Managing for results: A case study of the Fontana Police Department

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MANAGING FOR RESULTS: A CASE STUDY OF
THE FONTANA POLICE DEPARTMENT

A Project
Presented to the
Faculty of
California State University,
San Bernardino

In Partial Fulfillment
of the Requirements for the Degree
Master of Public Administration

by
Brighton Ncube
September 2003
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8/5/03
ABSTRACT

The Government Performance and Results Act of 1993 gave rise to the need for public agencies to be accountable to the people and to improve their efficiency and effectiveness. In light of this there has been a growing need for the implementation of managing for results in the public sector. Managing for results fundamentally aims at creating a high performing public agency.

The research examined the work of the Fontana Police Department in light of a theoretical framework of managing for results. This study, therefore, consists of literature research providing background and basic knowledge on managing for results, high performing public agency, strategic planning, outcome measurement, results-based budgeting, policy analysis and an examination of the operations of the Fontana Police Department.

Survey questionnaires were administered to Fontana residents, and junior police officers. Additionally, senior police officers were interviewed about their work. The survey provided information on the level of satisfaction about the work of the Department by all stakeholders, impact assessment of the various programs, job satisfaction of staff (customer strategy),
implementation of the strategic plan, community involvement and different management systems that are in place.

In synopsis, the study concludes that:

- Inspite of some problems highlighted in the operations of the Fontana Police Department, its practice does match the theory of managing for results; therefore, it can be perceived as a high performing public agency.

- The FPD operates on the basis of a strategic plan with a mission statement, vision, values, goals and objectives. The Department involves its stakeholders in formulating the strategic plan, i.e., coming up with critical issues that affect the residents.

- The FPD regularly evaluates the effectiveness or impact of its programs on the community; the Department has won numerous awards for excellence in community policing.

- The FPD is slowly moving from line-item budgeting to the state of the art results-based budgeting system which focuses more on outcomes.
Leadership is responsible for the visioning process and guiding the implementation of policy and strategic plan. Good leadership is vital for creating a high performing organization.
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CHAPTER ONE
INTRODUCTION

The Fontana Police Department (FPD) was established in 1952. By then the department had five officers and the concept of a 24-hour police patrol was launched. The citizens of Fontana are at present served by 142 sworn police officers and 59 support civilian personnel. The Police Department has evolved from a small one policing a five square mile area to a modern suburban department policing 36 square miles and serving 138,309 people.¹

Divisions

The Fontana Police Department has three main divisions, namely the Administrative Services division that is headed by Captain Larry Clark, the Field Services division headed by Captain Tim Ousley and the Special Operations division headed by Captain Terry Holderness.² The Administrative Services Division’s primary mission is to provide support services to the Field and Special Operations division.

¹ Fontana Police Department’s Annual Report, 2001, P1.
² Ibid., P2.
The Field Services division operates twenty-four hours a day, seven days a week patrolling the city of Fontana. This division is responsible for crime prevention, crime detection, criminal apprehension and public education. Its primary duty is the enforcement of state and local laws and regulations, as well as assisting citizens in all matters from animal problems to civil disputes.³

The Special Operations Division provides front line field support to the Field Services division. This division includes: the Multiple Enforcement Team, Bicycle Patrol, Gang Unit, Building Great Neighborhoods, Crime Free Multi-housing Program, Traffic Unit, the Narcotics Unit, School Resource Officer programs, Chaplain and Explorer Scout Programs, etc.

According to Captain Tim Ousley, the divisions work in close collaboration with each other and they have developed cross-cutting outcomes. Employees from different divisions are expected to work together at all levels not only through formal meetings and joint projects, but also

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³ Ibid, P3.
informally on day-to-day activities. All city departments are expected to work together and coordinate with each other when dealing with community problems. Police employees are expected to think of the entire city government as one organization that is expected to work together to improve the community. This is a holistic approach to policing.

Fontana Police Department’s Mission Statement

The Fontana Police Department is committed to protecting the community by providing quality “Service and Integrity.” As an organization we will continue to build diverse community based partnerships. These partnerships will be guided by innovation and perseverance to ensure Fontana’s future as a well-developed, dignified and respected community in the Inland Empire.

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4 Ousley, Tim, Police Captain, Interviewed by author, February 21, 2003, Fontana, CA.

5 Fontana Police Department’s Annual Report, 2001, P5.

6 Fontana Police Department, Strategic Plan Document, 2000, P1.
Vision

Dedicated to excellence and professionalism, we are committed to working with the people of Fontana to enhance the safety and security of our diverse community.\(^7\)

Values

Integrity - Adhering to a code of fairness and justice.
Ethical - Maintaining high professional standards.
Honesty - Truth and sincerity in action.
Quality - Pride in service and performance.
Dependable - Reliable and responsive to the community.
Innovative - Developing strategies to serve the community today and into the future.

Statement of the Problem

This research attempts to investigate whether or not the Fontana Police Department practices managing for results and assesses whether it qualifies to be called a high performing public agency. Transforming government agencies into high performance, accountable, proactive entities is a task that would even challenge queen Calafia, the noble ruler of the mythical island of California. The pressure for reinventing government has

\(^7\) Ibid., Pl.
become a modern requirement that must be taken seriously. The present work will assess a particular law enforcement agency and apply the findings universally as an attempt to arrive at the true essence of the philosophy of managing for results.

This study will accomplish the following:

- Through literature research it will provide a theoretical framework for managing for results that will be used in analyzing my field research findings,

- Through survey instruments determine the current state of the Fontana Police Department as far as managing for results is concerned,

- Also through survey instrument examine some characteristics of a high performing public agency in relation to Fontana Police Department, and

- Once data are analyzed, determine if the Fontana Police Department exemplifies managing for results that makes it a high performing public agency.

The author, a former United Nations projects development manager working in ten countries in Southern
Africa, chose this topic because of his experiences with developing high performing organizations, capacity building, strategic planning, program evaluation and monitoring and results-based budgeting. The author was motivated to tackle this topic because of its growing significance in America especially after the passing of the Government Performance and Results Act of 1993.

This study is limited to one agency which has won numerous awards for excellence in community oriented policing and has been used by most law enforcements agencies including Canada an example of "good practice" for their police officers in training or for management development programs.

Research Questions

1. Can the Fontana Police Department be perceived as practising managing for results, resulting in it being a high performing public agency? Do its practices match the theory?

2. How is the strategic planning process conducted by the Fontana Police department?

3. How does FPD evaluate the effectiveness of its programs?
4. What system of budgeting is practiced by the FPD and how effective is it for the agency? Is the budget used as a tool for managing for results?

5. Who are the stakeholders of the FPD and how are they involved in its operations and advancing the whole concept of managing for results?

6. What is the role of leadership in the operations of the department and how are the employees involved in decision-making and managing for results in general?

Significance of the Study

This study is important because it will show how a public agency applies specific managerial principles in thriving to achieve high performance. The study also will be a good case study for scholars and for application by most public agencies. The study is also designed to provide policy-makers with the current state of affairs in terms of managing for results and applicable policies for creating a high performing public agency. Such a study, it is hoped, will stimulate further research on different aspects of police forces and the broad field of managing for results.
Definition of Key Terms

Managing for Results - Managing for results is defined as a comprehensive, systematic, integrated, and dynamic framework for action designed to transform public agencies into high performance organizations. Managing for results strives to link management with policy, analysis and measurement with action and public administration with politics. 8

Evaluation - The use of social research procedures to systematically investigate the effectiveness of social intervention programs that is adapted to their political and organizational environments and designed to inform social action in ways that improve social conditions. 9

Strategic Plan - "A disciplined effort to produce fundamental decisions and actions that shape and guide what an organization or other entity, in terms of what it


does and why it does it” (Bryson, 1988).\textsuperscript{10} It is an all-inclusive approach to planning for 2 - 5 years that provides an overall framework for action. It derives from the Greek word for “General” and it is neither detailed nor a step-by-step approach.

**Activities** - are what a program does with its inputs - the services it provides - to fulfill its mission. Program activities result in outputs.

**Outcomes** - are benefits for participants during or after their involvement with a program. Outcomes may relate to knowledge, skills, attitudes, values, behavior, condition, or status. For a particular program, there can be various “levels” of outcomes, with initial outcomes leading to longer term ones.\textsuperscript{11}

**Outcome indicators** - are the specific items of information that track a program’s success on outcomes. They are benefits or changes for individuals or populations during or after participating in program activities. They are influenced by a program’s outputs.


Outcomes may relate to behavior, skills, knowledge, attitudes, values, condition or other attributes. They are what participants know, think, or can do; or how they behave; or what their condition is, that is different following the program. They describe observable, measurable characteristics or changes that represent achievement of an outcome.\textsuperscript{12}

Limitations of the Study

Due to time constraints, this research is not exhaustive. It will try to address only the key issues relevant to the topic under consideration. Managing for results is too broad of a topic in public administration, hence the researcher will focus of the application of its main principles by the Fontana police department. Even though the study is limited to one public agency, the researcher thought that lessons learned from this particular agency can be of great significance and the results may have a wider application in public management.

Summary

The chapter discussed a brief history of the FPD, its three main operational divisions and highlighted the

\textsuperscript{12} Ibid.
statement of the problem, research questions, defined terms and showed the significance of the study. The following chapter will review the literature.
CHAPTER TWO

REVIEW OF THE LITERATURE

This chapter discusses the theoretical framework of managing for results, strategic planning, the identification of critical issues, and outcomes measurement. A review will be done of the annual reports that the Department has been producing together with the brochures of different departments/units.

Literature is available that discusses issues that have to do with managing for results, results-based budgeting and strategic planning. There is also enough literature that discusses topics like program evaluation and high performance. Areas of controversy that I found were the difficulties in measuring intangibles within a program and the assumption that results-based budgeting is a state of the art budgeting system that is used by all high performing public agencies.

Organization of the Literature Review

The review will be organized on the basis of the research questions hence it will follow the following topic sequence:

- Managing for results
- High performing public agency
Literature Review

Managing for Results

Managing for results represents a change from the rules of traditional public management. Established theories favor tight controls over budget and staff with the responsibilities and accountability of top management clearly defined. Managing for results was given a boost by President Clinton's efforts to reform government. Once elected in 1992, Bill Clinton began building his base for this juxtaposition of "the way we have always done it" with a new, courageous leap toward "agency accountability and results based consequences, designed to improve public management and the poor reputation of most agencies."^{13}

Clinton's effort to reform was not a new one but once elected he capitalized on the power and influence of his

^{13} Managing for Results: Status of the Government Performance and Results Act Available (online) http://frwebgate.access.gpo.gov/cgi-bin
office and upon the insurmountable wave of public revolt toward government waste, abuse, laziness, ineffectiveness, and the perceived absence of customer service. In 1993 Clinton signed the Government Performance and Results Act. This law outlined how federal agencies were to be transformed from their “old way” and embrace the new climate of public management and accountability, codified the use of agency “results” or “outcomes” in determining their effectiveness, their funding levels and the imposition of sanctions designed to improve their performance.\(^\text{14}\)

Characteristics of results-oriented management include: an organization that spells out and defines its mission and goals; the development of measures and plans that are linked to the mission and the use of information about performance to improve the program results.

Managing for results also involves several key phases and management tools as identified by Randi Miller and Guenther Kress in their paper entitled, “Managing for Results: An Assessment of the newest Paradigm of Public Management Reform in the United States.” The model

\(^\text{14}\) Managing for Results: Status of the Government Performance and Results Act Available (online) http://frwebgate.access.gpo.gov/cgi-bin
developed by Miller and Kress reflects practices that the pioneers of managing for results have used throughout various levels of government.

According to their five step model, the first process in implementing managing for results involves the use of strategic planning in order to identify the desired mission, performance, goals and outcomes of an agency, department or commission. Step two in this process is the actual development and implementation of strategies by using one or more tools, including operational planning, entrepreneurial management practices, re-engineering, innovation or total quality management.

The third key phase in this process integrates performance measurement through the evaluation of outcomes. The fourth step is compiling a performance report with the assistance of a management information system. The final step is the use of performance information that will result in shaping the budget process, policy development and decision making related to the program.15

This topic is extensively covered in the book by: Mark A. Abramson and John M. Kamesky, *Managing For Results* 2002. They discuss five critical steps of managing for results which are:

1) Defining desired performance in terms of outcomes rather than inputs or outputs. This is also key in strategic planning and the whole visioning process,

2) Identifying critical issues and developing/implementing strategies to address these issues,

3) Measuring performance using agreed upon measuring tools,

4) Reporting performance to all stakeholders and,

5) Using performance information to improve program efficiency and effectiveness.\(^\text{16}\)

At the core of this movement (managing for results) is the belief that public managers must focus on results or outcomes rather than on process, inputs or outputs. Abramson and Kamesky discuss four cutting-edge challenges for managing for results which are: involving customers,

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stakeholders and employees; increasing the use of performance information to get results; achieving cross-cutting outcomes and changing the fundamental jobs of individuals.\textsuperscript{17}

High Performing Public Agency

Managing for results constitutes a strategic framework for action to transform public agencies into high-performance organizations. High performance organizations are a group of employees who produce desired goods or services at higher quality with the same or fewer resources. Their productivity improves continuously from day to day leading to the achievement of their mission or results. The above definition is more appropriate as it addresses the core-business of government / public agencies that is producing services / results for the people.

The concept of high performance has become more central in government and not for profit making organizations because of more emphasis being placed on value, quality and customer service in the public sector. There has been pressure for high performance partly due to the Government Performance and Results Act of 1993 and

\textsuperscript{17} Ibid, P10.
fiscal pressures caused by the September 11, 2001 events. Budgets are perpetually getting tight calling for funding high performers as a priority. A variety of characteristics do identify high performance organizations in the public sector. These are:

1. A high performance organization is focused on outcomes related to service quality, customer value and financial performance. This means that the customer is viewed as being central and all attempts are made to meet his/her needs. For example, Sam Walton, founder of Wal-Mart once wrote, “Our goal is to have customer service that is not just the best but legendary.”

2. It aims at achieving desired outcomes or outcome targets. A high performance organization sets targets or benchmarks to achieve. As such it moves from emphasizing on outputs to making outcomes the key issue. There is a performance measuring system in place to measure outcomes.

3. A high performing organization is efficient and effective in all its operations. Effectiveness means the quality of public service and

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efficiency means producing quality services for the customers. This means that the organization is results oriented and mission driven in its operations.

4. It has management systems and processes that meet highest standards of quality. Such management systems may include, a strong financial system, human resource management system, information technology system etc. The workers understand it as a system, interrelationship of components leading to a development of a corporate culture with less interdepartmental fighting and chaos.

5. All employees are effective leaders. This means that there is shared vision and transformational leadership. Each employee is a leader in his or her own right i.e. distributed leadership and has a bottom up approach to decision making.

6. Manifests S3/S4 type leadership. This means that there is democratic leadership compared to autocratic and there is wider consultation in decision-making rather than a one-man do it all type of thing.
7. It has an organizational culture conducive to high performance. This means that there is trust, integrity, openness, consistency, loyalty and openness. The organization culture encourages sharing of information and open communication.

8. All employees are properly trained in accordance with the highest professional standards of their respective “businesses.” This means that it has knowledgeable workers who continue to grow professionally.

9. It is totally aligned meaning that it follows a properly laid down strategic plan and maintains its vision and mission. Because of such a strategic focus it is easy to re-align the organization when it loses focus or direction in its activities.

10. It maximizes accountability for results. This means that the organization has to means certain expected outcomes that are measurable using specific quantitative and qualitative indicators. Key to the development of high
performance organizations in the public sector is: "MANAGING FOR RESULTS."\textsuperscript{19}

The above characteristics discussed by Kress will be compared with the Fontana Police Department to see if it has similar characteristics or not.

To develop public agencies into high performing organizations public managers should consider the following:

- Develop a vision and mission for their organizations, set goals and objectives and develop operational plans,
- Develop trust among employees,
- Apply innovative management concepts,
- Specify and measure outcomes,
- Develop results based budgeting,
- Motivate workers in line with Maslow's hierarchy of needs,
- Stress performance over process,
- Pre-select and train best candidates,
- Generating commitment for shared goals,

\textsuperscript{19} Kress, G. Lecture Notes on Managing Public Organizations, 2002.
• Aim at customer satisfaction,
• Plan to be efficient and effective and produce quality services,
• Have a good understanding and management of technology,
• Develop strategic plans with quantitative and qualitative indicators,
• Do program evaluation and report performance.20

Strategic Planning

I reviewed the literature by Osborne, David and Peter Plastrik. 1979, Banishing Bureaucracy: The five strategies for Reinventing government. They discuss strategies that an agency can use to move from low performance to higher performance. These strategies are meant to do away with bureaucratic structures. The strategies are 1) the core strategy which is identifying the vision and mission; 2) customer strategy which entails dual accountability to the community and to appointed and elected government officials; 3) control strategy which encourages decentralization and also organizational, community and

employee empowerment; 4) consequence strategy that deals with motivation and positive and negative incentive that may be given to employees; and 5) culture strategy that mainly deals with doing away with habits that prohibit high performance like a bureaucratic culture. According to Osborne and Plastrik there is need to reinvent government by moving towards less bureaucratic institutions.

They expound five strategies (the five C'S) which they think can improve agency performance and these strategies are summarized as shown in Figure 1.

In essence, their strategies encourage theory Y type of leadership in public agencies rather than theory X leadership that is bureaucratic, mechanistic, autocratic, top-down and results in poor performance. They encourage decentralization, less span of control, loose chain of command, less formalization and a dynamic environment. Bureaucracies have led to lack of motivation of workers, increase in inefficiency, less creativity, less innovation, decrease in decision making and customer responsiveness and slow response to problems and the result has been "POOR PERFORMANCE."

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Source: Osborne & Plastrik.\(^{22}\)

Figure 1. The Five Strategies

The future success of measuring for results depends to a large extent on public managers' ability to develop effective strategic plans. A strategic plan serves as the starting point of managing for results; its purpose is to

involve internal as well as external stakeholders and customers in defining an agency's mission and goals, setting priorities, and specifying appropriate outcome measures. Based on the experiences of successful managing for results efforts, goals and outcomes used must be agreed upon by all major stakeholders. Stakeholder-validated outcome measures will go a long way toward ensuring that managing for results will succeed.\textsuperscript{23}

Research shows that managing for results efforts are often constrained by agencies' inability to do a comprehensive strategic planning process involving internal and external stakeholders. As a result agencies fail to build the necessary support for the acceptance of goals and outcomes.

\textbf{Outcome Measurement.}

On this topic, I reviewed the book, \textit{Measuring Program Outcomes: A Practical Approach}, published by the United Way. The book discusses an eight-step method of measuring program outcomes which are:

1. Preparation for an evaluation,
2. Choosing the outcomes one wants to measure,

3. Specifying indicators for the outcomes,
4. Preparing to collect data on indicators,
5. Trying out an outcome measurement system,
6. Analyzing and reporting the findings,
7. Improving the measuring system, and
8. Using one’s findings.\(^\text{24}\)

The systematic evaluation of public programs has become a major concern of most stake-holders in organizations. Evaluation is needed to guide their decisions regarding the continuation or discontinuation of programs, improvements in program practices and procedures, changes in program strategies, the development of similar programs in other areas and the allocation of resources. Without this essential feedback on program performance, there is little basis for determining whether a program is achieving its desired outcomes.

Program evaluation can be defined as the use of social research procedures to systematically investigate the effectiveness of social intervention programs that is adapted to their political and organizational environments and designed to inform social action in ways that improve

\(^{24}\) United Way, op. cit. P5 – 27
social conditions. Abramson on the other hand defines it as the application of systematic analytic methods to address questions about program operations and results.

Key Evaluation Questions.

- Does the program do any good at all or is it producing the desired results or outcomes?
- What is working and is not working within the program?
- How much does it cost to run the program? (Cost benefit analysis)
- Are results worth the cost of implementing the program?
- Could one achieve more with lesser resources?

Foci of Evaluation. The following are the foci of program evaluation:

1) Evaluation of conceptualization and design of intervention: It details the pathways by which programs are intended to work. It analyzes the

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problem that is being addressed by the program and the theoretical basis of the intervention.

2) Evaluation of program processes / operations: It evaluates the systems within a program like program activities, staffing, budgeting, organizational structure, program implementation and service delivery.

3) Evaluation of outcomes and impacts: It analyzes the changes that have resulted as a result of the program’s implementation on the basis of established outcome indicators. Outcome monitoring is the measurement and reporting of indicators of the status of the social conditions the program is accountable for improving.\(^\text{27}\)

4) Efficiency and Effectiveness assessment:
Efficiency refers to evaluating the strength of the link between inputs and outputs within a program (Doing things right). Effectiveness refers to evaluating the strength of the link between inputs and outcomes (Doing the right thing). It is difficult to describe the many

\(^{27}\) Peter H. Rossi (1999) P444.
approaches that can be used to estimate future program effectiveness and the innumerable situations and variations program analysts can expect to face. Past performance data can be adjusted by estimating likely effects of changes in future conditions on performance.  

Use of Program Evaluation.

- Managers can use the logic model to understand the main program elements and then plan appropriately to bring about change in their organizations. A logic model describes the sequence of events for bringing about change by synthesizing the main program elements into a picture of how a program is supposed to work. This model is often displayed in a flow chart, map, or table to portray the sequence of steps leading to program results.  

- They can use the impact model to improve performance as they would understand concepts like causal hypothesis i.e. the basic assumption

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29 Peter H. Rossi, (1999), P111
about the nature of the problem in their organizations, intervention hypothesis i.e. specific course of action that will reduce or eliminate the problem and action hypothesis that are assumed specific steps to tackle the problem.

- They can use the results of the evaluation as a basis to identify training needs to improve performance. This may include pointing out program improvement needs and effective strategies.

- Evaluation results can be used for purpose of strategic planning and providing direction to staff. Favorable outcome findings give staff a well-deserved boost. Problematic findings focus staff attention on service aspect or participant groups needing additional attention.³⁰

- It can be used to guide budgets and justify resource allocation and focus board members' attention on programmatic issues.

They can use program evaluation to suggest outcome targets.

Model of Change in Program Evaluation. An evaluation mainly tries to establish whether a program does make any difference where it is being implemented. It is difficult to evaluate change because of the intangibles that cannot be fully measured within a program. The model of change incorporates short, intermediate and long-term outcomes. The trans-theoretical model of change developed by psychologist James Prochaska sees change as a dynamic process progressing through five stages. These stages are:

1) Pre-contemplation - When one is not yet thinking about the change.
2) Contemplation - When one starts thing about how to bring about change in a given situation.
3) Preparation - Coming up with strategies that will necessitate change to occur.
4) Action - One begins to act on the problem, changes in behavior is observed, and
5) Maintenance - Behavior has changed and one is actively working to maintain the changes made.

At times it is difficult to account for change, as being directly linked to the program because of extraneous confounding factors. This can be as a result of
uncontrolled selection or endogenous change like secular drift, interfering events, maturational trends or change as resulting from the effects of other programs not necessarily the program being evaluated. Some confounding factors that result from design effects include, the Hawthorne effect i.e. people telling you what you want to hear hence giving wrong results, scholastic effects, unreliable measurements, missing data, and sample design effects. To overcome this one would use a quasi-experimental design or time series analysis.31

Results-Based Budgeting

Results-based budgeting is one of the most fundamental concept or practical tool that has gained popularity in the field of public administration, it is viewed as a modern necessity. The concept developed in the 1960s and with the dynamism of government public administration this has become not an option but a necessary tool for public managers. Results-based budgeting received support from the federal government with the passing of the Government Performance and Results Act (GPRA) in 1993. The Act introduced the concept of

results-based management which placed importance on the achievement of specific outcomes, i.e. short term, intermediate and long term by government agencies.

The aftermath of the September 11, 2001 attack on America led to: the current economic recession, budget cutting in different government departments, lay-offs and a need to develop high performing organizations. Results-based budgeting is seen as a panacea and a necessary tool for public managers. It is strongly assumed that such a concerted effort on results-based budgeting, as compared to line-item budgeting, will make a big difference in terms of performance outcomes of government or public agencies.

Results-based budgeting is a budgeting method that links resource allocation to outcomes. It is a holistic approach to management that emphasizes achievement of results as key in any budgeting process. Results-based budgeting has been around since the 1960s. During its evolution it focused on the relationship between inputs and outputs. In the 1970s Sunnyvale, CA linked employee hours to outputs by converting unit costs into productivity indices focusing on outputs. Later Sunnyvale began focusing on outcomes.
As discussed above, in support of results-based budgeting the federal government established the Government Performance and Results Act (GPRA) of 1993. This Act received support from both political parties, the executive and legislative branches of government.

There are major differences between results-based budgeting and other forms of budgeting. Results-based budgeting primarily relates outcomes to budget requests. Line item budgeting, on the other hand, does not consider the importance of outcomes and goals in a budget. It concentrates more on line items within a budget. The major similarity is that both base their projections on the previous budget.

The other form of budgeting is capital budgeting. This is a form of budget prepared based on foreseen capital expenditures. It lists proposed projects and estimated capital funds required for each in the budget year. Results-based budgeting can be linked to this form of budgeting by linking the effects of major capital expenditures to outcomes or expected benefits. The major difference between the two is on their emphasis on results, in which capital budgeting does not emphasize although it tries to show the condition that might occur without the capital expenditure.
Policy Analysis

Establishing effective logical policy is fundamental for high performance in public agencies. Policy analysis is thus a systematic evaluation of the technical and economic feasibility and political viability of alternative policies (plans or programs), strategy implementation and the consequences of policy adoption. In policy analysis one might use the rational model which assesses: 1) The problem; 2) goals of policies; 3) policy alternatives, 4) choosing the best policy alternative; and 5) Monitoring and evaluation.

According to Bellis, problems requiring policy can be classified into two categories i.e. “swamp” or “wicked” problems and “high hard ground” problems. The “swamp” problem like the Iraq war, is an important complex, “wicked” and messy problem. Because of its complexity it resists technical analysis leading to more confusion and difficulties in selecting policy alternatives. One problem for the policy analyst is that social, economic, and political problems tends to be what are called “wicked problems,” in which there is no consensus on whether a

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problem exists and how it should be solved in a fair manner.\textsuperscript{33}

The "swamp" is different from the "high hard" ground problem. A "high hard" ground problem like over-speeding, condom usage amongst teens, obesity, number of minorities in graduate school etc. are real but less important to individuals and the wider society. For example it is not an important thing for individuals or society to know how many teenagers practice safer sex. The problem though is real because of the increase in incidences of HIV/AIDS. "High hard" ground problems are therefore amenable to technical understanding.\textsuperscript{34}

Operation of the Fontana Police Department

I reviewed annual reports and brochures about the work of different units of the Fontana Police Department. I have already preempted some of my findings in the introduction of this paper and will give more details in the next chapter that will mainly examine the operations of the FPD.


\textsuperscript{34} Bellis David, Policy Analysis Notes, PA 680, Winter 2003, P15.
Summary

This chapter on literature review discussed important concepts from published works by scholars on the subject under research. A theoretical framework for managing for results was outlined which will be tested against the realities of what is happening at the Fontana Police Department. The following chapter 3 will the operations of the Fontana Police Department and will discuss in detail its three main divisions.
CHAPTER THREE

RESEARCH METHODOLOGY

Description of Research

This is a one-shot, problem-solving case study, that is, it is a one-time look at an existing problem and analyzing the findings on the basis of a theoretical framework of managing for results. The researcher assessed how The Fontana Police Department is implementing managing for results strategies, and whether or not such strategies are resulting in it achieving high performance.

Research Design

To obtain data used in this research I interviewed 3 senior managers and administered a questionnaire survey to 16 junior staff and 200 members of the community. For my secondary data sources I reviewed literature that has been produced so far by the department and this included annual reports, grant application documents, departmental literature, proposals for awards, newsletters and obtained some of the information from the internet. I did literature review of published works by scholars as a way of developing a theoretical framework of understanding to aid me in my data analysis and conceptualization. I also used lecture materials used by different professors in the
department of Public Administration from different courses as a way of testing my theoretically learned course materials on a practical field study.

Selection of Subjects

It is important to survey people who benefit from a service offered by a public agency hence I sampled 200 Fontana residents by administering questionnaires. These individuals were selected from different locations to try and come up with a representative sample. They were from the business sector, apartment complexes, home-owners, professionals in the area, like teachers, fire-fighters and people from low-income housing.

I selected the citizens based on their area of residence, type of residence, social status and age (demographics) so as to get a clearer and balanced view about the Fontana Police Department. During the survey, the author encountered substantial difficulties in contacting senior managers who seemed to be constantly on call or in a meeting. The difficulties arose from apparent lack of time or suspicion that I was a secret agent when I was surveying community members. I decided not to pursue unwilling respondents in line with maintaining good research ethics.
I promised community respondents that their responses would be kept confidential and that it was for academic purposes only, and not meant to influence any chances in policy or in the operations of the police department. I could not promise anonymity because I was number coding each questionnaire from each respondent.

I decided on the survey questions based on my research questions and avoided confusing or leading questions in the survey. I promised confidentiality to members of the public who participated in the survey.

I administered a questionnaire survey to 16 junior police officers. The rationale for surveying the junior officers was that they are involved in the actual activities of the Department and more often interact with members of the public as they do their work. The 16 officers were randomly selected from different divisions and the researcher made sure the sample was represented so as to obtain valid and reliable data. Sergeant Weissman introduced the researcher to junior staff in different units and the researcher went ahead with random sampling of subjects to gather information. The junior officers formed part of my primary sources of data. Their responses were kept confidential because most of them expressed fear that they might say something that might subject them to
victimization by senior management. I however assured them that the research was not a fault-finding mission but it was purely for academic purpose only.

It is important to obtain primary data from the implementers of the program in senior management, hence I interviewed Captains Larry Clark, Terry Holderness, Tim Ousley, and Sergeant Mark Weissman who are both senior FPD officers. I selected interview questions based on the academic capabilities of the senior officers, avoiding to have them tell me what they might have thought I wanted to hear (Hawthorne effect), wanting to encourage objectivity, reliability and validity in terms of their responses. Furthermore, I selected for interviews the Captains because they are senior officers and have been with the department for more than 10 years on average. I interviewed Sergeant Mark Weissman because he has insight onto the operations of the FPD given that he is the Public Information Officer.

Description of Survey Instrument

See appendix for a copy of survey instruments. I used closed-ended, likert scale and true or false questions because of ease of administration and to avoid respondent bias. Questions directed to senior management dealt mainly
with administrative issues like leadership, strategic planning, outcome measurement and budgeting. The questionnaire survey for the members of the community had questions mainly dealing with their involvement as stakeholders in the work of the police department, their level of satisfaction with the work of the police and how they perceive the crime rate in their area.

The responses were letter coded by the researcher for ease of analysis and reference. I pre-tested the questionnaire to avoid errors like ambiguous questions, leading or biased questions and to have proper questionnaire instructions for the respondents.35 I used these interviewing techniques because they have a lesser margin of error in terms of getting data from primary sources and they were easy to do given the time period for the research.

Data Gathering

I administered a questionnaire survey to 200 members of the community and got 200 responses without a spoilt paper. The respondents managed to respond to all questions well. This was simple random sampling done by a computer

in which the computer program numbered the population in the sampling frame, generated its own series of random numbers and then I printed out the list of the selected elements. The sample was larger so as to try and reduce the margin of error. I did a street and a door-to-door survey, selecting respondents as per the computer generated random sample which I thought was representative of the population under study. Mailed surveys were not used because it was perceived that would delay me from obtaining the results before the quarter is over and some people might not respond to the questionnaire given it is about the "police" of which people have resentments, fear, suspicions or are usually not comfortable dealing with the police.

I also managed to gather information from the publications which I got from the Fontana Police Department. The publications included annual reports, brochures, magazines, strategic plan document, newspaper articles that have commented on the work of the department and written proposals for grants or for awards. Most of the documents I read from the Fontana Police Department are not professionally published work or books but nonetheless provided valuable information for this research.
Because of the non-experimental nature of this research, there were no pre- or post-test groups. Due to the narrow scope of the research there was no preliminary sub-sample testing done. Nonetheless, all indications are that the respondents provided honest, responsible answers and it is the author's opinion that survey results are valid and reliable insofar as the respondents' observations are concerned.

Data Analysis

I analyzed each response question by question and on the basis of the established theoretical framework of managing for results. I used methods of analysis learned in my MPA courses. For example, I used the rational model of analysis to analyze policy related issues about the FPD. My analysis was based on my field findings and observations.

Research Limitations

I expected to get biased views from people who were once arrested by the police or have had their relatives arrested. There is practically no data or books on how to measure intangibles, hence this will present a difficulty for this research. To overcome this problem I operationalized the intangibles as suggested by Bellis
into systematic measurable activities. As a foreigner from Africa I might word a certain question in a particular way given the cultural diversity of Fontana and that wording could be offensive or demeaning to a particular cultural sub-group. My questionnaire was not exhaustive given the few weeks I have in the quarter to analyze a lot of questions or data. This is a qualitative research of which some facts or truth claims might be subjective and controversial.

Summary

This chapter on methodology discussed research design, selection of subjects, survey instruments used, data gathering techniques, data analysis and limitations of the study. The next chapter will therefore deal with the operations of the Fontana Police Department.
CHAPTER FOUR

OPERATIONS OF THE FONTANA POLICE DEPARTMENT

The Fontana Police Department has three operational divisions that are each headed by a Police Captain. They are the Administrative Services Division, Field Services Division and the Special Operations Division. The three divisions do a variety of activities to accomplish the mission, vision, goals and objectives of the Fontana Police Department as set out in the strategic plan.

Administrative Services Division

Administration

The Administrative Services Division’s primary mission is to provide support services to the Field and Special Operations Divisions. The mission is accomplished through civilian employees who provide such support functions as hiring of personnel, purchasing, property/evidence, planning and research, training, payroll, internal affairs, risk management, dispatch, reports, budget, records, fleet and facility maintenance, grants and special funding. \(^{36}\)

Communications Unit

The Communications unit is the primary link to officers in the field. All dispatchers attend professional training related to dispatching during disasters, crisis/stress management and skills in training new dispatchers. Dispatchers handled a total of 81,495 calls for service during 2001 compared to 123,467 calls in 2002.

Property Control Unit

The property control unit is responsible for the storage, maintenance and disposition of all evidence and miscellaneous property collected by Police Officers in the course of their duties. In 2002 the property control unit processed 23,455 items of evidence.

Fleet and Building Maintenance

The maintenance coordinator is responsible for the preventive maintenance and coordination of repairs for the police facility and all police vehicles. The department’s fleet consists of 96 vehicles, both black and white and unmarked vehicles, pickup trucks, trailers and motorcycles. Fleet maintenance is a daily activity that ensures all units are serviced and in good, safe, working condition. The maintenance coordinator assigned to this
detail works closely with the city vehicle maintenance shop and other outside vendors.37

Computer Upgrade

The Fontana Police Department remains a leader in the field of law enforcement technology, serving as a model for local law enforcement agencies nationwide. Currently, Fontana police officers use such systems as mobile data computers, satellite based police car mapping systems, wireless transmission of data to police cars, computer enhanced 911 phone systems, digital logging of phone and radio systems with desktop availability to supervisors, digital mug shots with download capability to the police car, map-based car analysis, bar-coding of property and evidence, digital archival of police reports, computer networking with other city and county agencies to provide information such as property ownership and parcel information, case status updates and electronic transmission of subpoenas, as well as networking with state agencies to share information on sex offenders, parolees and gang members. Currently there are several projects in progress. These include final installation of

37 Weissman, Mark, Police Sergeant, Interviewed by author, May 1, 2003, Fontana, CA.
and training for a mobile field training system, upgrading the system to archive police reports, digital field recorders and various other hardware and software upgrades.38

Grants and Special Funding

During 2001 - 2002, the Police Department remained aggressive in seeking alternative finding sources to better serve the citizens of Fontana. Grants for 2001 included:

State Cops
Local law enforcement block grant
Neighborhood improvement team
SANCATT
Cops in schools
Office of traffic safety39

High Technology

All these grants represented over $1 million in funding and 16 full-time positions, 6 part-time positions and funding for the helicopter program.

38 Ousley, Tim, Police Captain, Interviewed by author, February 21, 2003, Fontana, CA.

Internal Affairs and Risk Management

The internal affairs unit is staffed by a Sergeant and a Corporal officer. These two investigate citizen and employee complaints against both sworn and non-sworn personnel and internal discipline matters.

Also handled by this unit are risk management issues that necessitate the investigation of liability claims filed against the city.

Records Unit

The records unit is responsible for tracking and processing all police reports, obtaining statistical information, data entry into the department’s computerized records management system, disseminating copies to appropriate persons and agencies and registering narcotics, arson and sex offenders who reside within the city limits. 40

Field Services Division

Patrol Unit

Twenty-four hours a day, seven days a week, the Patrol Unit patrols the city 36+ square miles. As the largest unit within the Police Department, the patrol unit is the first line of crime prevention, crime detection,
criminal apprehension and public education. The primary duty of the patrol unit is the enforcement of state and local laws and regulations, as well as assisting citizens in all matters from animal problems to civil disputes.

**Reserve Officer Program**

The Reserve Officer Program for the Fontana Police Department consists of three Reserve officers and one technical reserve officer. Reserve officers are now required to complete 200 hours of training at a police academy before working as a reserve officer. After their initial training reserve officers receive 640 hours of supervised in-field training by the Field Training Officers of the Fontana Police Department. Reserve officers perform duties that are needed and provide cost effective alternative for fulfilling duties that do not require the attention of a regular police officer.

**Investigations Unit**

The Investigations Unit has the primary responsibility for conducting in-depth criminal investigations that are too complex or time consuming for the patrol unit to handle or that require highly specialized attention. The unit investigates both reported

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and unreported crime. Investigators identify and arrest criminal suspects and prepare cases for successful prosecution in the court system. It has the following investigative categories:

1) Crimes Against persons: This section investigates crimes in which people are targeted by suspects.

2) Crimes Against Property: This section investigates crimes in which property is targeted by suspects.

3) Crime Analysis Unit: The crime analyst provides investigative and patrol assistance though a variety of methods, including wanted flyers and a daily crime bulletin.

4) Missing Person: This assignment is handled by a community services officer assigned to the investigations unit.  

Air Support Unit

The Police Department utilizes a contractual agreement with the San Bernardino county sheriff's Department to provide air patrol operations through the

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41 Larry Clark, Police Captain, Interviewed by author, May 6, 2002, Fontana, CA.
use of a modern turbine helicopter. Helicopter services are funded through the state cops grant program. The air support unit provides an enhanced, proactive, aerial patrol service to the city to augment officer and citizen safety, reduce radio call response times to major crimes, increase criminal apprehension, provide a sense of police omnipresence and to reduce city liability in high-risk police incidents such as high speed pursuits.42

Special Enforcement Detail

The Fontana Police Department’s Special Enforcement Detail has the responsibility of handling incidents involving barricaded suspects, hostage rescue, high risk search warrants and situations beyond the scope of patrol personnel. The SED team consists of Special Weapons and Tactics (SWAT) and Hostage Negotiation Teams.43

K-9 Program

The primary purpose of the K-9 teams is to provide support to uniformed patrol in situations that can best be handled by an officer and a trained canine.

42 Ibid, Interview.
The purpose of the Cadet Program is to attract young well-qualified men and women to participate in an organized on-the-job training program, which includes instructions in the duties, responsibilities, methods and techniques of the Department. The program is designed to better qualify the members for Police Officer and other criminal justice positions when they have reached the age of 21. Participants in the cadet program are expected to gain practical knowledge of the functions of the Department while performing their duties as well as learning the basic theories of law enforcement.\textsuperscript{44}

Under the direction of Chief Scialdone, the City of Fontana took another step toward involving the community in the resolution of issues important to the citizens. The major goal of the Chief of Police was to widen the Department’s community policing effort and to open channels of communication between the police management team and the community. That goal has been accomplished with the Department’s Area Commander Program. Community policing activities, once the obligation of a single unit

\textsuperscript{44} Ibid, P10.
within the Police Department, are now distributed throughout the Department. The program provides for lieutenant watch commanders as coordinators of law enforcement activities in each of the three geographical areas of the city. They hold community meetings throughout the city focusing on the identification of neighborhood problems, and work with department staff on specific actions to resolve them.\footnote{Ousley Tim, op. cit.}

Field Training Officer Program

The primary purpose of the Field Training Officer program is to teach new personnel the procedures and techniques employed by the Department in its services to the community. Hiring standards set by the City and the Police Department are high. The quality of personnel and the demands for excellence placed on police employees are of the utmost concern to the City of Fontana and the Fontana Police Department managers.

Field Evidence Unit

The unit was started in February 1989. In July 1992, the entire unit had to be eliminated as a result of budget cuts. After eight years, in 2000, the Police Department was able to re-establish the unit through a "COPS More
grant”, which funded the hiring of two Field Evidence Technicians. The Field Evidence Unit is a critical need unit to the department as it allows sworn personnel to remain active in the field, while also ensuring quality professional evidence collection by a trained evidence Technician.

Special Operations Division

The Special Operation Division provides front line field support to the field services division. This division includes: the Multiple Enforcement Team, Bicycle Patrol, Gang Unit, Building Great Neighborhoods, Crime Free Multi-Housing Program, Traffic Unit, Graffiti Enforcement, Alcoholic Beverage Control, Crime Prevention and Volunteer Programs, Chaplain, DARE and School Resource Officer Programs and the Office of Emergency Services.

Multiple Enforcement Team

The Multiple Enforcement team consists of the bicycle program, Great Neighborhoods, Gangs, Graffiti Enforcement, and Crime Free Multi-housing. Each of the individual team has specific objectives and responsibilities. Combined under one umbrella has allowed an increase in personnel to address and respond to specific crime problems.
**Bicycle Program**

The four-officer bicycle patrol team facilitates interaction between officers and citizens while providing a good crime-fighting tool at a reasonable cost. This method of patrol is capable of monitoring areas where people congregate like parks, ball games etc.

**Building Great Neighborhoods**

The program was established to target crime in identified low to moderate income housing areas in the city. It is designed to employ a highly visible presence of Police officers in an attempt to enhance quality of life for residents. Using community oriented problem solving (COPS), the officers work jointly with other city departments and outside agencies to cause a visible change in the area.⁴⁶

**Crime Free Multi-Housing Program**

It is a coalition of law enforcement, business owners/managers and tenants of apartments and mobile home communities. All are committed to provide a safer living environment for residents in multi-housing complexes.

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⁴⁶ Document written by Mark Weiseman, Application for an Award for Excellence in Community Oriented Policing.
Graffiti Enforcement

The city ordinance regarding graffiti and its removal throughout the City allows for the immediate removal of graffiti on residences and businesses free of charge to the entire City of Fontana, plus a reward program of $500.00 for those reporting graffiti. A program has also been implemented where anti-graffiti signs are posted and then monitored for tagging.\textsuperscript{47}

Traffic Unit

It utilizes pro-active as well as reactive enforcement of the traffic laws. The unit provides information relating to traffic engineering of roads and intersections as well as to assist with the planning of special events that may impact the traffic flow for a specific time.

Gang Unit

Officers in the M.E.T. unit are committed to gang/graffiti suppression, investigation of gang related crime and awareness presentations in schools and for community groups. The M.E.T. unit assists outside agencies in sweeps, search warrants and surveillance relating to gang activity.

\textsuperscript{47} Fontana Police Department Annual Report, 2001, P8.
School Resource Program

The School Resource Officers work with the students in Fontana’s middle schools. The goals of the program are to provide a safe and secure learning environment through training, awareness, and enforcement when needed. The school resource officers’ presence in the middle schools helps prevent problems from occurring.48

Chaplain Program

The Police Department currently has nine Chaplains. The Chaplains help officers and victims of crime in emotionally stressful situations. They take the time needed and utilize their training and experience to help comfort crime victims and their families.49

Summary

This chapter therefore gave a picture of the operations of the Fontana Police Department. Different programs and works of sub-units were discussed which fall under the three main division. The following chapter 5 will deal with data presentation and analysis. It will present all the data that was obtained from my field

48 Ibid, P12.
49 Ibid, P12.
research and analyze it in light of the topic under research.
CHAPTER FIVE
DATA PRESENTATION AND ANALYSIS

Data Presentation

The data obtained during the surveys and interviews are presented here along with pertinent comments and observations of the author:

<table>
<thead>
<tr>
<th>Questions</th>
<th>% of True Response</th>
<th>% of False Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The Fontana Police Department has reduced crime in your neighborhood</td>
<td>83%</td>
<td>17%</td>
</tr>
<tr>
<td>2. I feel involved in the work of the police department and the department values my contributions</td>
<td>56%</td>
<td>44%</td>
</tr>
<tr>
<td>3. The FDP is a high performing public agency as evidenced by their response to crime and success in apprehending criminals and creating a safe neighborhood</td>
<td>93%</td>
<td>7%</td>
</tr>
<tr>
<td>4. I have benefited from most of the programs that the department runs</td>
<td>64%</td>
<td>36%</td>
</tr>
<tr>
<td>5. I have seen significant change in the operations of FPD and think it compares well with other PDs</td>
<td>87%</td>
<td>13%</td>
</tr>
</tbody>
</table>

Figure 2. Survey Results from the Public

Analysis of Results from Members of the Public

A greater percentage of respondents to question 1 feel that FPD has succeeded in reducing crime in their
neighborhood, thereby creating safer areas to live. Almost half of the respondents to the second question felt they were significantly contributing to the work of the police department. This is due to the many community-based programs that the FPD has. Some respondents liked the fact that they could work as police volunteers. Volunteers are involved with community-oriented crime prevention programs and services. They also assist city staff with various jobs, create interest, pride, and goodwill within the city and to stretch the city budget. The aim of all this is to bring the police and individuals together to meet community needs. It is a critical component of "community-oriented policy."

Responses to the third and fourth questions indicated that the community is satisfied with the work of the police force. The fifth question was much more relevant to senior citizens who have observed the work of the department over the years. Most indicated a remarkable improvement in community policing and the use of state-of-the-art equipment in crime investigation and prevention.
### QUESTIONS

<table>
<thead>
<tr>
<th>QUESTIONS</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. I am optimistic about my future with the Fontana Police Department</td>
<td>2.9</td>
</tr>
<tr>
<td>2. The working environment of the agency is supportive and trusting</td>
<td>2.9</td>
</tr>
<tr>
<td>3. I feel people get ahead primarily by the merits of their work performance</td>
<td>2.5</td>
</tr>
<tr>
<td>4. The leaders in my work environment are positive role models</td>
<td>3.1</td>
</tr>
<tr>
<td>5. I am satisfied with the communication between the departments</td>
<td>2.4</td>
</tr>
<tr>
<td>6. I believe all the divisions work hard to meet the needs of the community</td>
<td>2.6</td>
</tr>
<tr>
<td>7. My supervisor frequently expresses praise and appreciation to me about my work performance</td>
<td>3.1</td>
</tr>
<tr>
<td>8. I know the vision, mission, goals and objectives of the agency</td>
<td>2.2</td>
</tr>
<tr>
<td>9. I believe I contribute towards the achievement of the objectives and goals of the agency</td>
<td>3.4</td>
</tr>
<tr>
<td>10. I receive the training I need to do my job</td>
<td>3.1</td>
</tr>
<tr>
<td>11. My experience other departments has been positive</td>
<td>3.2</td>
</tr>
<tr>
<td>12. My experience with the public has been positive</td>
<td>2.8</td>
</tr>
</tbody>
</table>

### HOW SATISFIED ARE YOU?

<table>
<thead>
<tr>
<th>HOW SATISFIED ARE YOU?</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>13. With your job</td>
<td>1.9</td>
</tr>
<tr>
<td>14. With your human resource department</td>
<td>2.0</td>
</tr>
<tr>
<td>15. With the leadership of your Captain</td>
<td>2.3</td>
</tr>
<tr>
<td>16. With the maintenance department</td>
<td>2.9</td>
</tr>
<tr>
<td>17. With your IT department</td>
<td>3.1</td>
</tr>
<tr>
<td>18. Compared with a year ago, how would you describe your overall job satisfaction?</td>
<td>2.1</td>
</tr>
<tr>
<td>19. With community oriented policing</td>
<td>1.3</td>
</tr>
<tr>
<td>20. About working at Fontana Police Department</td>
<td>2.5</td>
</tr>
<tr>
<td>21. With strategic planning process</td>
<td>1.4</td>
</tr>
<tr>
<td>22. What is the general level of job satisfaction at Fontana Police Department, and please estimate the level of motivation amongst workers. 1 = Less motivated 10 = Very motivated.</td>
<td>6</td>
</tr>
</tbody>
</table>

Likert Scale: 1---2---3---4---5---6---7---8---9---10

Figure 3. Survey Responses from Junior Police Staff
Thirteen of the respondents gave scores of 6 or higher. Two respondents gave a score of 2 and said that there was more of a top down approach to management and that they sometimes work very long hours and do not get compensated appropriately for it given that community policing is a risky business. Here, the mean response is 7.25, with a standard deviation of 2.40.\textsuperscript{50}

Analysis of Responses From Junior Police Staff

Most of the surveyed workers expressed satisfaction with the work being done by the department. They liked the spirit of team-work, quality and strength of their fellow workers, schedules, flexibility given to staff and being appreciated by senior management. Staff felt that their senior management have a vision for the organization and they involve them in planning and execution of plans. The staff liked the fact that they are given an opportunity for growth and the compensation is fair though it could be better.

The survey revealed that staff liked diversity management in place at the FPD.

\textsuperscript{50} Lind A. D., Basic Statistics, 3\textsuperscript{rd} ed., New York, McGraw-Hill, 2000, P63 - 64.
The Department has managed over the years to create a conducive environment for all races to work in good harmony. It is a set of activities that the Department has undertaken voluntarily in order to advance organizational effectiveness through workforce diversity. The Department has therefore managed to shift from a homogeneous to a more heterogeneous workforce, developing an organizational culture, and management policies, that seek to enhance organizational performance through the development, management and utilization of individual differences.

What the junior officers find least satisfying is the current hiring freeze, lawsuits against the department, backbiting or bickering from other staff and performance appraisals, which they think are a bit subjective at times. Staff also felt that there was no co-ordination between departmental units despite of the fact that the policy states that units should collaborate in their activities. Some junior officers surveyed felt that there are functional silos, which makes it difficult to know at a given time what other units are doing.

From the survey responses it was evident that junior officers have specific problem areas that they are not happy about. Most expressed a fear that they might be laid-off due to current fiscal crisis. In their opinion
this would fuel an increase in crime because there would be few officers patrolling the City of Fontana. Responses to question 5 about the communication between units revealed that there are still functional silos at the FPD. Most junior officers seem not to know what the other department is doing hence this creates duplication of services or a sort of antagonism between department. This sort of antagonism results from one unit accusing another unit of inefficiency or both claiming responsibility for specific results or outcomes.

Responses to question 8 revealed that most junior officers do not understand the vision, mission, goals and objectives of the agency. They concentrate on executing what has been planned in their particular units without having a bigger picture of the whole mission. It seems no one takes time to explain these concepts and how they affect their work. Similar to with a low rating was question 21 which sought to ask their level of satisfaction with strategic planning process. The junior officers said that most of the time they are busy either in the field or in their offices depending on which department they work for doing work. They are not invited to participate in strategic planning. Some who are lucky to see the strategic plan document learn of the critical
issues being tackled by the agency written on it. The strategic plan document is not well circulated to junior officers hence it is never fully used. It becomes one of those documents that merely fill up the shelves.

Responses to question 10 revealed that junior officers were not happy with the kind of training offered to them. Most of the respondents said that, most of what they do in the field is common sense because the type of training they receive does not match with the type of sophistication being displayed by criminals. Responses to question 12 revealed that the junior officers' experience with the public has not been very positive. They argued that some members of the public are afraid of police officers and feel intimidated in their presents. This makes it difficult to gather data when investigating a crime because the public is not comfortable in the presence of the police. They feel that the public needs to be educated more about their (Police officers') duties and to understand that they are their friends who just want to create a crime-free neighborhood.

Even though community oriented policing has been described as a success, junior officers feel it is not well executed. They feel that even though its community oriented it does not have the full participation of the
community. They also think they do not have enough state of the art equipment to deal with crime. They acknowledged the fact that the Department had upgraded information technology, which was a positive move that was making their work much easier.

The junior police officers felt that the Department had a mechanistic type of bureaucracy that made decision-making take a long time. The bureaucracy has made the Department to be inflexible, not encourage innovation because the bosses are tied to the old ways of community policing. When one is innovative or takes risks and in the process makes a mistake there is instant disciplinary action hence no one wants to try new things. There is therefore, according to the officers a need to change this bureaucratic culture for the good of the Department. As criminals get sophisticated each day, there is need for police officers to be innovative to deal with “state of the art crimes.”

Some officers felt that the department’s mechanistic type of a bureaucracy inhibited creativity and risk taking hence their work was routine and boring for the most part. They argued that policing within the Fontana Police Department follows properly laid down procedures and if one does otherwise, disciplinary action or termination
follows. It is difficult to banish this sort of bureaucracy because it has evolved with the Department for years and some of the senior police officers have been involved with it for more than 30 years.

Results From Senior Management

Here are combined responses from Captains Tim Ousley, Larry Clark, Terry Holderness and Sergeant Mark Weissman.

Question 1
Describe some of the major developments that have taken place since the establishment/inception of FPD.

Answer: It has been the development of a family atmosphere, friendly working environment, introduction of information technology and employee growth of which education has been a key priority. Fontana's Community Policing Program has developed over the years and it is based on the concept of community involvement and empowerment. Department members help organize neighborhood and tenant groups to address neighborhood problems.

Question 2
How did you come up with a strategic plan for the FPD?

Answer: The Fontana Police Department has had two five-year strategic plans, one in 1995 and the
current plan that was done in 2000. The process involves all stakeholders and is well coordinated with feedback being received from the community. Critical issues that need to be tackled are identified as per the stakeholders view and goals, objectives and performance indicators are established. A periodic evaluation plan is put in place and a strategic plan document is printed and distributed to all stakeholders and various departments.

Question 3
How do you address critical issues identified in your strategic plan?

Answer: After identifying critical issues, the FPD then works through its various programs. The three divisions through their sub-units are responsible for addressing or correcting problems identified as critical issues. Most of the programs are community based and the department at times uses volunteers in law enforcement.

They have such programs as: Building Great Neighborhoods; Crime Free Multi-Housing Program; Graffiti Enforcement; School Resource Program; Reserve Officer program just to mention a few. The
strategic plan shown in the Appendix shows the importance of coming up with a mission and vision, goals and objectives, critical issues and strategies to tackle critical issues. It specifies desired performance and outcome indicators.

Question 4
What has been the effect of using IT in most of your programs?

Answer: The efficiency in the operation of the Police Department has improved mainly due to information technology. According to Captain Tim Ousley IT has reduced the time taken by officers to do specific activities or duties by half resulting in high performance and maximum utilization of time. When the Department was started, reports were hand written and put in folders / binders but now they are typed and electronically filed using the computer.

Police officers have Word Perfect in their cars, hence they do not have to waste time going to the police station to go and type their reports. This gives them more time in the field. The officers have electronic maps in their cars and they just press a button in the car when they
need reinforcements instead of calling on the radio, hence radio time is freed for other emergencies.

IT has therefore eliminated non value-added time and improved the operations of the police department. Future plans call for an extranet in which officers will manage to type their reports in the car, e-mail them to the Sergeant to approve them without having to drive to the police station to submit the reports (There are digital field recorders for officers and installation and training for a mobile field training system and upgrade system to archive police reports). They are working on coming up with a central database whereby all department units will easily access police reports or information faster and easier.

**Question 5**

*What are some of the major outcomes of your programs and what do they mean?*

**Answer:** The following are examples of specific accomplishments related to Community Oriented Policing and problem solving activities:

- Homelessness, which was identified by the city council in 1996 as the number one
critical issue facing the City of Fontana, has been practically eliminated due to the department’s Ten - 4 program and associated strategies that address the homeless problem.

• Per capita, traffic collisions are down 38% since 1998.

• Graffiti, which was identified by the city council in 1998 as the number one problem facing the city, has been practically eliminated. Calls to the city’s graffiti hotline have been reduced from 40 calls a day to less than 4 a day. While it is too early to evaluate the long-term impact of the Parolee program, the department has helped over 100 parolees acquire gainful employment.

• The DRY-2K Alcohol Education Program, jointly developed between the police department and students attending the Fontana Unified School District, is now being taught in ten states and Canada and was chosen as a winner of the IACP’s 200 Webber Seavey Award.

• The Drake apartment project has been a great success. As a result of a rehabilitation
effort between the Police Department and Housing unit, calls for service at the Drake apartment complex were not only reduced, but calls for service in the entire area around the apartments, which includes Fontana City Hall were reduced by almost 33%. Reported crimes in that same area were reduced by 58%.

- The Department has had Police officers come from other states and from Canada to observe its operations, which is a positive development. The Department has given several Police officer trainees internship programs.

The most significant result of community policing efforts is the outstanding relationship that the Department maintains with the community. Since 1995, there has been a per capita decrease of over 63% in reported part one crimes and per capita decrease of 20% in calls for service.

Question 6

How do you evaluate program outcomes to determine the level of performance?

Answer: The Fontana Police Department evaluates its programs once a year. According to Tim Ousley, they sent surveys to members of the community, public and private agencies to find out how they are performing or the satisfaction level of the public. At times officers go door-to-door asking residents about the impact of their programs. The success of their programs is measured by how far they satisfy residents and at the same time achieving stated outcomes as per the logic model and strategic plan. They evaluate program processes / operations and this includes:

• Program activities
• Staffing
• Budgeting and how various department units use their allocations
• Organizational structure
• Implementation strategies as per performance indicators in the strategic plan
• Service delivery

Their evaluation also includes efficiency assessments, outcomes and impact assessments. According to Captain Ousley, they face difficulties in measuring intangibles which they end up operationalizing based on citizens' satisfaction and quantification of outputs such as number of arrests which translate into outcomes, i.e. reduction in crime.

They also face biased or highly subjective negative views from members of the community. For example, if someone whose relative was arrested is asked on how he/she rates the performance of the police department, he/she would often times give a very negative opinion of it. Some people who have had relatives shot by gangs or have belongings stolen, will say that the police are not doing anything because they expect the police to be on
every corner of their neighborhood and that is impossible given the fiscal restraints on hiring more police officers.

Question 7
How do you involve different stakeholders in your programs and how has this affected your programs?
Answer: The Fontana Police Department has a comprehensive community oriented problem solving program based on the concept of establishing partnerships with other government agencies, community organizations and community members in order to identify and solve community problems. The Police Department has identified stakeholders and established effective relationships that have had a significant impact on reducing crime and improving the quality of life for Fontana citizens.

Question 8
What sort of budgeting system is used by the Fontana Police Department?
Answer: Fontana has seen improvement in its operations by their movement toward adopting a state of the art results-based budgeting system. At present they are still using line item budgeting but with a lot of program components in it so that they are more
outcome oriented than process oriented. According to Tim Ousley, they are using the mixed version of line item budgeting and results-based budgeting. The challenge is to account for outcomes of specific programs within one budget year. For example some programs take more years to yield results and it becomes difficult to link the outcomes to one particular budget year and also given the fact that certain outcomes may result from extraneous confounding factors than the budget in quest. The Department has been developing short term, intermediate and long-term outcomes in their budget process to solve this problem.

Question 9

How do you establish policies for your programs and departments?

Answer: There is wide consultation in policy formulation and policy-makers obtain they get input from stakeholders. A program is identified and goals and objectives are set to solve the problem. Policy alternatives are discussed and finally the best policy option is chosen. I will analyze this
section further in the next section of this chapter.

Analysis of Responses from Senior Police Officers

It appears that the junior police officers and the senior police officers live in two different worlds. What senior officers described as successes was not perceived so by their junior counterparts. There seems to be lack of communication between these and senior police officers seem to assume that everything is working well without verifying with the junior police officers. There is therefore a need to banishing the type of mechanistic bureaucracy at FPD and improve flow of information and feedback between senior police officers and junior police officers.

In tackling critical issues identified during strategic planning, the senior officers implied that they were successfully doing this. The junior police officers on the other hand were ignorant of the critical issues and some had not even read the strategic plan document. The strategic plan document should be made available to implementers of programs like junior officers and it should be fully explained to them i.e. its contents.
In terms of evaluating its programs, it was apparent that the Department has not come up with a good method of measuring intangibles. Operationalizing intangibles is not all that effective in terms of program evaluation though it is a good alternative than doing nothing. There is difficulty in accounting for budget results within a given fiscal year because long-term projects spill over to the next fiscal year rendering it difficult to report results for the current year. The other difficulty noticed is of coming up with criteria to prove that a program is really working, for example the FPD might register success in one program while residents feel it is failing. There is therefore an element of dual accountability at play or trying to please evaluators and the public at the same time. In evaluating its program the FPD does not show how it accounts for extraneous confounding factors. For example there can be a reduction in drug related crimes, but this might be due to some other program like Alcohol Anonymous, improved health awareness campaigns, improved education of the public other that the program being implemented by FPD.

The senior police officers have successfully established diversity management, which is liked by most junior officers. This management style has enabled the
Department to be effective in working with a diverse population of Fontana. There is still need for the Department to come up with family friendly policies for its workers. My research established that there is a lack of a proper customer strategy within the Department. More emphasis needs to be placed on the importance of workers or staff in general hence improving their motivation or morale.

Another apparent success has been in working with the community. The FPD has a lot of community-based programs that are liked by the people and are encouraging a lot of community participation in the work of the Department. Junior officers felt that there is need for more consultation as far as community related programs are concerned.

My analysis of the Department according to the responses I got from senior officers show that most policy solutions fail because of:

1. The lack of capability of changing society by few deliberate decisions does not exist. The Department needs to work with other City department and create cross-cutting outcomes so as to be successful in its work. For example the drug problem also affects the city health
department, churches, non-profit agencies hence proper collaboration is needed to overcome the problem.

2. The causes of deepest problems are inadequately defined or understood. There is a need to know for sure the root causes of problems and define them adequately so as to generate proper policies to solve them.

3. Bureaucracy that affects the work of the FPD.

These include:

- Philosophical/ideological disagreement between senior management and junior police officers.
- Pressures from special interest groups in society with ready-made policy solutions.
- Shrinking resources given the current fiscal crisis in California and this has led to a budget crisis in most Cities.
- Inadequate staff because the FPD cannot hire more officers due to budget cuts.
- Low morale by staff as shown in the survey of junior police officers
• Poor communication within units hence one unit does not fully understand what another unit is doing.
• Excessive red tape, and
• Bureaucratic isolation.

The FPD claims to have a combination of line-item budgeting and results-based budgeting. Apparently this seems not to help the Department in achieving high performance. There is there for a need to adopt the state of the art results-based budgeting system. This will involve training senior officers on results-based budgeting and showing how it has helped other jurisdictions like the Cities of San Diego, Austin, Phoenix etc.

Implications of the Results

My research demonstrates that there is a close relationship between the results and my hypothetical expectations. Much of the data collected for this research project are qualitative in nature and therefore limited to non-parametric statistical examination. Further, many of the common non-parametric tests (Mann-Witney U test; Wilcoxon T. test; Kruskal-Wallis H test) require two or more
samples, but this study was limited to a single case study and population area.\textsuperscript{51}

The Fontana Police Department appears to qualify as a high performing public agency. It has achieved most of its stated objectives and employed effective strategies in addressing critical issues. My results apply to research questions that sought to establish whether or not the FPD practices Managing for Results. The FPD does come up with a strategic plan, identifies critical issues and addresses those issues through their various programs. It has an organizational culture and structure conducive to high performance. It encourages diversity, creativity and innovation.

Responses to question 9 show that Fontana Police Department follows a rational model of policy analysis. The classical rational model in policy analysis follows the following steps:

1. Defining the Problem

The policy analyst defines the problem, its scope and shows how it affects the public.

He/she justifies why it has to be solved.

2. Clarifying Goals and Objectives
The analyst clarifies what the goals and objectives of his/her intervention are to the defined social or public problem.

3. Policy Alternatives
At this stage the policy analyst comes up with a variety of policy alternatives that can be used in solving the problem. Every possible alternative solution is laid out ready for analysis. At times the policy alternatives are tabulated in what is called a decision making matrix for ease of evaluating them.\(^{52}\)

4. Evaluating Policy Alternatives
One measures costs and benefits of every consequence of each alternative, including externalities or unintended effects. All alternatives are compared along some chosen criteria. In order to compare, measure, and select among alternatives, relevant evaluation criteria must be established, some commonly used measures include:

- Political acceptability

\(^{52}\) Bellis, D. Lecture Notes, winter 2002.
• Cost
• Ethical consideration
• Net benefits
• Effectiveness
• Efficiency
• Equity, fairness, justice
• Administrative ease
• Legality

5. Choosing the Best Alternative

The policy analyst then selects the "best" alternative using the given analytic data established above. Usually there is no "best" policy alternative but the analyst chooses the one that measures positively with the established evaluation criteria. Usually policy analysts choose an alternative that maximizes goal attainment with least possible economic, political, social and technological costs.53

6. Implementation and Evaluation

The selected policy is implemented and periodically evaluated by management. The

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53 Ibid.
following discussion shows how this model was implemented by the Fontana Police Department.

The Problem

When the Department was faced with a communication problem and needed to improve its information technology (IT) it was systematic in this process. There was an identification of the problem and its scope. For example the problem that they dealt with was IT related, to do with report writing that took away much of the Officers' time from field operations and their communication radios that were constantly busy.

Goals

The FPD had to come up with goals for this problem and some included:

- To improve IT so that officers have more time in the field.
- To reduce non-value added time by not having officers come to type their reports at the police station.
- To buy and install a state-of-the-art IT system for the police to improve efficiency

Policy Alternatives

1. Not to do anything about the problem.
2. To buy and install computers in every police vehicle and establish an extranet whereby officers can write reports from their cars and e-mail them to the Sergeant for approval.

3. Employ more officers so that they can be coverage in the field while others are doing reports at the police station.

Evaluate Policy Alternatives

<table>
<thead>
<tr>
<th>Policy Options</th>
<th>Cost</th>
<th>Benefits/Goal Achievement</th>
<th>Political Feasibility</th>
<th>Ease of Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Buy computers and put an extranet</td>
<td>Cost about $1.2 million in labor and inputs</td>
<td>1) Officers will manage to write reports from their cars and e-mail them to the station</td>
<td>This policy is acceptable given that it keep officers in the field an increase efficiency</td>
<td>Difficult because of the budget cuts</td>
</tr>
<tr>
<td>2) Employing more Officers</td>
<td>It will cost about $10 million to hire, train and buy equipment for them</td>
<td>It will increase the number of Officers in the community at all times and reduce crime</td>
<td>Can meet resistance from elected officials who want to reduce spending by public agencies.</td>
<td>1) Can take a long time to do. 2) Might meet resistance from city council</td>
</tr>
<tr>
<td>3) Don't do anything about the problem</td>
<td>No cost to the police department and council. Huge cost to the community because of increased crime due to inefficiency</td>
<td>To avoid spending and maintain the status quo.</td>
<td>Can be acceptable to legislators because it has no cost and does not need decision making in terms of the budget</td>
<td>Easy to implement by not doing anything at all and letting inefficiency rule.</td>
</tr>
</tbody>
</table>

Figure 4. Use of the Decision-Making Matrix\(^5^4\)
Selecting the "Best" Alternative

According to Bellis there is no "best" policy alternative but people choose the more feasible and realistic one.55 The Fontana Police Department selected the second policy option in which they bought computers and installed an extranet after considering the trade-offs between policy options. It was the ethical thing to do given the fact that this was going to be a social good which qualifies to be a utilitarian rule of aggregation, that is, achieving the greatest happiness for the greatest number. According to Tim Ousley, that halved their work because it increased efficiency in terms of service delivery and freed radio airtime because most of the communication is now done online.

Implementation and Monitoring

The central figures in the implementation are the administrator in the agencies charged with putting a paper policy into operation.56 Computers were installed and an internal internet system was put in place (intranet).

55 Bellis D., 2003, slide 11a, 11b, 11c.
56 Heinman, 2002, P52.
Every police car has a computer and is connected to the main server at the police station. The system has a road navigation system hence officers can get to a crime scene or accident scene much faster. The system was going to be monitored by the IT department. The IT department would maintain the equipment, train officers on its use and see to it that it was working well to expectation.

Evaluation

The IT unit was to do the evaluation every six months to see whether the equipment was functioning to standard and to assess cost benefit analysis and how this investment in IT was improving the operations of the Police Department.

Summary

This chapter presented the findings gathered from field research. The findings were from members of the public, junior police officers and senior police officers. An analysis of the findings was done and management and policy implications discussed. The following chapter will summarize lessons learnt from this research.
CHAPTER SIX

LESSONS LEARNED

Incremental Change

There is need for a steady pace in introducing change in order to create a high performing public organization. There is need to tackle one critical issue at a time and abrupt, comprehensive change usually leads to pandemonium and negatively affects performance.

The Fontana Police Department has handled one type of change at a time since its establishment in 1952 and kept on their good values. It was an "evolutionary" rather than a "revolutionary" period.\(^\text{57}\)

Strategic Planning

In tackling critical issues the Fontana Police Department managed to come up with a core strategy. The core strategy has things like vision, mission, strategic goals, objectives, and shared values. It uses consequence strategy in rewarding good behavior and that is part of motivation. There is the use of customer strategy by

\(^{57}\) Tom Porter, John Pickering an Gerry Brokaw, Building High Performance Organizations For the Twenty-First Century: Lessons From Charleston Naval Shipyards, January 1995, P 25
involving stakeholders in achieving quality management, customer choice and control strategy where there is evidence of organizational empowerment, employee empowerment and community empowerment. This is also the time for challenging old organizational paradigms, for learning, and experimentation, for benchmarking and work process redesign and finally for vision driven change.58

Leadership

All agencies need good leadership to achieve high performance. The leadership of Chief Frank J. Scialdone and his three Captains, Larry Clark, Tim Ousley and Terry Holderness has transformed the organization over time into a high performance agency.

These leaders have communicated their vision well, followed through with their strategic plans and managed to motivate and empower employees (Control strategy). The leaders are well experienced with each having more than twenty years of policing experience and each having good academic credentials. According to Bellis, good leaders are those who can deal effectively with "swamp" or

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58 Ibid, P 25.
"wicked" problems.\textsuperscript{59} The FPD leadership seems able to deal with such problems.

Communication

There is need for effective communication for an agency to achieve high performance. Top leadership has managed to effectively communicate the strategic plan and their vision to the rest of the employees. The FPD utilizes a variety of communication modes like memos, radio, the internet, public address during community meetings, a monthly newsletter, brochures etc. Communication is vital in transforming an organization from its old inefficient ways to high performance.\textsuperscript{60}

Community Involvement

The Police Department has achieved high performance partially because of it involving all stakeholders in their programs. As such it has benefited from a cross-fertilization of ideas and managed to identify critical issues for its strategic plan. One such success has been seen with the Citizens Patrol unit that has

\textsuperscript{59} Bellis D, slides 15A - 16B.

\textsuperscript{60} Abramson, 2001, P5 - 15.
brought the police and individuals together to meet community needs.

Information Technology

The Fontana Police Department improved its operations after developing a strong IT system and it has made work much easier for the officers in the field and eased the decision-making process. IT has played a major role in eliminating non-value added time and enabled officers to spend more time in the community. In essence it has contributed to efficiency and effectiveness in the work place.

Results-Based Budgeting

According to Captain Tim Ousley, the FPD uses line item budgeting with program components hence they are outcome focused more than process or input focused. Results-based budgeting system is fundamental for high performance. It is a modern requirement if one has to achieve accountability and effectiveness and be outcome focused. Using results-based budgeting system makes it easier to identify which departments are performing to expectation and which ones are not.61

61 Ousley, op. cit, interviewed.
**Performance Evaluation**

It was evident from my research that performance evaluation is central in any high performing public agency. A variety of evaluation methods need to be used to assess how the agency is achieving its stated objectives and these methods include: evaluation of conceptualization and design of intervention; evaluation of program processes/operations; evaluation of outcomes and impacts and Efficiency and effectiveness assessment. Performance information has been used by FPD for performance management for example to:

- Support strategic and program planning
- Improving program delivery
- Support for accountability to stakeholders
- Attributing results to agency’s programs

**Summary**

This chapter discussed some of the lessons learned form the research. These lessons are vital in understanding managing for results and its philosophy as far as the Fontana Police Department is concerned. The following chapter will give a summary, conclusion and recommendations.
Summary

I researched the operations of the Fontana Police Department. I administered a questionnaire survey to members of the public using random sampling, surveyed junior staff at Fontana Police station and interviewed four senior Police officers who work for the Department. The results confirmed my expectation that the Fontana Police Department is a high performing well-managed public agency. The survey questionnaire results indicated that the community is satisfied with the work of FPD and they feel empowered by their involvement in strategic planning and community based policing initiatives. I had expected to find a specific management structure and system, organizational culture and strategic plan relevant for high performance.

Conclusions

The research questions will be presented in the order in which they appear in Chapter one.

Question 1: Can the Fontana Police Department be perceived as practicing managing for results resulting in it being a
high performing public agency? Do its practices match the theory?

The Fontana Police Department can indeed be perceived as practicing Managing for Results because:

• It operates on the basis of a strategic plan and uses core strategy, customer strategy, consequence strategy, culture strategy and control strategy in addressing critical issues. Furthermore in terms of strategic planning the agency engages in results oriented strategic planning in which: strategic objectives are identified and provide a clear purpose; leadership effectively communicates objectives to employees; agency plans are responsive input from Fontana citizens and other stakeholders including employees and there is an evaluation plan in place.

• It has cross-cutting outcomes and all the three divisions collaborate with each other to achieve results hence destroying functional silos or compartmentalization.

• It has an organizational culture conducive to high performance
- It has improved its systems with the use of Information Technology.
- It encourages innovation and creativity among its workers and rewards good performance. As such one might argue that its practices do match the theory of managing for results.

Question 2: How is the strategic planning process conducted by the Fontana Police Department?

The department established its mission, vision, goals and objectives. It then involves stakeholders in identifying critical issues and prioritizing them. Then strategies are formulated to address critical issues with measurable indicators. A strategic plan document is produced with evaluation measures and distributed to all stakeholders. The FPD develop indicators and evaluate data that can measure progress toward results and accomplishments and takes steps to ensure that this data is valid and accurate.

Question 3: How does FPD evaluate the effectiveness of its programs?

As expounded above the department does evaluation by administering surveys, interviews and meeting citizens by going do to door and holding focus group discussions. They do an impact assessment, assess for efficiency and
effectiveness of their programs, systems/process evaluation and cost benefit analysis. The agency would then communicate the results of its activities to stakeholders.

Question 4: What system of budgeting is practiced by the FPD and how effective is it for the agency? Is the budget used as a tool for managing for results?

FPD uses a line item budgeting with a lot of program components. This system of budgeting is effective because it is results based and focuses on outcomes rather than processes. The department hope to fully implement the state-of-the-art results based budgeting system in the near future.

Question 5. Who are the stakeholders for the FPD and how are they involved in the operations of the department and advancing the whole concept of managing for results?

The stakeholders include city council, the community, business sector, employees, and churches. These are involved in strategic planning, volunteer programs and they participate in fund-raising and in the evaluation of the work of the department.
Question 6. What is the role of leadership in the operation of the Department and how are employees involved in decision making and managing for results in general?

Leaders are responsible for the visioning process and guide the implementation of policy and strategic plan. Leadership is also involved in policy formulation and it was shown in this research how Fontana Police Department uses the rational model in policy formulation for its programs. They motivate workers and attempt to create a conducive working environment all the time. It was evident that competent and leadership with vision play a vital role in managing for results and creating a high performing public agency. The effectiveness of distributed leadership was shown in which employees are empowered to be leaders in their own rights and the best leadership style was the democratic S3/S4 type of leadership. Another fundamental observation was that leaders use evaluation results data for policy-making, budgeting, management and evaluation of progress.

Recommendations

Evidence indicate that Fontana Police Department is a high performing public agency hence I recommend that:
1. Case studies be written about their excellent community-policing program.

2. There is need for the Department to develop a customer strategy that addresses the needs and concerns of junior police officers.

3. The FPD establishes a research unit that can be innovative in coming up with further new crime prevention programs and the use of more state of the art technology.

4. Improve the development and use of the strategic plan document.

5. The Department develops a fundraising unit to increase its revenue base so as to implement more managing for results programs

6. The Department provides internships to California State University MPA students to do surveys and conduct program evaluations.

Suggestions for Further Study

The following are my suggestions for further study:

• Develop a framework and strategies for measuring intangibles;

• Research the relationship between leadership and managing for results;
• Improve productivity within the police force;
• Evaluate the implications to public managers of managing for results in light of the September 11 2001 terrorist attack; and
• Assess the impact of IT in community policing.
APPENDIX A

SURVEY QUESTIONNAIRE FOR FONTANA CITIZENS
Survey Questionnaire for Fontana Citizens

Instructions

I am a MPA graduate student conducting a research for my project. You have been selected to participate in my survey that is about to find out about the work of the Fontana Police Department. Participation in this survey is voluntary and information you give will be kept confidential. This research is solely for academic purposes only and won't influence any policy changes or operations. Fill in your selection "T" true and "F" for false in the given boxes of each question.

<table>
<thead>
<tr>
<th>Questions</th>
<th>True Response</th>
<th>False Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The Fontana Police Department has reduced crime in your neighborhood</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. I feel involved in the work of the police department and the department values my contributions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. The FDP is a high performing public agency as evidenced by their response to crime and success in apprehending criminals and creating a safe neighborhood</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. I have benefited from most of the programs that the department runs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. I have seen significant change in the operations of FPD and think it compares well with other PDs</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX B

SURVEY QUESTIONNAIRE FOR JUNIOR POLICE STAFF
# Survey Questionnaire for Junior Police Staff

**Instructions**

I am a graduate student at CALSTATE conducting a research about FPD. Your response will not be shared with management (it is confidential) and the research is for academic purposes only. Fill in the number that you think rates the question asked in the provided spaces.

<table>
<thead>
<tr>
<th>QUESTIONS</th>
<th>RESPONSES</th>
</tr>
</thead>
</table>
| 1. I am optimistic about my future with the Fontana Police Department | 1 = Strongly Disagree  
2 = Disagree  
3 = Agree  
4 = Strongly Agree |
| 2. The working environment of the agency is supportive and trusting | |
| 3. I feel people get ahead primarily by the merits of their work performance | |
| 4. The leaders in my work environment are positive role models | |
| 5. I am satisfied with the communication between the departments | |
| 6. I believe all the divisions work hard to meet the needs of the community | |
| 7. My supervisor frequently expresses praise and appreciation to me about my work performance | |
| 8. I know the vision, mission, goals and objectives of the agency | |
| 9. I believe I contribute towards the achievement of the objectives and goals of the agency | |
| 10. I receive the training I need to do my job | |
| 11. My experience other departments has been positive | |
| 12. My experience with the public has been positive | |
| HOW SATISFIED ARE YOU? | 1 = Very dissatisfied   
|                       | 2 = Dissatisfied       
|                       | 3 = Satisfied          
|                       | 4 = Very Satisfied     |
| 13. With your job     |                         |
| 14. With your human resource department |                     |
| 15. With the leadership of your Captain |                    |
| 16. With the maintenance department |                     |
| 17. With your IT department |                   |
| 18. Compared with a year ago, how would you describe your overall job satisfaction? |             |
| 19. With community oriented policing |                        |
| 20. About working at Fontana Police Department |                     |
| 21. With strategic planning process |                         |

22. What is the general level of job satisfaction at Fontana Police Department, and please estimate the level of motivation amongst workers.  
1 = Less motivated 10 = Very motivated.

Likert Scale: 1-----2-----3-----4-----5-----6-----7-----8-----9-----10
APPENDIX C

INTERVIEW QUESTIONS FOR SENIOR POLICE OFFICERS
Interview Questions for Senior Police Officers

Employee interviewed: ________________  Position: ________________

Date: ________________________________  Time: ____________________

1. Describe some of the major developments that have taken place since the establishment/inception of FPD.

2. How do you come up with a strategic plan for the FPD?

3. How do you address critical issues identified in your strategic plan?

4. What has been the effect of using IT in most of your programs?

5. What are some of the major outcomes of your programs and what do they mean?

6. How do you evaluate program outcomes to determine the level of performance?

7. How do you involve different stakeholders in your programs and how has this affected your programs?

8. What sort of budgeting system is used by the FPD?

9. How do you establish policies for your programs and departments?
REFERENCES


Clark, Larry, Police Captain, Interviewed by author, May 6 2003, Fontana, CA.


Ousley, Tim, Police Captain, Interviewed by author, February 21, 2003, Fontana, CA.


