQMD mandates use of alternative transportation  
U.S. President signs bill to increase patrol hours by 15%  
Limited use of personal vehicles mandated  
State mandates regionalization: all police services under one region  
State mandates forty-hour week reduced  
Drug-related crime exceeds 75% of current rate  
Day care service mandated

After completing all six steps of the Nominal Group Technique and Trend Screening, the following lists of rank-ordered Trends and Events were identified. The panel unanimously agreed that each trend and event was pertinent and worth forecasting. A fifth event (mandated regionalization) was also identified as potentially important and initially included in the forecasting stage. However, this event was eliminated when it was projected to have no likelihood of occurring.

### Selected Trends

- T1** Air Quality Management District (AQMD) Demands for Environmental Laws: Laws similar to Environmental Protection Agency Trip Reduction may be passed requiring employer compliance and employee adjustments on means of travel. This could include fewer work days, mass transportation plans, car pooling and work-at-home options, among others.
- T2** Fuel Costs: Depending on direction of trend, all modes of transportation will be impacted, including frequency/distance of travel and parallel restrictions; potential to impact use of mass transit options as well as take-home vehicles.
- T3** Level of Demands for Public Services: The level of citizen expectations and satisfaction from all levels of local, state and federal government will impact scheduling options. Law enforcement agencies are expected to provide 24-hour "social welfare" services. While police and sheriff's departments are the most accessible to local communities, these agencies are impacted when state and federal public service agencies reduce their services (such as shelters).

- T4** Level of Financial Stability of Local, State and Federal Government: Level of fiscal condition may require benefit and schedule adjustments for cost savings. All jurisdictions are relevant because cuts in one level of government will impact other levels (i.e., city loses state and/or federal funding; county begins charging for services).
- T5** Desire for Shorter Work Weeks: Employees as well as employers may ultimately demand compressed work weeks (forty hours in fewer days).

#### Selected Events

- E1** OPEC doubles cost of crude: causing fuel cost to consumers/employers to rise.
- E2** AQMD mandates use of alternative transportation (e.g., car pooling, bus, light rail for specified travel).
- E3** Limited Use of Personal Vehicles Mandated: (e.g., no sole-occupant vehicles on freeways, alternate day authorized use).
- E4** State mandates reduction of 40-hour work week: forty hours must be worked in fewer days.

#### Forecasting

Trend Forecast. The panel was next asked to evaluate the level of each trend relative to today (1990): (1) what it was five years ago, and (2) forecast both nominal and normative modes at five and ten-year points from the present.

In all cases, the panel median indicated that the level of each trend was less five years ago than it is today. The normative median generally indicated the trends should be close (within fifty points) to where they "ought to be", with the exception of "demands for public services". All except "financial stability of government" were expected to be the same or higher than they "ought to be" (Table 1). The individual trends are analyzed below. The range reflects distortion by two panel members who rated at opposite extremes on most data.

T1: AQMD Demands for Environmental Laws

The panel results for this item indicate that there will be some increase in the trend and that it will be on target with where it should be. The median for both nominal and normative estimates was 200, or an estimate that there will be twice as many environmental laws mandated by the AQMD in five years than there are now, as there "should be". The panel is indicating that the trend will most likely increase an additional 50% in the second five years, while they believe it should level out and remain constant between years five and ten. These results are displayed on Figure 1.

<u>Range:</u>	<u>Five Years Ago</u>	<u>Five Years</u>	<u>Ten Years</u>
Nominal	20-60	150-200	75-500
Normative		100-400	100-400

T2: Fuel Costs

The panel median was again very close in both the nominal and normative modes at both the five and ten-year points. The panel expects the cost of fuel to double in ten years, although the greater increase "will be" in five years. This differs from the desired level which "should be" only half of the projected level.

The range of nominal data at five years reflects the period of greatest agreement. Discounting the one high and one low estimate, the remaining seven panelists were in closer agreement (125-200). At ten years, the range is distorted by one radically low estimate (50 nominal, 25 normative) in comparison to the others. With the exception of the two extreme high and low estimates, the panel was in greater agreement at the five-year normative estimate (125-200) than at the ten-year (100-250). This supports the conclusion indicated by the medians (Figure 2).

<u>Range:</u>	<u>Five Years Ago</u>	<u>Five Years</u>	<u>Ten Years</u>
Nominal	30-100	150-400	50-600
Normative		75-600	25-600

T3: Demands for Public Services

While the panel believes demands for services will double in five years, demands are expected to remain at that level over ten years. However, the panel believes the levels should essentially remain at current levels, with only a minor increase (Figure 3).

<u>Range:</u>	<u>Five Years Ago</u>	<u>Five Years</u>	<u>Ten Years</u>
Nominal	50-150	100-300	100-400
Normative		100-250	100-200

T4: Level of Financial Stability of Local, State and Federal Government

This trend demonstrated the greatest levels of disagreement. Most likely, it reflects the varying opinions of the panelists, however, there is also a possibility that one or more panelists were confused over the rating system on this trend even though instructions that "a higher number indicates the trend is increasing or better" were repeated. All but one of the panelists indicated that this trend would be either the same or better at ten years than five, a conclusion that indicates society will do better in the future than it is doing now in managing the cost of government services! Only one panelist, however, thought that it would be where it ought to be; most thought that the financial stability of government "should be" better than it is going to be (Figure 4).

<u>Range:</u>	<u>Five Years Ago</u>	<u>Five Years</u>	<u>Ten Years</u>
Nominal	50-200	50-200	25-300
Normative		100-400	100-400

T5: Desire for Shorter Work Weeks

The panel medians for this trend indicate that the desire for a shorter work week will increase somewhat in five years and only slightly more in ten. This will be relatively close to what the level "should be", although it is still somewhat higher (Figure 5). In general, the normative range indicates the desire should be less at ten years than at five.

<u>Range:</u>	<u>Five Years Ago</u>	<u>Five Years</u>	<u>Ten Years</u>
Nominal	30-150	110-200	105-250
Normative		50-250	70-200

Event Forecast. The panel was then asked to determine the probability that each of the events would happen. They were asked for the number of "years until the probability first exceeds zero" as well as the positive and/or negative impact of each event on the main issue if the event occurred.

In sum, the first two events were likely to occur while the third and fifth were not very likely. Probability for three events ranged from zero to 100 at both the five and ten-year intervals. However, only the mandated reduction of the 40-hour work week was more likely to occur within ten years than five. This data is reflected on Table 3. Discussion on individual events follows.

E1: OPEC Doubles Cost of Crude Oil

The panel median indicates that the likelihood of the cost of crude oil doubling could first occur after three years. The probability of this occurring within the first five years is 50% and increases to 80% probability within ten years (Figure 6). While the panel was split on the positive and negative impact should this event occur, the median reflects that a greater negative impact on work schedules is expected.

E2: Alternative Transportation Use Mandated

The mandated use of alternate transportation is expected within ten years, with a 75% probability that it will occur within three to five years. Although some positive impacts are anticipated, the greater impacts will be negative. The wide range on this event is due to divided panel opinions. While five panelists expect it to happen, the remaining four give it a zero to 25% probability (Figure 7).

E3: Limited Use of Personal Vehicles Mandated

A divided panel resulted in a median opinion that this event is not very likely to occur. However, if it does, it is most likely to occur within the first two to five years (Figure 8). The panel was also split on the positive and negative impact of this potential event; the median resulted in zero impact on work schedules.

E4: Reduction of 40-hour Work Week Mandated

Again, this event was seen as not very likely to occur with widely divided opinions. Three panelists indicated it would "never happen"; one panelist expected it within five years. The remaining were divided in a range from 10% to 75% probability within the first two to five years, but increased the probability within ten years. This was the only event that was given a greater probability of occurring with the last five years (35% increase over the first five years) (Figure 9).

## TREND SCREENING

Candidate Trend	FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
	*Priceless	*Very Helpful	*Helpful	Not Very Helpful	Worthless
Impact of dual career families		5	4		
Demands for Environmental Laws	7	2			
Fuel Costs	3	4	2		
Demands for Public Services	8	1			
Level of Financial Stability of Government	5	3	1		
Desire for Shorter Work Weeks	2	5	2		

\*Panel Total    N = 9

Figure 1 -Trend #1 Forecast  
Restrictive Environmental Laws

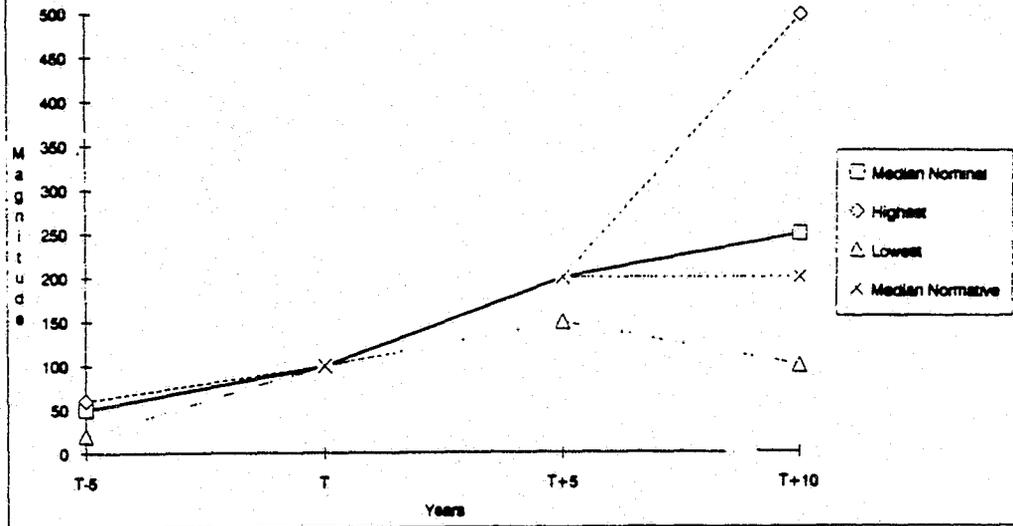


Figure 2 -Trend #2 Forecast  
Fuel Costs

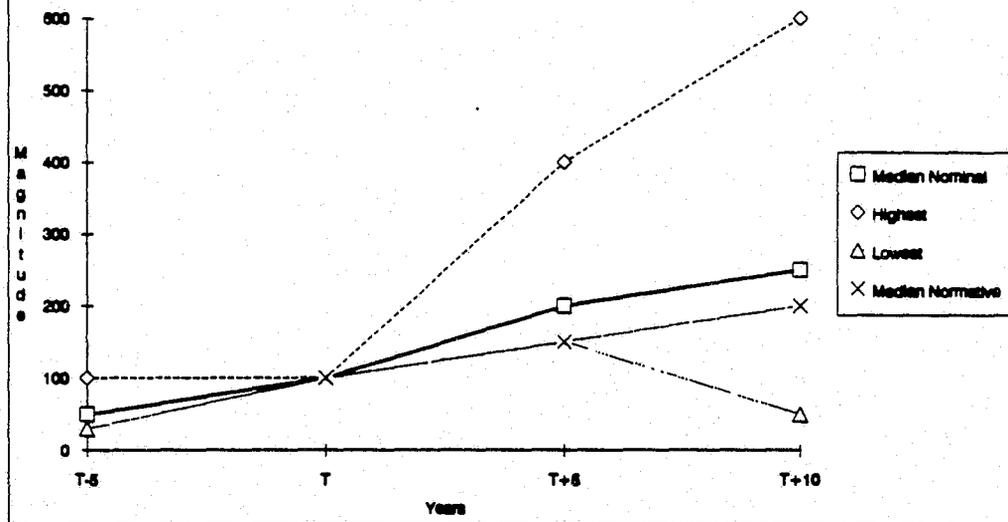


Figure 3 -Trend #3 Forecast  
Demands for Government Service

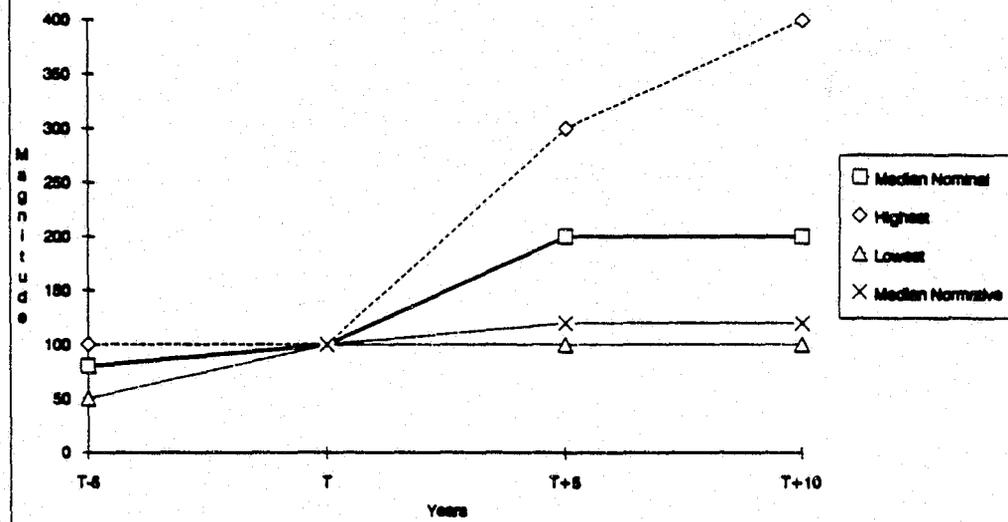


Figure 4 - Trend #4 Forecast  
Financial Stability of Government

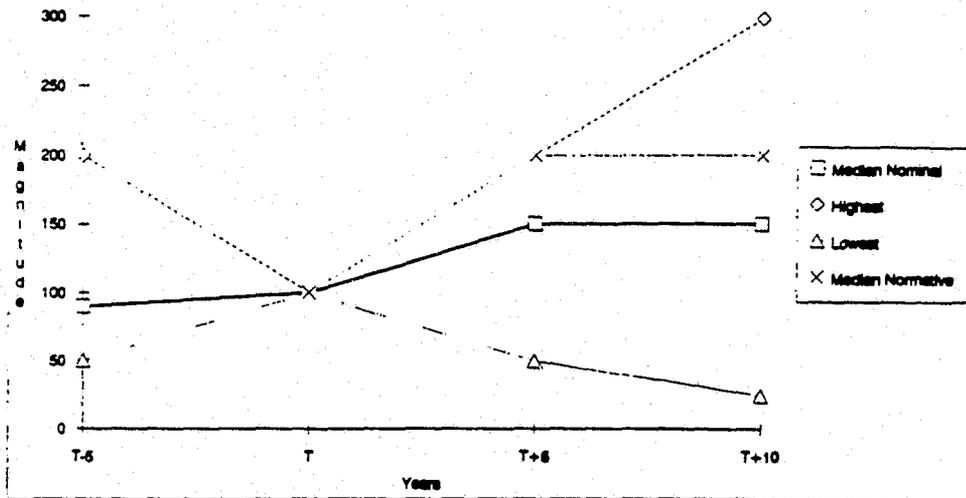


Figure 5 - Trend #5 Forecast  
Desire for Shorter Work Week

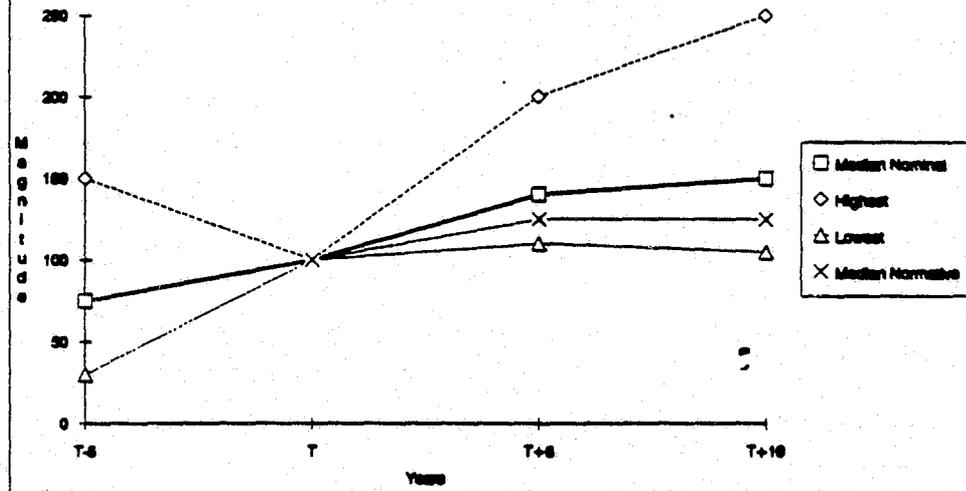


Figure #6 - Event #1 Forecast  
OPEC Doubles Cost of Crude

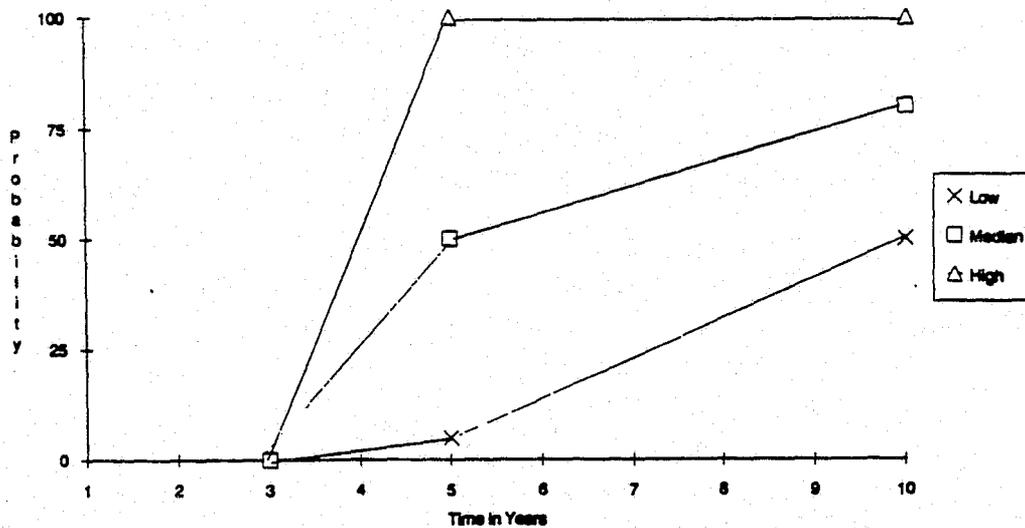


Figure #7 - Event #2 Forecast  
Alternative Transportation Use Mandated

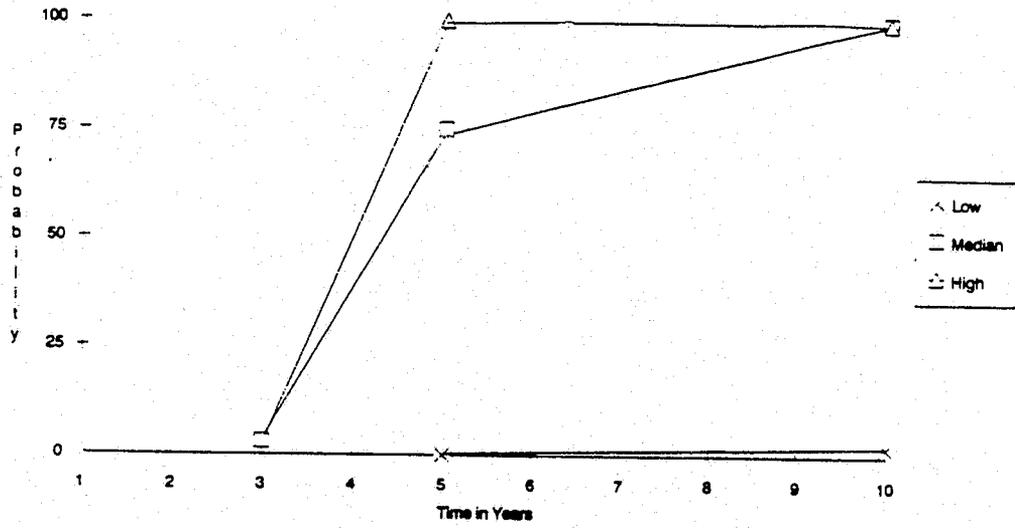


Figure #8 - Event #3 Forecast  
Limited Use of Personal Vehicles Mandated

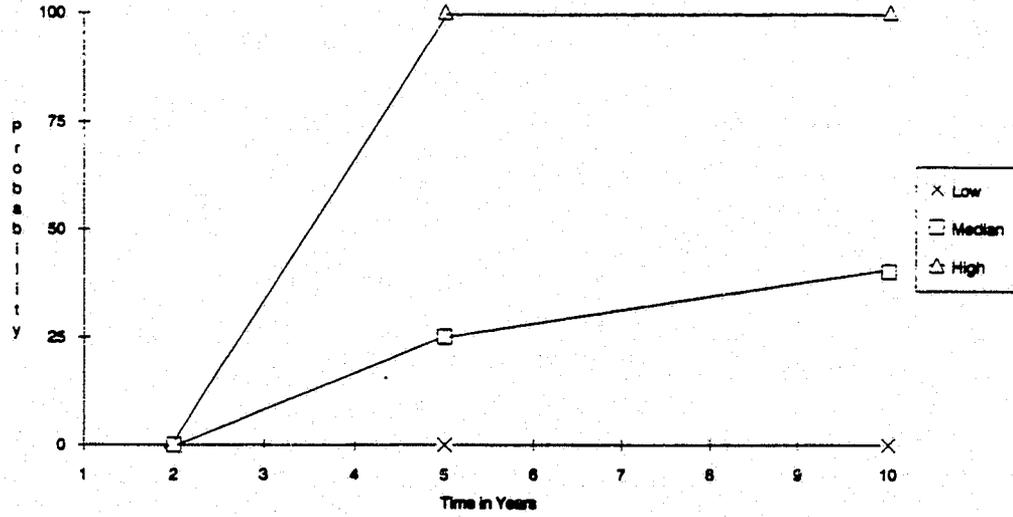
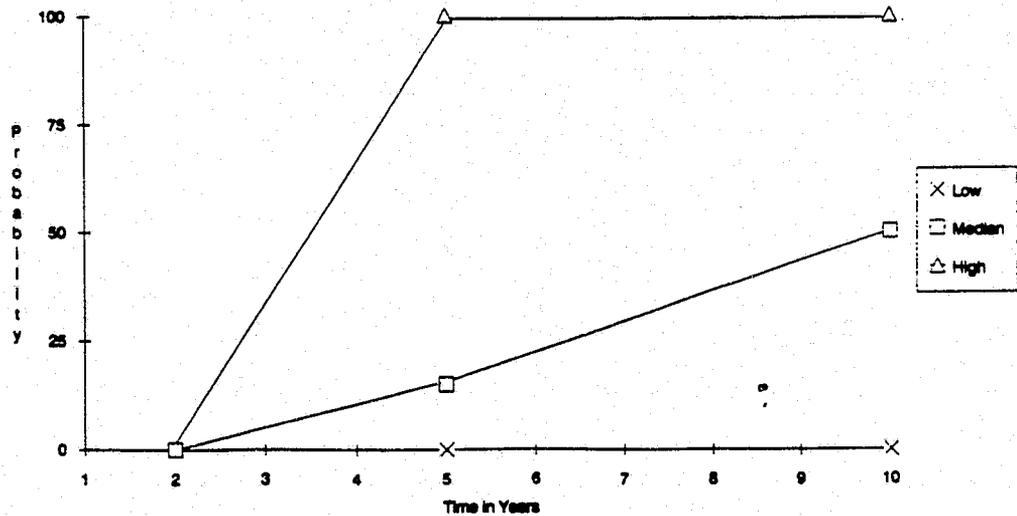


Figure #9 - Event #4 Forecast  
Reduction of 40-Hour Work Week Mandated



## APPENDIX C

## INTERVIEWS

Five law enforcement professionals were asked the following four questions. A fifth question was adapted depending on the responses given. Responses are reflected below. Where commonalities exist, these answers are totaled as a summary.

### EXPERTS INTERVIEWED

Consultant, The Commission on POST, former Chief of Police and City Manager  
Consultant/Educator, retired Chief of Police  
Consultant/Educator, retired Chief of Police  
Chief of Police, large metropolitan police department  
Captain, medium-sized police department

### INTERVIEW QUESTIONS AND ANSWERS

**Q1: What do you believe will be two critical issues facing law enforcement in the next ten years?**

**Sum: Economics = 5**  
**Services = 4**  
**Training = 2**

- A:**
- Clash between trying to offer "non-cost benefits" and organizational efficiency, caused by declining fiscal resources
  - Agencies "maintaining internal integrity" as a result of Americans With Disabilities Act (ADA)
  - "Competing for resources"; increasing demands, people aren't willing to pay
  - Continued urbanization, gang activity, and crime patterns
  - Economics ("financial condition of the city or county")
  - Diversity of expectations regarding delivery of services
  - Shrinking resources and increasing demands; Training
  - Training, specifically regarding ethics
  - Way service provided in view of diminishing dollars in budget

**Q2: What are one or two major changes you expect regarding work schedules within the next ten years?**

**Sum: More alternative schedules = 4**  
**More flexible = 3**  
**Conflict/incompatibility = 2**

- A:**
- Liberalized, not on demand criteria but employee convenience; becoming a benefit
  - To accommodate communications center staffing needs (currently insufficient)

- Increased response to changing work force, i.e., child care provisions, job sharing and work schedule exchanges
- More flexible
- Incompatibility of various schedules
- Conflict between pressures of employees working maximum number of available hours vs. employees seeking increased leave time
- More flexible but greater accountability
- Non-traditional because of problem oriented policing philosophies
- Agencies moving from 5/8 to "more costly schedules, like 4/10, 5/9, 3/12; not because they want to but because they have to" for recruitment and trip reduction mandates

**Q3: What will be some major impact/s of foreseeable economic constraints in the next ten years?**

**Sum: Service changes = 3**  
**Funding losses = 3**

- A:**
- Training, "POST dropping all salary reimbursements"
  - Standards of excellence erodes
  - Recruitment and retention; salary issues in light of public criticism in recessionary times
  - Equipment resources (unable to purchase needed technology)
  - Need to examine traditional ways of response to calls for service (CFS), e.g., civilianization, privatization, telephone vs. in-person
  - Inability to fund major items through capital budgeting
  - Do more with less
  - Work both smarter and harder
  - Lower level of service on low priority calls
  - Increase of civilianization in non-essential duties

**Q4: What adjustments will law enforcement have to make as a result of the changing values of the work force in the next ten years?**

**Sum: Sensitivity to employee = 3**  
**Emphasis on organizational values needed = 2**  
**Community values/expectations = 2**

- A:**
- Lower privacy provisions as a result of highly publicized police misconduct
  - Give more than lip service to changing work force; identify candidates with needed traits; idea of what a peace officer "looks like" has to change; greater emphasis on community- and problem-oriented policing
  - New ways to motivate employees, change from traditional rewards and sanctions
  - More sensitive to their values; also identify more clearly differences between organizational and individual values: make expectations clear that employees must act in line with organizational values regardless of personal beliefs

- Adjust training to reinforce organizational values and ethics; also be sensitive to importance of employee values; better communication regarding community values and expectations

**Q5: What problems will law enforcement need to manage as a result of (repondent's issue) in the next ten years?**

**Sum: (No close similarities, but all proactive, humanistic strategies)**

- A:**
- Restructure recruitment to comply with ADA; standardized training
  - Put verbiage into action: do strategic planning; don't just talk about it
  - Be prepared for conflicting expectations; lack of access to officers "out of touch" due to extended days off
  - Increase partnership/communication with everybody (employees, peers, community)
  - Manage change to reduce resistance; officers need to be more open to feedback and ask "what can we do to make it better?"

## APPENDIX D

### MODIFIED POLICY DELPHI (Process and Results)

After a round table process, sixteen possible strategies were identified. The panel then identified the following criteria by which each strategy would be measured to determine if it were practical:

1. Does it achieve the mission?
2. Is it feasible?
3. Will it be effective in marketing the proposal?
4. Is it manageable? (i.e., tougher to do than it is worth)
5. Is it cost-effective?

Each panel member then privately rated all sixteen strategies based on the above criteria. Following the first vote, each strategy was discussed; advantages and disadvantages of each were identified.

To conserve on time, each panel member privately completed a stakeholder analysis to determine whether stakeholders would support, oppose, modify or ignore each strategy. Panelists were also asked to indicate which stakeholder might become a surprise opponent on a particular strategy. A majority opinion determined the panel conclusion; ties were broken by the facilitator. This information was used by the writer for final strategy selection.

The panel then completed a last round of private voting. Changes between the two rounds were minimal, but did result in one alternative rising to the top four. Since two of the four were quite similar, they were combined to become one strategy. Review of the discussion and stakeholder analysis narrowed the options to the three discussed in the text.

**Alternative Strategies**

1. Inform Press of intent and give information  
Pros: Notification, eliminate fears  
Cons: Not supported by press, limited distribution
  
2. Inform employees of benefits of plan  
Pros: Buy-in  
Cons: Mind set, don't like it  
Fearful of change
  
3. Inform community at large: Multi-media, newsletter  
Pros: Wider distribution, eliminate misperception and fear  
Cons: No interest in covering
  
4. Get input from Council  
Pros: Buy-in, discovering potential objections  
Cons: Subject to whims--early rejection, unrealistic expectations
  
5. Build-in system for evaluation  
Pros: Measure objective  
Cons: Takes on life of own, difficult
  
6. Network with criminal justice system  
Pros: Ease potential problems, cooperation  
Cons: Not enough time -> conflict->overtime costs
  
7. Discuss potential to implement city-wide with city official/representatives  
Pros: Consistency, bookkeeping, wider support base, harmony  
Cons: Resistance, inter-departmental meetings difficult
  
8. Anticipate cost impact to see if (equipment, overtime) (additional employees) needed  
Pros: Less cost  
Cons: Could prove too costly

9. Prepare/train supervisors for scheduling; how to reduce anticipated problems
  - Pros: Reduce confusion; increase buy-in
  - Cons: Increase time required for scheduling  
Increased levels of communication, can lead to misinterpretation
  
10. Involve employees early in process
  - Pros: Buy-in
  - Cons: Raising expectations, control issues, "resistance to change"
  
11. Develop family education program
  - Pros: Early acceptance, realistic expectation
  - Cons: Unrealistic expectation
  
12. Neighborhood Watch and civic club presentations
  - Pros: Community support shows caring/partnership
  - Cons: Getting attendance; officers time to do
  
13. Keep stakeholders informed of progress
  - Pros: Support, buy-in
  - Cons: May reject; may blame problems on schedule; sets precedent, desire for control
  
14. Be sensitive to feedback
  - Pros: Continue support, focus, improve, awareness of public perception
  - Cons: Can't change, expectation to act
  
15. Identify target audience
  - Pros: Considered all elements
  - Cons: Might miss somebody
  
16. Inform AQMD, get buy-in, input
  - Pros: On track, get on your side
  - Cons: May want more, document

**STAKEHOLDER ANALYSIS**  
(Panel Consensus\*)

SH Strategy	Emp's Families	Citizens	Council	City Manager	Emp's	Admini- stration	AQMD	Victims	Criminal Justice System	Press
Inform Press	S	S	S	S	S	S	S	S	I	S
Inform Emps	S	S	S	S	S	S	I	I	I	I
Inform Community	S	S	S	S	S	S	I	S	I	S
Council Input	S	S	S	S	S	S	I	I	I	S
Evaluation	I	S	S	S	S	S	I	I	I	S
Crim Justice Network	I	I	I	I	S	S	I	I	S	S
Intra-Dept	S	S	S	S	S	S	I	S	I	S
Cost Analysis	I	S	S	S	S	S	I	I	I	S
Train supvs	I	I	S	S	S	S	I	I	I	I
Emp input	S	I	S	S	S	S	I	I	I	I
Family Ed	S	I	S	S	S	S	I	I	I	S
Civic Pres	I	S	S	S	S	S	I	I	I	S
SH informed	S	S	S	S	S	S	S	S	S	S
Feedback	S	S	S	S	S	S	I	S	S	S
ID Targets	I	S	S	S	S	S	I	S	I	S
AQMD Input	I	I	S	S	I	S	S	I	I	S

\*N = 7

Legend:

SH = Stakeholder  
 S = Support  
 O = Oppose  
 M = Modify  
 ! = Ignore/Neutral

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3. Charlene Marmer Solomon, "24-Hour Employees," Personnel Journal, August 1991. p. 60.
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