California Commission on Peace Officer Standards and Training (POST)

Organizational Analysis Report

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Executive Summary

The California Commission on Peace Officer Standards and Training (POST) engaged Mission Consulting, LLC in June 2017 to perform an independent Organizational Analysis aimed at identifying opportunities to improve its efficiency and effectiveness. The project's broad scope required a holistic evaluation of POST's organization and operations, and a multi-faceted approach that included internal and best practices research, and the collection of myriad internal and external stakeholder perspectives. This report marks the culmination of this project and the beginning of POST's work to evaluate, prioritize, and implement the recommended changes, as it deems appropriate.

The analysis component of the report is divided into two sections. The first section is an organization-wide assessment of performance across the core elements defined by the *McKinsey 7-S Framework* for organizational analysis – strategy, structure, systems, shared values, style, staff, and skills. The second section is a bureau-specific analysis focused on opportunities for improvement particular to each unit and its functions. Taken as a whole, the Organizational Analysis identified a number of recurring themes running through POST, which are summarized below.

POST's resources no longer support the breadth of its services, and change is required to ensure it remains sustainable, effective, and relevant

The Organizational Analysis comes at a critical moment in the history of POST. POST is viewed as the "gold standard" in its field, and has traditionally had the staff and financial resources to meet and exceed its legislative mandates to provide a wide range of quality standards, training, programs, and other services. However, over the past decade, a combination of factors, including declines in funding, staff morale, and effective recruitment for key positions have made it increasingly difficult for POST to maintain its existing service and funding practices. The resulting strain on the organization has manifested itself in many of the findings identified in this report, though a number of underlying themes appear to go back decades. Consequently, POST finds itself needing to make significant changes to how it does business to ensure its future sustainability, effectiveness, and relevance.

Opportunities exist for POST to work more efficiently and effectively

The Organizational Analysis identified a number of ways for POST to improve the efficiency and effectiveness of its operations and services, each of which is described in detail in the body of the report. Nearly all of these opportunities for improvement fall under one or more of the following categories:

➤ Performance management
   POST will benefit from instituting a more proactive, systematic, and informed approach to managing the performance of its operations and services. This includes providing management more responsibility along with increased access to data to measure performance against identified program and financial objectives. In the past six months, POST's detailed review of programs and contracts has led to considerable cost-savings through changes to services and policies, and increased scrutiny of non-mandated services that compete for scarce resources.

➢ Policies and procedures

In many instances, documented, communicated, and enforced policies and procedures can help improve the consistency, continuity, and clarity of core POST activities, in such important areas as accounting, budgeting, contracts, rulemaking, and certifications.

➢ Information technology

POST can use information technology to improve the quality and cost-effectiveness of its operations and service delivery. Opportunities include the completion of multiple automation projects, and the increased use of IT solutions to communicate, deliver, and track services. POST has yet to realize the full potential benefits of web-conferencing, distance learning, eLearning, and hybrid courses that use a combination of mediums.

➢ Supervision and accountability

To improve staff performance and morale, supervisors at all levels of POST need to engage their direct reports, clarify expectations and assignments, and provide them with the resources and opportunities to succeed. This will help create a positive culture of accountability, which supports and celebrates success while recognizing and taking action to resolve underperformance.

➢ Workforce planning

In the face of increased turnover and difficulty recruiting and retaining Law Enforcement Consultants (LECs) and other key positions, it is important that POST adopt a strategic approach to workforce management and planning. This includes dedicated efforts in recruitment and retention, making better use of the current complement of LEC and non-LEC staff to perform existing work, developing existing staff, and proactively planning to meet future staff and skill needs.

➢ Resource alignment by function

There appear to be multiple opportunities for POST to improve service continuity and performance through the centralization and alignment of several functions that are currently split between bureaus. Among the examples worthy of additional consideration are basic training and testing, event logistics, contracts, course certification, officer profile work, and strategic communications.

Strained resources have resulted in reductions to some practices and services

POST has had to start prioritizing certain practices and services over others in response to increasingly strained financial and staff resources. Across the organization, this has taken the form of reductions in ongoing quality assurance and backlogs in some of its other work. In addition, there have been delays experienced in updating some curriculum and performing maintenance on eLearning courses. While these practices are not mandatory, per se, they do affect services and present a risk to POST standards. In recent months, POST has begun to conduct a more systematic review of its services and has made additional spending cuts that include the reduction of additional services.

Communication and collaboration are key to improving POST's performance and reputation

The nature of POST's work demands communication and close working relationships across different units to maximize staff and financial resources, reduce duplicative work, and improve morale and performance. Given the many initiatives and changes currently underway at POST, communication

among management, between management and staff, and between POST and external stakeholders has never been more important. The Organizational Analysis found that while intra-bureau communications have been improving, weak cross-bureau communications remains a significant impediment to the organization. In addition, POST stands to gain from improved strategic communications, including better marketing of POST's value and services, and collaboration with external stakeholders.

Despite current circumstances, POST appears poised to succeed and has already begun its transformation into a stronger organization

Over the past six months, the POST Management Team (Executive Office and Bureau Chiefs) has proactively responded to the challenges it inherited. It has worked hard to identify and implement a series of changes that strike a balance between reducing expenditures and maintaining service quality and value, including several recommendations made in this report. Team members have been open-minded about changes that may affect their own bureaus or cause dissention among external stakeholders. The pace and manner of this change have had their own affects, including tension and pushback, but staff and external stakeholders recognize its necessity and inherent difficulty.

Though many significant decisions remain ahead, POST management and staff overwhelmingly believe they are now moving in the right direction and are increasingly confident about the future of the organization. With the right support from the Commission and external stakeholders, POST appears poised to use the opportunity presented by its current circumstances to transform itself into a stronger organization that can find new ways to carry forward the tradition of offering unparalleled services and programs to California's law enforcement agencies.

1. Introduction

Project Background and Scope

The California Commission on Peace Officer Standards and Training (POST) contracted with Mission Consulting, LLC in June 2017 to conduct an Organizational Analysis aimed at identifying opportunities to improve its efficiency and effectiveness. The impetus for the project was the 2015 POST Strategic Plan, which recommended an evaluation of organizational systems, structures, and processes to ensure efficiency, effectiveness, and productivity in its efforts to deliver quality products, training, and to improve services to California law enforcement agencies.

The project's Scope of Work was divided into two phases: the first focused on information gathering and the identification of POST's objectives, and the second focused on assessing how POST aligns its resources to best achieve those objectives. A summary of project phases and tasks follows:

Phase One
Task 1. Conduct External Outreach
Task 2. Conduct Research
Task 3. Perform Organization Comparison with other State POSTs

Phase Two
Task 4. Identify Internal Processes and Workflow
Task 5. Analyze Bureau Workload Efficiency
Task 6. Identify Mandated Programs and Services
Task 7. Analyze Bureau and Work Group Primary Responsibilities
Task 8. Draft Summary Findings and Recommended Changes
Task 9. Update Draft Organizational Analysis Plan
Task 10. Review Organizational Analysis Plan with Staff
Task 11. Commission Approval of Organizational Analysis Plan

The project's information gathering and analysis phases took place between July and November 2017, followed by a process of validation with POST staff and executives to ensure the accuracy of the findings and account for their perspectives when developing recommendations. The final draft report was presented to the POST Project Team and the POST Executive Team in January 2018, followed by a presentation to all POST staff, and culminating with the final presentation to the POST Commission in February 2018.

Project Methodology

We utilized a variety of organizational assessment strategies in each phase of the study to ensure a broad set of perspectives was captured. In addition, we met regularly with the Project and Executive Teams to report on the status and finding as the project progressed. This process included:

➢ Eight in-person one-on-one interviews of POST Commissioners
➢ Focus group with California Police Chiefs Association (Cal Chiefs), California State Sheriffs' Association (Cal Sheriffs), California Peace Officers Association (CPOA), California CLETS Users

Group (CCUG), Peace Officers Research Association of California (PORAC), and California District Attorney Investigators' Association (Cal DA Investigators)

➢ Over forty in-person one-on-one interviews of staff and numerous additional ad hoc meetings

➢ Six inter-bureau group meetings with staff sharing similar roles and classifications

➢ Eleven intra-bureau group meetings focused on bureau-specific improvement

➢ Electronic surveys of staff and external stakeholders

➢ In-depth review of POST laws, regulations, polices, and procedures

➢ In-depth review of other relevant POST documents, including organization charts, past studies, job descriptions, financial statements, and course listings and reports

➢ Four interviews of other states' POSTs (Arizona, Nevada, Oregon, and Washington)

➢ Research into models of instructional design and organization

➢ Validation of preliminary findings and recommendations with select staff and management (Executive Office and Bureau Chiefs)

➢ Interim presentations and status updates to POST staff and commissioners

➢ Regular validation meetings with POST Project Team, Executive Office Team, Bureau Chiefs, and select staff

➢ Ongoing collaborative project management, including weekly team meetings and monthly status reports

Analytical Framework

For the purposes of the POST Organizational Analysis, we applied the *McKinsey 7-S Framework*, a widely accepted approach to performing holistic organizational analysis. Each of the seven "Ss" represents a key organizational element, which is interrelated with all of the others, and their overall alignment is fundamental to organizational success. Within this framework, we are able to address each of the tasks identified in the project Scope of Work, summarized above.

The 7-S Framework divides the seven key elements into "hard" elements, which are easier to identify and manage, and "soft" elements, which are often more difficult to describe and influence. Each of the seven elements is considered equally important.

The McKinsey 7-S Framework

Hard Elements

➢ <u>Strategy</u> – The vision, mission, and values directing an organization's allocation of resources

➢ <u>Structure</u> – The way divisions and units are organized and relationships are defined

➢ <u>Systems</u> – The processes, procedures, and systems that drive daily business activities and decisions
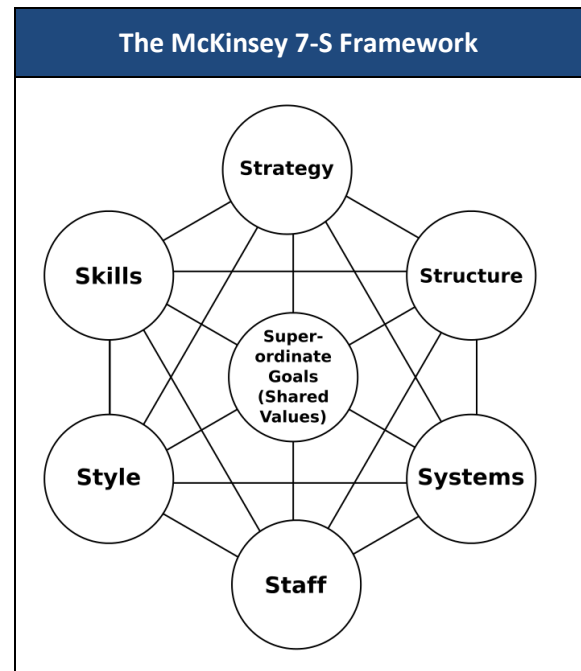
Soft Elements

➢ <u>Shared Values</u> – At the core of the 7-S Framework, the central beliefs and values that define norms and standards guiding employee behavior and organizational action

➢ <u>Style</u> – The management style of top-level managers

➢ <u>Staff</u> – The number and type of employees, and how they are recruited and utilized

➢ <u>Skills</u> – The skills and competencies of the organization's employees

We used the 7-S Framework to help structure our analysis, findings, and recommendations at the organization-wide level. In addition, we use this model, and its fundamental assumption that successful organizations develop and align each of the key elements, as a means by which to formulate multiple options for POST to explore as it moves forward. As POST makes decisions based on the findings in this report, we recommend it return to this framework when strategizing and planning for their impacts on the organization as a whole.

Report Organization

To capture our analysis and recommendations of the organization as a whole and by bureau, our report is broken into the following sections.

1. <u>Introduction</u> – Overview of project scope, approach, and methodology
2. <u>Organizational Overview</u> – Description of POST to provide context for the analysis, including a high-level description of POST's laws, regulations, and policies; existing organizational structure; and pertinent characteristics of its current operating environment, constraints, and opportunities
3. <u>Organization-Wide Findings and Recommendations</u> – Analysis of cross-bureau themes based on the McKinsey 7-S Framework
4. <u>Bureau-Specific Findings and Recommendations</u> – Analysis of each of POST's eight bureaus, with a focus on the challenges and opportunities for each to improve their operations
5. <u>Appendices</u> – Organizational structure concepts for POST consideration and practices of other state POSTs based on interviews with Arizona, Nevada, Oregon, and Washington

2. Organizational Overview

About POST

The California State Legislature created by the Commission on Peace Officer Standards and Training (POST) under the Department of Justice to "develop and implement programs to increase the effectiveness of law enforcement," including training and education (Penal Code § 13503(e)). Law enforcement agency participation in the POST accreditation program is voluntary and binds it to comply with POST regulations and policies. In turn, participating agencies gain access to state-subsidized training, standards, services, and other resources aimed at ensuring a professional law enforcement workforce. These agencies benefit from having a well-trained workforce and the high standards associated with POST compliance helps establish credibility with the public and the courts. At the time of this report, 613 agencies, 83,509 peace officers, 4,518 reserves, and 7,983 dispatchers participate in the POST program.

Governing Laws, Regulations, and Policies

The Legislature granted POST broad discretion "[t]o do any and all things necessary and convenient to enable it fully and adequately to perform its duties and to exercise the power granted to it," (Penal Code § 13503(g)) including the hiring of staff, cooperating and contracting with other public and private entities (§ 13505(a-i)), and adoption of regulations (§ 13506). In addition, the Legislature provided guidelines for how POST receives and can spend its funds, the composition and responsibilities of the Commission, and, to varying degrees of detail, the services and training services that POST is mandated to provide. Table 1, below, provides a high-level summary of how POST-related statutes, regulations, and manuals align. As of the time of this report, POST is in the process of moving away from the POST Administrative Manual (PAM), and, instead, referring directly to the California Code of Regulations (CCR) to avoid redundancy and confusion.

Table 1. Summary of POST Statutes, Regulations, and Policies		
Legislative Statute *California Penal Code*	**POST Regulation** *Title 11 California Code of Regulations*	**POST Administrative Manual (PAM)** **Commission Policy Manual (CPM)**
POST Operations and Programs		
Commission formation, powers, and definitions (§§ 13500-13507)	In general, all POST regulations fall within its broad regulatory powers	Commission (CPM A) Legislation (CPM C) Staff (CPM E)
Learning technology laboratory (§ 13508)		
Field Services and Standards for Recruitment and Training		
Recruitment, selection, and training, including minimum standards for identified positions (§ 13510)	Selection Requirements & Regulations (§ 1002) Agency participation (§ 1010) Conditions for employment (§ 1012) Code of Ethics (§ 1013)	Personnel & Selection Standards (PAM C)
Certification program (§§ 13510.1-13511)	Certificates (§ 1011)	
Agency inquiries (compliance audits) (§ 13512)	Notification (§ 1003) Agency participation (§ 1010)	Compliance Reports (CPM A1)
Counseling service (§ 13513)	Services provided by POST (§ 1016)	Management Counseling (PAM G)

| Table 1. Summary of POST Statutes, Regulations, and Policies		
Legislative Statute *California Penal Code*	**POST Regulation** *Title 11 California Code of Regulations*	**POST Administrative Manual (PAM) Commission Policy Manual (CPM)**
Specific training guidelines, standards, and courses (§§ 13514-13519, 14304, 832)	Trainee Requirements (§§ 1004-1009, 1018, 1080) Course certification requirements (§§ 1051-1060) Minimum content & standards (§§ 1081-1084) Instructor Training (§§ 1070-1071)	Training Procedures (PAM D) Reserve Officer Training Program (PAM H) Courses (CPM B) Standards (CPM D)
Peace Officers' Training Fund and Allocations Therefrom		
POST training fund and allocation (§§ 1464, 13520-13526.3)	Reimbursements (§ 1015)	Reimbursement Procedures (PAM E) Contracts (CPM A3)
Peace Officers		
Feasibility study for peace officer designation (§§ 13540-42)	Feasibility studies (§ 1019)	
Local Law Enforcement Accreditation		
Local law enforcement agency accreditation program (§§ 13550-53)	Notification (§ 1003) Agency participation (§ 1010)	Compliance Reports (CPM A1)

Current Environment

Since its inception in 1959, POST has traditionally had the financial and staff resources to expand its service offerings to participating agencies and their officers. Since then, POST oversaw the proliferation of course offerings, specialized and elective training opportunities, studies and programs, contractors, and reimbursement policies. During this period, POST was often able to meet the field's needs.

This situation began to change over the past decade, during which POST experienced a steady decline in funding, added requirements, significant staff turnover, and increasing challenges to the recruitment of new Law Enforcement Consultants (LECs). These and other factors placed new pressures on the organization and revealed a number of areas in need of improvement across POST policies, processes and procedures. During the period of this analysis, POST's new funding reality did not support its way of doing business. In response, POST has quickly begun to reevaluate what it does and how it does it, and has implemented a series of changes throughout the organization over the course of the last six months, including a moratorium on multiple programs and agency training reimbursements, and cuts to existing contracts. While this change has been necessary, it, too, has posed new challenges for the organization.

The findings and recommendations in this report align with some of these new initiatives, as well as offer additional guidance to POST as it determines its short- and long-term strategies, and performs an in-depth review of its services and operations. While we strive to provide guidance, and raise concepts and considerations to the benefit of POST, ultimately POST remains responsible for making these decisions and implementing them based on its own vision, constraints, and priorities. Furthermore, many of the decisions POST makes about its services will determine the appropriateness of other recommendations.

Organizational Structure and Staffing

Under the leadership of the Executive Director, POST is split into two divisions – the Field Services Division and the Standards and Development Division. The Field Services Division focuses on basic training, management counseling studies, leadership development, learning technology resources, and administrative services. The Standards and Development Division includes services to POST's 10 regions, standards and testing development, additional in-service training, and computer services. Additionally, the public information and legislative unit reports directly to the Executive Director. As of the time of this report, POST has 117.8 total allocated positions, 18 of which are vacant.
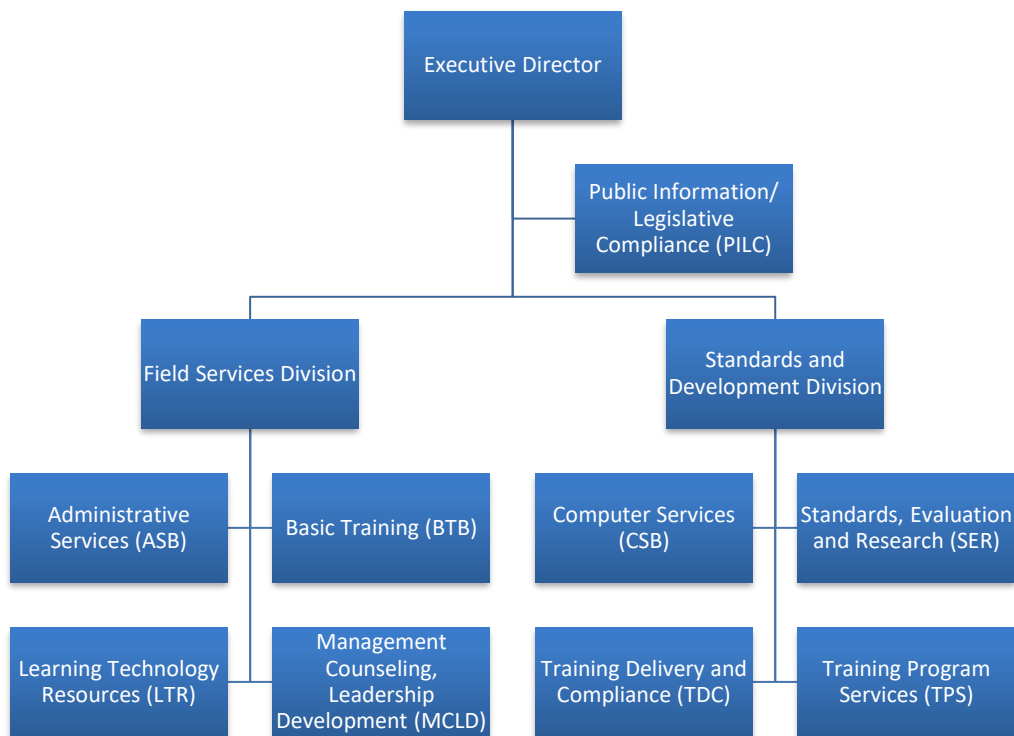
Prior Organizational Studies

Our research included a review of prior POST studies – the 1999 Organization Analysis, and the materials associated with 2015 POST Strategic Plan.

The July 1999 Organization Study, prepared by Organizational Effectiveness Consulting, was borne out of the strategic planning process at that time, when the Strategic Planning Steering Committee recognized the need for a study to help POST support the most successful and cost-effective approaches to implementing the strategic direction. The goal of the 1999 study was similar to that of the current study – to provide recommendations on how POST can improve effectiveness, accountability, and customer service, with input from the field.

The 2015 Strategic Plan, prepared by the Center for Collaborative Policy of California State University, Sacramento, and associated materials, provide critical analysis of POST, with the forward-looking vision and plan. The impetus for the Organizational Analysis was the Strategic Plan, specifically "Goal B: Increase Efficiency in POST Systems and Operations, Objective B.3, POST structure and systems support efficiency, productivity, and quality, and are appropriately resourced." As part of POST's effort, the strategic planning process included a broad organizational assessment to identify its strengths and weaknesses as a means to help determine its path forward.

The current Organizational Analysis found that many of the 1999 and 2015 findings remain today. While POST has successfully progressed on several specific strategies, many of the underlying structural and systematic problems identified by the other studies largely remain intact. Understanding this perspective may help POST move to address some of these decades-long problems. At the same time, it provides an opportunity for POST to challenge some of its conventions surrounding services, responsibilities to the field, and operations.

3. Organization-Wide Findings and Recommendations

This section identifies organization-wide opportunities for improvement that cut across many of POST's bureaus, which are separately analyzed in *Section 4. Bureau-Specific Findings and Recommendations*. This section addresses all of the tasks comprising the project scope of work. Within our recommendations, we make note of those instances in which POST has already begun to take action, and changes are underway. For the purposes of this section, we employ the *McKinsey 7-S Framework*, an approach to performing organizational analysis that evaluates strategy, structure, systems, shared values, style, staff, and skills.

Strategy

An organization's strategy consists of the vision, mission, and values that direct its allocation of resources. It is a reflection of how an organization sets out to achieve its objectives, including how it responds to or accounts for internal and external pressure and change.

POST has well-defined vision and mission statements that are understood by staff and the field. Despite POST's limited financial and staff resources, it provides many services to the field that support its stated vision, mission, and values. Our interviews, surveys, and research found the four main goals of the 2015 Strategic Plan remain relevant to this day.[1] In addition, POST has recently implemented the IMPACT (Investigating, Mitigating, Progressive, and Critical Trends) Team to evaluate emerging trends, practices, and technology relevant to California law enforcement agencies. Nevertheless, there remains a significant imbalance between funding resources and the breadth of POST's services and programs.

1. <u>In response to systemic decreases in fund revenue, POST must make significant changes to its traditional service strategies (e.g., types, delivery, reimbursement) in order to remain sustainable, effective, and relevant</u>

   POST lacks the funding to continue its existing strategies for serving the law enforcement community, as evidenced by staff and customer feedback, service backlogs, and unpaid obligations to the field.

   1.1. With the objective of keeping POST relevant today and into the future, it must allocate its funds in a way that results in the most valuable complement of services to the field, with a primary focus on core competencies. This will require a reduction in services and/or reimbursement levels, a comparative analysis of all work, and a shifting of roles and responsibilities to meet the greatest needs. Take into account findings from this and previous organizational studies, which identify recurring themes over the past two decades.

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[1] The four goals identified in the POST 2015 Strategic Plan are: (1) Maintain leadership in emerging issues in law enforcement; (2) Increase efficiency in POST systems and operations; (3) Increase awareness and access to POST services and products; and (4) Enhance law enforcement's ability to serve their communities.

1.2. Continue recent efforts to perform a detailed review of services and policies in the context of POST's core mission, mandates, and value to the field. This process includes differentiating between legislatively mandated, POST mandated, and "nice-to-have" training and services, though it is not recommended that POST revert to providing only mandated services. This process will include revisiting fundamental questions regarding the relative primacy of POST's many roles, including regulator, educator, and funding source. As a voluntary program, it is critical that POST continues to provide value to the field that exceeds the burdens of its standards. (Underway)

1.3. In support of POST's comparative analysis of services, management needs more information regarding budgets, service units, service costs, and service value (e.g., hours of training, importance of training, return on investment) to facilitate the prioritization and allocation of limited resources. Equipped with a clear understanding of its priorities and resources, POST will then be able to determine the proper policies and procedures required to strike a balance between level of service and financial constraints. (Underway)

1.4. Implement requisite changes to POST regulations to reflect adjusted services and policies. Most of POST's services, training, and reimbursement policies are self-imposed in the form of adopted regulations and the POST Administrative Manual. As a result, despite the associated procedural hurdles, POST retains significant flexibility in making changes to its service and programs going forward.

1.5. Consider instituting a moratorium on select services as POST undertakes changes and regains financial stability. The moratorium should be limited to services whose absence would not pose significant risk to the field and POST. During this time, POST may allocate freed staff resources to prioritized services and projects, and shift financial savings toward backlogged agency training reimbursements.

1.6. Revisit the 2015 Strategic Implementation Plan, with a focus on developing a 2020 Strategic Plan that may incorporate findings and recommendations from this study. Many of this study's findings and recommendations align with the 2015 Strategic Implementation Plan. Revisit the plan regularly with staff, so they can see linkages among previous studies, this study, and management decisions.

1.7. Continue the adoption of the "Getting to Yes" approach to seeking mutually beneficial resolution of issues that arise when working with internal and external customers. This approach asks staff to proactively assist external stakeholders by identifying what it is they want and helping them understand the path needed to achieve their objective. This is not to be confused with abandoning standards in order to meet a request; rather it requires an understanding of the standards that is sufficiently in-depth to recognize opportunities for the needs of the stakeholder and the standard to be met simultaneously.

1.8. Explore and implement funding alternatives, including revenue-generating opportunities, to supplement and stabilize POST's budget. Remain proactive in identifying new funding streams.

1.9. Regardless of POST's ultimate strategic decisions, it will benefit from proactively developing and maintaining stronger relationships with external stakeholders and the executive and legislative branches of state government. Assign relationship ownership to management staff, so the responsibility is shared and managers are fully leveraged. For example, assign an Assistant Executive Director, Bureau Chief, or the POST legislative representative as the primary or secondary owner of the relationship with an organization like PORAC and CPOA. While the Executive Director is present at meetings run by these external stakeholders, he should not be the only one who is actively managing that relationship.

1.10. Communicate POST's new strategies to staff and external stakeholders and provide context and justification for any resulting changes, as well as connect them with expected benefits (e.g., improved service, lower costs, increased flexibility, and sustainability).

Structure

An agency's structure is the way it organizes its divisions and units, and defines relationships. Structural decisions affect the control, communication, and coordination of activities and reflect how an organization understands and approaches its work, functions, and service delivery.

POST's basic organizational structure has not changed significantly over the past twenty years, with two to three divisions over several bureaus, though some individual units have been moved over time. The current two-division organizational structure is the result of recent vacancy over what was the Administrative Services Division. It is anticipated this position will temporarily remain vacant while POST reassesses its services and operations. However, as organizational priorities are defined, it appears likely that some changes to unit, bureau, and division alignment will occur. In addition to the high-level recommendations below, Appendix A includes additional descriptions of organizational structure concepts and options for POST to consider.

1. <u>Opportunities exist for POST to realign its structure to improve role clarity, reduce duplication, and improve communication and collaboration, though ultimate decisions will be driven by POST's forthcoming changes</u>

   POST's current organizational structure does not align its divisions, bureaus, and units in a way that maximizes its resources and best serves its chosen strategies. This has contributed to poor communication between bureaus, confusion, and duplication of work and responsibilities. As POST explores different models, we recommend that any changes align with the principles below.

   1.1. Make structural decisions based on organizational and functional needs, not the individual employee currently in the position. There are multiple instances in which a supervisor position or unit exists today due to a personnel decision made under a prior administration for an employee that is no longer at POST.

   1.2. Group closely related bureaus and units by function to improve collaboration and establish shared oversight and responsibility at the bureau or division level. Examples include: basic training, basic testing, and basic instructor training existing in three separate divisions (See BTB

Section); in-service training, studies, and special projects and programs are provided by more than one bureau (See MCLD and TPS Sections); several external services are located within the Administrative Services Bureau (See ASB Section).

1.3. Group cross-bureau functions into new bureaus or units with dedicated resources and training to perform more effectively and efficiently. Such a shared services model can improve service levels; reduce silos, inconsistencies and duplicative effort; and increase efficiency and costs savings, reallocating staff to other priority work and leveraging their skills better. Examples of such opportunities include event and training management and logistics (See ASB Section); contract support services (See ASB Section); and compliance and quality assurance work that is now spread across several bureaus and contractors (See Appendix A). In addition, the existing Learning Technology Resource Bureau may be more valuable as a cross-bureau resource center for the training bureaus (See LTR Section).

1.4. Use naming conventions that more accurately reflect the functions of the divisions, bureaus, and units. Currently, a number of units have names that do not reflect their actual duties and are remnants from earlier times. Examples include the Standards, Evaluation and Research Bureau (See SER Section); Information Services (See ASB Section); and the Field Services Division, which includes ASB.

2. Consider alternative ways to structure POST to better align its staff and financial resources with its core functions and improve accountability and performance

During the course of this study, we discussed with the POST Project and Executive Teams a number of different options for structuring the organization with the goal of better aligning its core functions to maximize staff utilization, and improve service provision and accountability. Examples ranged from shared services and pooled support staff, to the realignment of bureau responsibilities and creation of new cross-functional units. These concepts and ideas, which are referenced throughout the report and summarized in *Appendix A. Organizational Structure Concepts for POST Consideration*, are not final, and require additional exploration and analysis before development and implementation.

Systems

An organization's systems consist of the processes, procedures, and information technology systems that drive daily business activities and decisions. This includes financial, human resources, communications, and data systems. An evaluation of systems addresses the content of processes and procedures, and how well they are documented, communicated, and enforced.

POST has been able to follow through on a number of its 2015 Strategic Plan objectives that pertain to improved processes, procedures, and information technology systems. Additionally, in the past six months, POST has implemented several significant changes to operations, including increased automation, more transparent and detailed budgeting, and increased use of existing business communication tools.

1. <u>Continue focused review of individual processes to identify opportunities to improve efficiency and effectiveness, document updated policies and procedures, and track performance and effectiveness</u>

   Many of POST's processes and procedures require documentation, could be more efficient, do not facilitate communication, and lack metrics to track resource allocation and performance. Exceptions generally include those select processes and systems that have been automated. This contributes to the loss of institutional knowledge, inconsistent application, duplication of effort, a lack of accountability, and difficulty evaluating workload and performance.

   1.1. Define core systems, processes, and procedures for each of POST's core functions, and do so in accordance with the following principles: clarity, automation, transparency, controls in accordance with risk, and defined and measurable outcomes. This report identifies several such opportunities for improvement, such as Professional Certifications (See ASB Section); and Accounting and Budgets (See ASB Section); Procurement and Contracts (See ASB Section); PELLET-B exam automation (See SER Section); and Course Certification (See TDC Section). It is recommended that POST adopt the practice of continuous process improvement and that the changes made as a result of this report will be regularly evaluated and improved over time.

   1.2. Continue detailed evaluation of all trainings, services, and programs to identify opportunities for improved planning, management, and controls. Many of the ways POST delivers its services have continued absent periodic reevaluation to ensure they are meeting their objectives in an efficient and effective way. While this study was able to identify examples in which there were identifiable opportunities for improvement (e.g., basic consortium and workshops (See BTB Section); in-service training and programs (See MCLD and TPS Sections); management counseling studies (See MCLD Section)), there is reason to believe more opportunities exist. Currently, POST is identifying some additional opportunities through its review of contracts. For all of its services, to maximize its resources, POST needs to adopt reimbursement policies that limit expenses and incentivize cost-savings, including placing restrictions on eligibility for services. (Underway)

   Further, POST should utilize educational tools or best practices that are relatively less costly than in-person training (e.g., webinar, distance learning, in-house video utilizing free or low-cost software and minimal staff resources) but not as resource-intensive as existing videos and Learning Portal online courses. This could apply to all different types of stakeholders – internal, external, and possibly the public. Determining the appropriate tool to use in each instance should be based on the type of information, audience, and best practices.

   1.3. Document internal processes and procedures to promote consistency, training, and the retention of institutional knowledge. In many instances, staff at every level of POST entered their positions with little guidance on their responsibilities and expectations. To the extent possible, POST should have its staff document their processes for completing work and retain it for future reference. POST's Internal Manual (PIM), which is now nearly twenty-years old, is in the process of being updated. (Underway)

1.4. Promote bureau fiscal responsibility by instituting bureau and program budgets. Implement bureau-level and project/program budgets and expense tracking, in an effort to better understand and manage costs. Delegate spending authority to managers while holding them accountable for managing their own budgets. (See ASB Section.) (Underway)

1.5. Implement cost-cutting measures. Identify areas in which expenditures can be cut with little compromise to the quality of services POST already provides to the public. Implement means (e.g., video conference calls, newsletters) as alternatives to the higher-cost activities such as large, regular, in-person meetings. In the immediate term, hold off on large purchases until POST gets a firmer grasp on its financial situation. (Underway)

1.6. Accept electronic payments for faster processing of services and/or materials for which POST currently charges as well as for new, innovative ways POST can implement to increase revenue. There are multiple areas in this study where we suggest that POST evaluate charging for services, but there first needs to be a mechanism to accept payments outside of check or money order. (Underway)

1.7. Develop means to measure and evaluate bureau and program performance and progress toward its objectives. Define, track, and report metrics as part of a shared dashboard or repository of initiatives, projects, and programs. Conduct an annual compliance report summarizing performance relative to stated objectives. In some instances, POST has data that is available but underutilized (e.g., Electronic Data Interface (EDI) course and professional certification data), and in other instances, there may be a benefit to developing new metrics (e.g., management studies (See MCLD Section), course evaluations (See TDC Section)). This has not been done by POST in the past.

1.8. Consider the centralization of services and functions that require uniform application and can benefit from dedicated staff resources. Examples where this may benefit POST include course certification (See TDC Section), compliance and quality assurance (See Appendix A), contracts management (See ASB Section), and events management (See ASB Section)). As noted in *Appendix A*, consider a shared services model, which goes beyond centralization by incorporating a mindset of providing services across the organization for internal clients.

2. Implement processes, systems, and tools to support improved inter- and intra-bureau communications and collaboration

   The lack of adequate communication and collaboration within POST was a recurring theme encountered throughout the study. This has contributed to instances of redundant and misaligned work, as well as lost opportunities to benefit from staff expertise. While communication requires a multi-pronged approach, there are system improvements that may be beneficial.

   2.1. Implement an intake process for POST initiatives, projects, and programs that involves a cross-bureau team to identify, plan for, and communicate POST-wide impacts and leverage staff resources. This could be added to the existing bimonthly management meetings as new business, or be a separate process. Participants would bring up new work or ideas through this process and follow guidelines (e.g., include estimated scope of work and resources needed,

identify primary person or bureau responsible, identify funding source, recommend a priority level, and identify associated risks). The resulting plans and initiatives could be tracked on a shared dashboard. This process would require POST to better engage and leverage all of its bureaus, including IT resources.

2.2. Implement ways to improve Management Team Meetings. To improve open communication, value, and buy-in from all attendees, consider implementing the following changes: (a) post agendas and minutes in a shared folder for all managers with easy access to add or modify content with an owner who can make final edits and correct grammar and appropriateness for all staff; (b) type up minutes during the meeting in a shared space (e.g., OneNote shared folder or SharePoint Word document) and allow management team a period of time (e.g., 48 hours) to make updates with the minutes going out to all staff within a period of time (e.g., 72 hours) after the meeting; (c) for information sharing-only topics, post this in a shared space 36 hours prior to the meeting and discuss only if there are questions, concerns, or follow-up needed; and (d) for every item discussed, summarize in one brief sentence and include action items, if any.

2.3. Improve the communication of Management Team Meetings between Bureau Chiefs and their staff. For example, expectations should be set that Bureau Chiefs have a responsibility to serve as a liaison between their staff and the Management Team and share information that is particularly relevant to their bureau staff.

2.4. Increase exposure of work, roles, and responsibilities between staff in different bureaus and classifications. This could range from side-by-side shadowing or "sit-alongs" with staff from other bureaus or classifications to participation in cross-bureau teams. This is particularly helpful for new staff, but can also increase awareness and decrease communication silos for all staff. This would be especially valuable for support services that affect POST business but often lack exposure to what POST does and whom it serves.

2.5. Implement shared project dashboard and communication tools to improve communication. The dashboard should allow every staff member to view the work of other bureaus or even staff within the same bureau. Also, implement use of Microsoft communication tools, such as Yammer and OneNote to help promote cross-bureau dialog. Develop guidelines and train staff on the use of the tools. They are as supplements to, not replacements of, existing communication tools and face-to-face conversation. Staff will require training on these tools, systems, and processes.

2.6. Train staff on technology, implement the technology based on a roll-out plan, and instill a culture where staff use it throughout their day in completing work. Leveraging existing or easily available technology (e.g., audio visual equipment, software) would move POST significantly forward, save staff time, cut down costs considerably, and break down communication silos.

3. Implement strategic communications and marketing efforts to promote wider understanding of POST's role and services, improve service, promote compliance, and build the POST brand

3.1. Increase training in and use of the current technology available at POST to help facilitate increased virtual interaction with and training of the field. Given the tight budget for travel,

POST should explore a combination of initial in-person meetings and follow up via teleconferences, webinars, recorded meetings, or newsletters, which can then be used for training or communication updates. The Learning Portal and POST website may potentially also be used for this purpose.

3.2. Complete the strategic communications/public relations and marketing tactics identified in the 2015 POST Strategic Implementation Plan. The Plan includes strategies to build brand equity; communicate through an integrated approach using different mediums; proactively market to current and potentially future stakeholders; and build relationships to further the awareness and utilization of POST services. External stakeholders often do not understand everything POST offers, which negatively affects service delivery, recruitment, funding, and POST's image.

3.3. Personalize the brand of POST, which is often identified solely as a compliance and regulatory agency without much insight into all that POST does and the people who make up the organization. While POST has made significant strides, the "good ol' boys' network" culture is still equated with POST, per feedback from several external stakeholders. By personalizing POST, external stakeholders will better understand the diversity of its employees. Create brief videos that are fast and easy to produce and share, and post on the website and/or social media about staff, what POST does, upcoming meetings, regulations, etc. This effort includes establishing brand consistency across POST's digital products (See LTR and CSB Sections).

3.4. As POST makes decisions to change programs or put on hold, discontinue, or decrease services, prepare and execute appropriate strategic communications to the different stakeholders (e.g., non-management staff, Commissioners). Have a plan in place for communications, with talking points, frequently asked questions (and associated, appropriately worded answers), as needed, next steps, and resources for stakeholders to learn more information or alternative options.

3.5. Consider implementing office hours for when the field can call in through video or audio to ask questions on topics that are planned ahead of time. For example, every first and fourth Tuesday of the month between 12-1 p.m. could be the "Regional Consultants Hour," when the field can ask questions of or virtually meet the TDC LECs.

3.6. Increase engagement of followers on social media based on POST social media guidelines. Ask them questions about what they would like to see on social media pages. Answer questions as they come in. Share with them updates, both formal (e.g., bulletins) and informal (e.g., latest Learning Portal features), that are relevant to them. Also, explore options on other forums, such as the Learning Portal and PASS.

3.7. Recognize high-performing agencies for their achievements (e.g., provide certificates for excellence in specific areas). An external stakeholder noted that individuals receive recognition upon completion of courses, etc., while agencies do not. This survey respondent had given the example of how all of their agency's patrol officers are trained in crisis intervention. It would be nice, they continued, if POST recognized this agency through a certificate. A similar idea would be recognizing an agency if it passes a POST audit with flying colors. (Underway)

4. <u>Improve the collection and use of feedback from trainees and the field to improve services</u>

   Many of POST's quality assurance functions are under-resourced (BTB and TPS Sections), resulting in increased reliance on course evaluations. However, there are no processes in place to ensure they are completed and used to the benefit of POST and its instructors.

   4.1. Proactively improve the course evaluation process to promote more active participation and the communication of valuable feedback to instructors. Coordinate the collection and dissemination of feedback from the field, which is now solicited separately by LTR, TDC, and others, but not consolidated and reviewed as an organization. Ensure that there is one unit or individual accountable in reviewing the evaluations and taking action based on the evaluations. Use this information to determine the need for more intensive and targeted quality assurance based on risks posed to POST and the field.

5. <u>Institute processes and resources to improve organizational responsiveness and agility</u>

   With the reductions in funding and services, POST will need to be more agile, efficient, and cost-effective in doing business.

   5.1. Implement agile processes to allow for easier piloting of new initiatives, projects, and programs and pivoting as needed to create the best product possible with limited resources. Short-term pilot projects will allow POST to try an idea but also return to its old processes, if they prove to be better in the end for POST. By making piloting of processes and ideas more agile, POST can make decisions and implement them in a faster, more efficient manner.

   5.2. Consider implementing a "test lab" consisting of a group of hundreds of voluntary subject matter experts in the field who commit to answering short surveys monthly on a variety of topics depending on their professional role and expertise area. These topics could range from how POST could use a recent procedural justice grant to identifying the latest trends in multimedia learning principles. Compared to existing practices of decentralized feedback from the field and overreliance on "favorite Subject Matter Experts (SMEs)," the test lab would offer quick access to a larger volume of respondents with a potentially deeper and wider range of knowledge and expertise. (See SER Section.)

Shared Values

Shared values represent an organization's central beliefs and values that define the norms and standards guiding employee behavior and organizational action. This includes factors including organizational culture, staff commitment, and morale.

Shared values are a relative strength of POST, as staff and Commissioners share a common sense of pride and commitment to the organization and the importance of its services to the field. In general, both internal and external stakeholders associate California with being the "gold standard" in the nation for peace officer standards and training.

1. <u>POST staff, overall, share a passion for serving the law enforcement community, as well as a frustration at decreased office morale and increased pressure to do more with fewer resources</u>

   Overall, POST benefits from having a public-serving mission and workforce that shares a common pride in their work and finds value in the services they provide the field. However, according to staff, employee morale has been on a decline for nearly a decade, impacted by a combination of factors that includes turnover, loss of trust and transparency with past management, and recent financial struggles. Executive management is generally seen as proactively taking measures to effect positive change. However, as in most instances of change management, it is likely to take years to implement the needed changes and increase trust among staff.

   1.1. Return to the values, goals, and strategies identified in the 2015 Strategic Plan. Among the values identified are: service and respect; cooperation and teamwork; pride and contribution; learning and accountability; innovation and diversity; and communication and decision making. The organization should regularly turn to these values as it makes decisions on how to proceed.

   1.2. Instill a culture that leverages staff and challenges staff at every level of the organization to have a growth mindset and feel empowered in their work. Further, have staff identify and follow through on "stretch" goals (providing more challenging work to staff at all levels), and provide staff opportunities to develop trust and partnership among each other. It is imperative that the management team embody these traits and lead by example.

   1.3. Establish a culture in which every employee at POST, every Commissioner, and other champions of POST are ambassadors and they are trained and equipped with how to talk about POST, and how to consistently answer questions, especially the more difficult questions, as POST reduces services to the field. This will require POST to develop and communicate a clear vision forward.

   1.4. Continue the work of the Special Events Committee. While the "POST family" culture is not as strong as it was previously, these activities that bring together staff are key, especially as POST brings on a contingent of new staff during this period of turnover and change.

Style

In this context, organizational style refers to the management approach of top-level managers. This analysis includes looking at participative/authoritative approaches, leadership, team dynamics, and effectiveness.

Within the first 15 months of appointment, POST's Executive Director is widely seen by external stakeholders and internal stakeholders as responsive, effective, and visionary. With the intent of creating positive change, the management team has implemented means, such as the Upstream Evaluation, to collect and analyze feedback from staff regarding management performance.

1. <u>The current POST Management Team inherited a difficult situation and critical task, and its success will require improved teamwork and communication</u>

The management of POST has been heavily impacted by a combination of factors, including the near-complete turnover among top-management positions, and their inheritance of a structural deficit and weakened organization. This has shifted management's focus from ongoing management and improvement to crisis management and the consideration of significant changes to services and programs. The study found that the many competing initiatives being undertaken by POST make it difficult for management and staff to prioritize work and understand big-picture direction and strategy. This has manifested itself in bureau pushback and sense of "putting out fires" at every level of the organization. Nevertheless, POST staff and external stakeholders are confident that the Executive Office is poised to help bring the organization back to health.

1.1. Improve the cohesion between the Executive Office and the Bureau Chiefs. Currently, the relationship between the Executive Office and Bureau Chiefs is strained. A team mindset among the Management Team will be required for POST to navigate the difficult decisions ahead, which will include resource allocation and service reduction. This team will need to be committed to POST and its stakeholders rather than focusing on the protection of existing bureaus, units, and programs. Furthermore, it is important for Bureau Chiefs to be involved in the decision-making process, to generate buy-in for the resulting POST initiatives.

1.2. Improve communication and cohesion among Bureau Chiefs. The Bureau Chiefs do not always proactively work together with a team mindset. Some Bureau Chiefs work very well with one another, while others do not. This may be aided by the institution of regular Bureau Chief meetings outside of the Management Meetings, to facilitate cross-bureau communication and coordination.

1.3. Employ change management principles to help the organization through the forthcoming period of transformation. This includes devising and communicating short- and long-term plans to provide a roadmap for POST going forward. This will help provide context for the many changes underway, as well as link them to an estimated timeline and tangible end goals. When making decisions that have a great impact and do not have input from other managers, explain why these decisions are made and tie them to the short- and long-term plans for staff to better understand the organization-wide vision and next steps.

1.4. To build connection with staff, management must be consistent, transparent, connected, and follow through on its commitments. This includes increased accountability for all staff, which requires improved communication of expectations and holding staff responsible for their actions. Actual and perceived unfairness, whether in the form of uneven supervision or workload, can hurt morale. Supervisors should be expected to continually work with their staff to develop their skills; hold them accountable; and work toward organization-wide goals. While most managers come into their POST role with prior supervisory experience, refresher supervision training is needed in many cases.

1.5. Improve staff communication and access to management. Currently, while some staff feel they can approach the Executive Office, others do not. The Executive Office should consider ways to improve and promote staff access, which may include setting office hours and increasing time spent engaging staff in their own areas of the office.

2. <u>The law enforcement culture that pervades among management and senior staff is distinct from the state civil service culture familiar to non-LEC staff</u>

2.1. Provide training for law enforcement and non-law enforcement staff to help identify and understand cultural and structural differences between law enforcement agency and state civil service environments. Most POST management and senior staff are former officers with significant experience working and managing in a law enforcement agency setting. While many of these skills are transferrable to POST, there are cultural differences that sometimes result in friction and frustration.

3. <u>Increase Commissioner engagement and support for POST initiatives</u>

The Commissioners' understanding and support of POST will be integral to its ability to successfully make organizational adjustments. The level of engagement of Commissioners varies and the tri-annual Commission meeting format sometimes delays POST's ability to receive guidance and gain approval to make changes.

3.1. As POST makes changes to operations, it should explore ways to accelerate the sharing of information with Commissioners and the decision-making process. While some Commissioners expressed interest in meeting quarterly, they (and staff) were also concerned it may be too costly and resource-intensive. At a minimum, POST should continue to provide Commissioners with email updates between meetings. This has provided helpful background information and status on key initiatives, projects, and programs to the Commissioners.

Staff

An agency's staff pertains to number and type of employees, and how they are recruited and utilized by the organization.

There have recently been notable strides made in succession planning efforts. In the past six months, POST began initiatives to explore new ways to recruit LECs and modify job qualifications to expand the candidate pool. Staff now have set annual performance evaluations, with a look at individual development plans. POST is allocating money for staff training, and recently instituted retention initiatives such as the ability for staff to move more easily laterally to other bureaus. In addition, some bureaus have created desk manuals for some roles. There remains, however, perception among staff that succession planning can be done much more proactively and more strategically.

1. <u>Prioritize the development and execution of a multi-faceted LEC recruitment strategy</u>

In recent years, POST has experienced difficulty hiring LECs, due to factors including eligibility requirements, competitive pay, benefits restrictions, and relocation expectations. Furthermore, the LECs POST does hire are often retired and have an average tenure of under six years, compared to non-LEC staff who have worked for the state much longer than LECs. POST LEC salaries were historically higher, or at a minimum comparable, to those of supervisory public safety personnel. The POST LEC salaries are now considerably less than those of supervisory and management

California peace officers. POST LEC salaries are significantly less than those of corrections consultants at the California Board of State and Community Corrections. These issues make it difficult for POST to hire peace officers mid-stage in their careers, or retain them for long-term employment. Additionally, POST is generally unable to hire retired peace officers from CalPERS participating agencies; the great majority of California law enforcement agencies participate in CalPERS. These challenges will be increasingly problematic as there are currently seven LEC vacancies (18 total vacancies), and quite a few more are expected within this year.

1.1. Continue to develop and execute a multi-faceted LEC recruitment strategy that includes:
  ➢ Adjusting job minimum requirements to allow for more mid-career staff (Underway);
  ➢ Exploring opportunities to offer financial and non-financial incentives;
  ➢ Marketing and outreach at conferences, meetings, social media, and by staff word-of-mouth; and
  ➢ Holding events (both virtually or in person) at POST and uploading brief virtual tours of POST on social media and the website, focused on providing the latest recruitment information, answering questions, and providing a day-in-the-life perspectives of current employees.

1.2. Explore the potential to re-instate the former Management Fellow Program or the hiring of temporary contractors with the necessary job and communication skills, and requisite titles, who can join POST meetings with agencies.

2. Build organizational competency and expertise by shifting some LEC responsibilities to career non-LEC staff

The study identified several opportunities to shift some responsibilities from LEC to non-LEC staff, ranging from those that are administrative in function to those that require an analyst or senior analyst position. By shifting more complicated work that does not require law enforcement background to non-LEC staff, POST can build expertise among staff with a longer average tenure, resulting in the improved retention of institutional knowledge and alleviation of the strains caused by difficulties in the recruitment of LEC staff.

2.1. Consider non-LEC staff for key positions for which firsthand law enforcement expertise is not required to perform job duties. These roles may include key roles in operational supervision and management, course certification, some program and project management, and field audits. This change may require the creation of additional analyst positions, and shift away from pure support/technician positions.

3. Revise job duty statements for all positions to accurately reflect updated expectations and responsibilities

Current job duty statements are often out of date and do not capture actual responsibilities.

3.1. As new roles and responsibilities are determined, rewrite job descriptions to clarify expectations, assignments, reporting structure, and allow for flexibility in working on special projects with other units, or on more urgent tasks such as having checks prepared and issued. This process may be coordinated with the annual performance review process. Updating the

job descriptions and leveraging staff more would improve employee morale by expanding promotional and professional growth opportunities for staff. (Underway)

4. Improve utilization of support staff, especially Office Technician staff, across the organization to help meet organizational needs, offset uneven workload, and provide cross-training opportunities

    The work among many support staff is inconsistent and uneven given the nature of their assignments within each bureau. At the same time, POST uses analysts, supervisors, and Retired Annuitants to backfill for support staff and provide additional resources for temporary projects – work that could be done by other POST support staff, if utilized as an organization-wide resource.

    4.1. POST should utilize its OT resources on an organization-wide basis, not restricted to their "home" bureau or unit. Cross-train OTs to assist or cover for one another as to avoid taking other staff off of their day-to-day duties.

    4.2. POST may consider pooling its OT staff under a dedicated supervisor, taking on the role of a traffic controller, who can assist with supervision and allocation of staff across the organization to meet short- and long- term needs. This matrix structure would allow OT staff to be rooted in their own bureau while continually growing and learning the business of POST and interacting with staff across other bureaus. This flexibility allows POST to complete urgent work more efficiently and maintain a more even workload organization-wide.

5. Leverage in-house instructional design experts for all organization-wide work

    5.1. Currently, POST has three instructional design experts who are housed within the Learning Technology Resources (LTR) Bureau. Their focus is on POST e-learning curriculum development, but there may be other opportunities to leverage their expertise to the benefit of other training branches, instructor training, and course evaluation standards.

6. Staff resources may need to be shifted from other roles into technology services roles, depending on POST's future automation and eLearning efforts

    6.1. It is expected that POST will continue its efforts to automate processes and bring more services online and via the Learning Portal. In doing so, it will need to reassess staffing needs in the CSB and LTR bureaus. (See CSB and LTR Sections)

7. POST's existing number of authorized positions should be capable of performing all of POST's activities once filled and better allocated and utilized

    Upon completing the prioritization of work, POST should shift resources as needed to where both the organization and staff benefit most. Despite the multitude of recommendations in this study, we are not recommending an increase in number of allocated positions. With the need to be fiscally responsible, POST should maximize the use of its existing resources. In addition to shifting resources, POST should also complete the other related strategies and tactics: supervise more actively, perform annual performance evaluations with associated individual development plans, shift some work from LECs to non-LECs, and pool resources to better manage their time and POST's urgent work.

Skills

The skills and competencies of the organization's employees, how they meet the organization's needs, and how they are monitored, assessed, and developed.

In general, POST staff are highly skilled, motivated, and possess a strong work ethic. POST will be able to manage their decreasing budget better if supervisors across the organization managed their staff more actively, holding them accountable and developing their skills based on the individual's development plan and for benefit of the organization.

1. Overall, POST staff possess a complement of skills that can meet the organization's needs

   The current mix of skill sets, ranging from LECs with management and training experience to application developers and civil service analysts, appears capable of meeting POST's needs to serve the field. In many instances, staff can be trained to perform many of the tasks. In few instances, given the small size of the organization, it is difficult to hire the requisite experience internally, which has led to hard-to-fill vacancies (See Personnel Services Supervisor and Fiscal Services Sections).

2. Develop desk manuals, mentoring, and initial training processes to help support and assimilate new staff

   2.1. Develop and implement mentoring opportunities, both formal mentoring pairing up staff with someone who can guide them through career questions, challenges, and goals, and informal peer pairing with someone who can help them navigate the POST building and other necessities. Update, as needed, onboarding and training. Develop and communicate training program/resources, particularly in supervisory skills, project management, and budget management. Some of this work is partially underway, but staff need to be informed about these opportunities.

3. Adopt and implement a standard performance evaluation process

   In recent years, evaluations have been conducted inconsistently depending on the supervisor. A handful of staff report that they received performance evaluations and individual development plans every year. The majority of the staff said it had been anywhere from two to six-plus years since their performance had been evaluated.

   3.1. POST has begun to correct this issue by implementing an annual performance evaluation policy to take place during the birth month of the employee. An individual development plan and self-assessment are also part of this new process but are not mandatory, per state rules. POST should support and train supervisors on this process and track completions to ensure they are done. (Underway)

4. Continue recent efforts to provide training opportunities to POST staff

   Staff identified the need for more training opportunities. POST has made concerted efforts to offer more training opportunities to staff, including the recent appointment of a training manager to coordinate staff training needs and request and allocation of funds specifically for training. Continue offering training opportunities to staff, present training available to them through other low-cost or no-additional-cost means (e.g., Cal HR), and tie in training as a component of the annual Individual Development Plan process. Areas in which additional training could be beneficial to POST include: project management and tools; targeted supervisor training; leadership; and financial reporting and budget management.

5. <u>Staff skill and effort are expected to improve with more accountability and support from supervisors</u>

   5.1. For both performing and under-performing employees, identify staff who could be leveraged more and provide them opportunities (e.g., special projects) that align with their individual development plan. Present stretch goals to employees, challenging them with work that allows them to grow and stretch their abilities considerably more than today.

   5.2. For under-performing employees, regularly communicate directly and honestly with them regarding their performance. Conduct regular performance improvement discussions; determine standard, organization-wide ways in which to measure performance; hold staff accountable for work they are required to accomplish; and take measures if staff still do not improve their performance. (Underway)

4. Bureau-Specific Findings and Recommendations

This section identifies opportunities for improvement for each of POST's eight bureaus. The following findings and recommendations represent the culmination of internal and external individual, group, and bureau-wide meetings, research, and best practices. A number of recommendations note the need for additional analysis, and the implementation of any recommendation will be at the discretion of POST. As with the Organization-Wide Section of the study, this work crosses over all of tasks comprising the project scope of work. Within our recommendations, we make note of those instances in which POST has already begun to take action, and changes are underway.

Administrative Services Bureau (ASB)

The POST Administrative Services Bureau (ASB) consists of several units with distinct responsibilities, and each was interviewed separately for this report. The ASB includes traditional administrative and business support services and functions, including Personnel Services (Human Resources), Budgets and Accounting, and Business Services (Contracts, Purchasing, and Facilities). In addition, ASB serves as a catchall for several POST services that do not provide administrative support, including Professional Certifications, Officer Profiles, and the Library. Consequently, ASB has the largest staff among POST's bureaus and its units generally operate independently from one another.

Overall

1. Institute a customer service-oriented approach to administrative and business support services to improve responsiveness to bureau needs and increase trust in key support functions

    In general, POST staff within and outside of ASB recognize disconnect between ASB and other bureaus and lack of confidence in some of the aspects of ASB's ability to support the organization's work. The ASB's reputation appears to stem from a combination of problematic styles of prior management, significant turnover in nearly all of ASB's management positions, and recent issues experienced and inherited in accounting and financial management.

    1.1. Adopt a proactive customer service-oriented approach to administrative and business support services. This may include holding regular meetings with staff in other bureaus to better understand and meet their needs, and improve the communication of expectations and processes. When possible, units should establish a dedicated contact to understand and account for bureau needs. Similar to the bureaus providing services to the field, each ASB unit should identify objectives and metrics to measure progress, and define short- and long-term goals to guide its efforts. A more proactive, service-oriented approach to these services will also help ASB build a closer, more integrated working relationship with other POST bureaus.

Fiscal Services Unit *(Accounting/Reimbursement and Budget)*

1. Restore stability to the organization's finances through rigorous hiring, investment in the development of permanent staff, and the institution of policies and procedures that promote organization-wide fiscal awareness, responsibility, and accountability

Difficulties with financial management have placed a major strain on POST for the past several years, as it tried to balance its obligations to fund statewide officer training in the face of decreasing funds and uncertain cash flow from the State Penalty Fund. As funds became increasingly scarce, it revealed weaknesses in POST's approach to managing and controlling expenditures, culminating in the inability to fund more than a year of reimbursement claims, and a call for significant across-the-board cuts in spending. During this time, POST has also experienced significant turnover in management in ASB and the Fiscal Services Unit, further complicating its efforts to develop and implement improved policies and procedures.

1.1. Acquire expertise to lead or assist in the design, implementation, and ongoing management of standardized and efficient fiscal services. The accurate, timely, and controlled management of POST's limited financial resources is central to all of its internal and external functions and services. To set POST up for long-term success, it should invest in the development of new policies and procedures around fiscal services, including reimbursements, invoicing, and budgets. This effort should include an evaluation of all related processes, systems, internal controls, reports, and forms. (Underway)

1.2. As current special projects wind down (e.g., the entry backlogged training reimbursement requests (TRRs) and the transition to FI$Cal), POST should shift away from its reliance on Retired Annuitants (RAs) and focus on developing permanent staff. In addition, to the degree possible, ASB should consider utilizing existing staff from other POST bureaus to assist with current and future temporary special projects. In addition to using existing resources, this approach will provide opportunities for cross training and be preferable to relying on other ASB staff whose time providing assistance has contributed to backlogs in other areas, such as contracts and the processing of professional certificates.

1.3. Develop, communicate, and track budgets at the organization and bureau level. Initial budgets may require use of zero-based budgeting to evaluate services and offerings and facilitate POST-wide conversations regarding the prioritization of services and allocation of scarce resources. Going forward, Bureau Chiefs should be held accountable for managing their own budgets and incentives in place to control costs. (Underway)

1.4. Develop and disseminate to the Management Team regular reports on the fiscal status of POST, POST bureaus, and individual services and programs. Ideally, these reports incorporate other indicators of service and performance, such as Electronic Data Interchange (EDI) system data, to provide a snapshot of bureau status and information to support POST decision-making. This should become a regular agenda item for Management Team Meetings, and be made readily available to Bureau Chiefs and the Executive Team. (Underway)

Business/Contract Services Unit

1. Improve contract support services by better communicating processes and approaches, dedicating adequate staff resources, and leveraging the benefits of various state contracting vehicles

According to staff in multiple bureaus, there is a need for additional guidance and support from ASB throughout the contracting process. Currently, POST enters into more than 120 contracts annually for a variety of services, and a recent internal review effort with program staff has identified numerous opportunities to reduce costs while retaining critical services.

1.1. Improve the communication of contracting policies, processes, and program responsibilities (e.g., content, deadlines, budget, evaluation criteria) to support the standardization, timeliness, and quality of POST contracts. Limit reliance on Non-Competitively Bid (NCB) contracts, when possible, and explore opportunities to use Leveraged Procurement Agreements, such as the California Multiple Awards Schedule (CMAS), and the Small Business Option, which may offer POST increased access to streamlined competitive procurements.

1.2. Consider shifting over part-time staff resources to increase the assistance offered to bureaus with contract development and procurement strategy and execution. To improve customer service and responsiveness to bureau needs, the unit may consider bringing over the contracts role from the TPS Bureau, as it accounts for nearly half of POST's contracts.

2. <u>Streamline procurement processes and enforce asset management procedures</u>

According to procurement staff and the bureaus they serve, there are opportunities to improve the procurement and tracking of goods. The current procurement process requires five signatures for all purchases, orders are placed individually, and existing inventory tracking procedures are not being followed.

2.1. Streamline procurement policies, processes, and forms to account for differences in authorization requirements associated with purchase type and value.

2.2. If possible, batch orders for common or cross-bureau purchases, such as office supplies, to reduce the work associated with processing purchase requests independently and obtain better pricing through strategic sourcing.

2.3. Adhere to existing process for asset tracking and management. Assess need for resources from other teams, including support staff from other bureaus, to enter inventory information into FI$Cal and improve tracking of POST assets in the field.

3. <u>Consider the centralization of additional POST-wide business services that are duplicated across bureaus and could benefit from dedicated resources</u>

3.1. Consider the centralization of training and event logistics, including contract negotiation for all travel/lodging, within the unit. This will allow POST to better coordinate the numerous trainings and events POST holds statewide, take advantage of economies of scale, and save time that is now spent by LECs and other staff throughout the organization. This work could also include the coordination and booking of POST's own facilities. This will require the addition of an employee to the unit, but would save POST considerable time, overall. (See Appendix A, Shared Services.)

Personnel and Information Services Unit

Personnel Services

1. <u>Strengthen personnel services through the hiring of an experienced human resources supervisor and the continued development and implementation of standardized processes rooted in best practices</u>

Many of POST's Human Resource functions, including policies and procedures, hiring, personnel actions, onboarding, training and development, and performance management, could benefit from review and standard application across POST. This process has begun to some degree under the new ASB Bureau Chief, but has been hindered by a six-month vacancy in the Personnel Services supervisor position.

1.1. Hire an experienced supervisor to oversee Personnel Services and lead the strengthening and development of POST personnel policies and management. (Underway)

1.2. Perform a review and update of POST Human Resources policies and procedures. Communicate these to staff in a series of update meetings, and enforce consistency in their application across bureaus going forward.

1.3. Move the officer profile work currently done by an employee in Personnel Services to the CSB Technical Support Unit, where it better aligns with the function and capabilities of the unit. Determine if this work can be absorbed by existing CSB staff, or whether there is a need to shift staff resources to CSB. (Underway)

Professional Certifications

1. <u>The professional certification function can benefit significantly from changes and improvements to the application process, increased customer training, and better alignment within the organization</u>

The Professional Certification Unit is responsible for processing several types of certificate requests received from the field, each with a different set of requirements. Though POST can accept applications electronically, nearly half of the applications received in 2016-17 were by mail and required entry by POST staff. Further, approximately eight to 12 percent of applications received are denied. Because of its workload, there currently exists a five-month backlog in application processing. Lastly, as a field facing service that enforces POST certification standards, the Professional Certifications Unit does not share a functional nexus with the rest of ASB.

1.1. Require all certificate applications to be submitted electronically. Out of 19,686 certificate applications during the November 2016 to November 2017 period, almost half (9,622) were submitted in paper format when there was electronic functionality. Furthermore, explore opportunities with CSB to improve the application by tailoring it to each certification type and their respective requirements utilizing automated wizards. This change will save the unit substantial time. (Underway)

1.2. Provide all certificates in electronic format instead of printing and mailing paper copies. This is an unnecessary expense for POST that easily can be done and paid for by the individual or agency. PDF versions of certificate are already generated by POST and are linked to officer profiles that are available on EDI.

1.3. Consider charging for certificates as way of recovering costs and incentivizing the submission of valid applications. This would require POST to add the capability to accept electronic payment.

1.4. Implement improved training and resources for agency training managers on the certificate application process and related requirements, in order to improve their quality and compliance. The training could be as basic and inexpensive as a regularly scheduled webinar, and made available to training managers and officers seeking certification on the Learning Portal.

1.5. Consider moving Professional Certifications out of ASB and into a bureau that is more aligned with its function and serves the field. Based on other POST decisions, this function could belong in a unit focused on compliance or quality assurance, or linked to the bureaus providing the standards and training linked to the certificate process.

Library Services

1. Questions surround the role of POST's library to provide research and information management services that are increasingly available electronically

    According to a recent survey conducted by POST of its staff members, use of the POST library varies from those who last used it "yesterday" to "two years ago" or "never used the library." Among the uses cited include reviewing decades-old Commission agenda and minutes to accessing data on the staffing levels of law enforcement agencies through California. In general, staff seldom uses the library for research as they had in the past, and often perform their own research online.

    1.1. Further evaluate library functions and workload to better understand the demand for library and research services. Use this information to best define POST's needs regarding research and archiving services, as well as the appropriate organizational location of the library. (Underway)

    1.2. Continue shifting resources into an electronic library (e.g., subscriptions, e-books, scanning of older documents) and make it accessible to staff and external stakeholders. Many library and research resources are already available on the POST website. Consider alternative ways to use the existing library space to re-arrange units to support improved inter-bureau interaction.

Basic Training Bureau (BTB)

BTB serves those who present the courses that are the gateway into law enforcement for most of California's Peace Officers. The BTB oversees the Regular Basic Academy and facilitates meetings and workshops for academy personnel to help guide them in running the academies. The BTB also presents several courses designed to teach academies how to manage their programs, and manages the development and revision of academy curriculum and workbook content, administration of all out-of-state waiver requests, management of all Field Training Programs and other specialized courses, in addition to Basic Course Certification Reviews.

1. Consortium and Workshop meetings can be conducted more efficiently

    According to POST staff and external stakeholders, there is an opportunity to reduce the time spent on Consortium and Workshop meetings without sacrificing content and value. Staff and participants note that there is a lot of time spent at the Consortium and workshops when the attendees are not actively in session, or when the sessions are held, the time spent is not maximized in terms of content and information sharing. While attendees derive benefit from networking at these events, it is often at the expense of POST and outside the scope of the event.

    1.1. Condense the Consortium and Workshop events to make them more efficient and cost-effective. Implement online prerequisite learning prior to these events, where possible. Poll instructors and attendees on how best to reduce the hours spent in person at the meetings without affecting the value. (Underway)

    1.2. Provide meeting materials electronically online and discontinue printing and shipping hard copies. BTB still provides many of the hard copy materials to meeting attendees. This takes valuable fiscal and staff resources that POST could direct to other, more pressing needs. (Underway)

2. Increased collaboration between BTB and Standards, Evaluation, and Research (SER) Bureau will improve the continuity and effectiveness of the basic program

According to both bureaus, there has been insufficient collaboration between BTB and SER, despite the critical need for continuity between BTB's basic programs and SER's basic testing functions. Due in part to being in a separate division and other reasons such as how the staff of these two bureaus have historically related to one another, this has resulted in a significant schism between testing and training methodologies and approaches. Recently, BTB and SER bureaus have begun to work more closely with one another, but this collaboration can be further strengthened and formalized through organizational changes.

2.1. BTB and SER should collaborate earlier, more often, and proactively. The work of SER and BTB is inextricably linked, and this requires staff from both bureaus to work closely together throughout the workbook and testing development process. For example, an SER testing specialist should participate in BTB workshops focused on updating workbooks. While this may add costs because these workshops are in the field, the BTB and SER Bureau Chiefs need to determine if it is warranted by its benefits.

2.2. In addition to adopting practices that facilitate a closer working relationship, SER and BTB should be placed within the same division, if not the same bureau. There should be the same Assistant Executive Director or Bureau Chief who is responsible for their collective success and can make decisions and set direction for their relationship.

2.3. Consider bringing testing to BTB or bringing training and testing specifications to SER. Either way, when the workbooks get updated, the tests need to be updated. BTB should attend the test panel meetings, and SER should attend workshops that involve testing. And while progress has been made in collaboration, the two bureaus need to work together to address gaps between the basic course curriculum and the testing model.

3. Resources may need to be shifted to ensure certified programs continue to meet POST standards

Currently BTB does not have the resources to perform Basic Course Certification Reviews (BCCRs) and other quality assessments on its training, including Modular Basic and PC 832 training. The BCCRs are often done several years apart, providing the opportunity for courses and instructors to skew from POST compliance. Additionally, the BCCRs are not a regulatory requirement, thus, they have not been prioritized as high as other mandated work.

3.1. Improve performance of quality assessments of BTB courses to ensure they continue to meet POST standards, and evaluate how they can be done differently given POST's limited resources. Steps to improve this process should be driven by the risk non-performance poses to POST, the field, and the public it serves. To supplement BTB LEC resources, POST may consider expanding the pool of staff or contractors who can audit a course or instructor, and allowing for two different individuals to certify and audit the course. This holds true for POST work across the organization, ensuring checks and balances are in place.

4. Bureau vacancies impair its ability to perform its existing workload

There have been many staffing changes across the organization, but BTB has recently experienced the most. While BTB is actively working on getting temporary and long-term relief, the vacancies, if not addressed soon, will lead to increased backlogs within the bureau.

4.1. Either reduce scope of work, both in the short- and long-term, and/or continue to have staff from other bureaus to assist. Consider enlisting the help of RAs while focusing on recruiting quality staff.

5. Devote more attention to dispatcher basic and in-service training and testing

While there is a dispatcher course and testing, feedback from both internal and external stakeholders suggests needs for increased training and standards of dispatchers. External stakeholders indicate they want to be included in classes like Command College, for which they already qualify today, and SLI, for which POST will soon pilot for dispatchers.

5.1. Review the training and testing specifications and programs for dispatchers across the organization (in BTB, SER, TDC, and TPS) and revamp them based on dispatcher personnel needs. Collaborate across the organization to reduce duplicative work in this area and ensure that communications to dispatchers from POST are consistent. (Underway)

Computer Services Bureau (CSB)

The Computer Services Bureau (CSB) consists of three units: (1) Web, Design, and Documentation Unit; (2) Application Development Unit; and (3) Technology Support Unit. Together, these units provide an array of internal and external IT support services, develop and manage custom applications, and coordinate POST's electronic communications. The CSB has been central to POST's efforts to streamline and automate processes, communicate with the field, and track information on its programs and field compliance. Nevertheless, there exist opportunities for CSB and POST to make improvements.

1. Continue improved communication, planning, and exposure between CSB and other bureaus to ensure POST maximizes its investment in Information Technology

As a support services bureau, CSB employees often feel isolated from and out of touch with much of the rest of POST and its customers. Despite CSB playing a role in nearly all of POST's internal and external services and projects, until only recently, it was often not included in planning meetings or notified of other bureaus' needs and projects late in the process. This has shown marked improvement over the past six months, and allows CSB to plan ahead and contribute its ideas and perspectives. In addition, due to budget cuts, CSB seldom attends POST events or interacts with end customers, which are valuable opportunities to better understand internal and external customer needs.

1.1. Continue improved communication and planning between CSB and other POST bureaus. Given CSB's role in many of POST's work and initiatives, CSB should be included in the planning stages of POST projects, so as to alert them to upcoming needs and allow them to participate in the discussion of potential IT solutions to address POST needs.

1.2. Increase CSB staff exposure to other POST bureau work and its customers. Consider having CSB staff shadow staff in other bureaus to increase their awareness of what POST does to improve their ability to understand and meet staff and customer needs. If possible, send CSB staff to a workshop, conference or other meeting in the Sacramento area to also increase their exposure to the field.

2. <u>Increased reliance on the CSB Application Development Unit will require improved project coordination, communication, and, potentially, additional staff resources</u>

Given POST's many initiatives and needs, CSB has been inundated with requests for automation and other projects, resulting in a strain on its Application Development Unit's resources. This is due, in part, on limited staff resources as well as a lack of awareness across POST of the unit's current project load, and the status of competing projects and deadlines. As another side effect of limited resources, the Application Development Unit performs much of its own testing and quality assurance, which is out of alignment with best practices.

2.1. Share more widely the existing spreadsheet of the CSB project pipeline to help POST management and staff view and understand CSB's projects and their priority, status, and timing. Communication of and access to this information was requested of both CSB and non-CSB staff. CSB may be able to utilize SharePoint or another program for which POST already has access and should use an organization-wide dashboard with projects from all bureaus over a CSB-only spreadsheet

2.2. Consider adding staff to the Application Development Unit to manage anticipated increased workload. This study identifies several areas in which applications can help streamline processes and shift work to customers, and foresees increased reliance on IT systems in the delivery of training, communications, and compliance work. It also recognizes the need for POST to adhere to best practices for independent testing and quality assurance for the solutions it develops. As POST tracks these projects and the value they represent to POST and the field, it may support a business case to add staff to support this work.

3. <u>Consider shifting some POST functions both into and out of CSB to better align like services, staff expertise, and meet POST's primary objectives in the future</u>

3.1. Some potential examples identified by this study include:

➢ Moving profile request work from the Administrative Services Bureau (ASB) to the CSB Technology Support Unit, where it is a more appropriately aligned with bureau and staff functions. (See ASB Section) (Underway)

➢ If POST chooses to create a new unit focused on Strategic Communications, Marketing, and Public Affairs, it may require the shifting of some communications-related functions currently performed by CSB's Web, Design, and Documentation Unit, such as communications, graphic design, and the website. However, it should be noted that this unit does not currently strategize and develop its own content. The technical IT functions performed by this unit should remain within CSB. (See Appendix A)

Learning Technology Resources (LTR) Bureau

The Learning Technology Resources (LTR) Bureau is responsible for developing and managing POST's online and digital media in-service training resources. LTR is distinct from that of other POST bureaus responsible for standards and training, in that it creates and delivers the training directly to the trainees rather than through third party certified courses and instructors. To do this, LTR staff work with multiple contractors for the Learning Portal, the creation of online courses, and the production of informational and training digital media. LTR originated in response to Penal Code § 13508, which required POST to "[e]stablish a learning technology laboratory that would conduct pilot projects with regard to needed

facilities and otherwise implement modern instructional technology to improve the effectiveness of law enforcement training."

1. <u>The Learning Portal should be leveraged as a resource for all of POST to increase customer access to services, improve communication, and realize cost savings over on-site events and training</u>

    LTR's Learning Portal is currently underutilized as a means for POST to deliver training and other information to the field. Despite demand from customers for increased access to online training, and the potential for cost savings, POST has generally reserved the Learning Portal for a select few in-service trainings and videos.

    1.1. Increase online access and streaming of POST training, videos, and other information, as a means to increase field access, target and track audiences, and reduce training costs. The Learning Portal should be seen as a tool to be used by all of POST to deliver both pre-service and in-service training and other communications, when appropriate for the medium. Further, POST should explore the feasibility of pre-recorded offerings and live-streamed training that do not require the high production costs associated with some of POST's more professional productions. This should include an exploration of hybrid course models, for which some content can be viewed outside of the classroom in preparation for an in-person course. The potential applicability of the Learning Portal is further increased by its new capability to allow agency modification and customization of courses. This effort may require LTR to have more staff, or, at a minimum, increased access to staff in other bureaus. (Underway)

    1.2. As with other POST services, the tracking of LTR resources, costs, and utilization by the field could be improved to help POST better understand its investment in the Learning Portal and videos as well as its ability to reach its intended audience. To determine the viability of shifting certain services and activities to the Learning Portal, POST will need to improve the availability of information regarding training costs and outcomes. As with other POST training, LTR project and program costs should be linked to unique identifiers that allow for reporting on usage (EDI training hours, certificates), costs (contracts, accounting, SMEs), and other data (feedback, survey results), to give POST an understanding of the cost-effectiveness and success of Learning Portal courses. While Learning Portal courses may cost more up front, the cost per instructional hour can be relatively low over time.

    1.3. In an effort to save costs, POST should consider not offering reimbursement for certified in-person courses that are also available via the Learning Portal.

2. <u>Improve cross-bureau collaboration and access to the Learning Portal and LTR's expertise in eLearning and instructional design by considering LTR a cross-functional bureau whose projects are driven by POST-wide priorities</u>

    LTR often works independently from the rest of POST, including conducting separate surveys of the field for training ideas; making its own decisions on the training to be developed; teaming with outside SMEs without collaborating with other POST bureaus; and it is generally not seen as a POST-wide resource. This reduces LTR's potential value to both POST and the field, and the POST bureaus with primary responsibility for developing standards and training do not consider alternatives to on-site training delivery.

    2.1. Have LTR perform as a cross-functional bureau that supports the development and delivery of the guidelines, standards, and training being developed by the BTB, TPS, and MCLD Bureaus. In this role, LTR will work with other bureaus in the planning process, evaluation of the ability to utilize the Learning Portal, and the instructional design and vendor management related to

training production. LTR staff can rely on other LECs from other bureaus to assist with SME coordination and ensure that its training products are realistic, accurate, and contemporary. As a result, LTR will focus on those areas in which POST, as a whole, has made a strategic decision to allocate resources.

2.2. Better leverage LTR staff's instructional design expertise across the organization. There are three non-LEC instructional design experts within LTR and their knowledge and experience, which go beyond eLearning. Their expertise should not be restricted to LTR only, when it could be useful to other bureaus when considering improvements to all of POST's training efforts.

3. Make necessary investments in converting existing eLearning courses into a supported format

According to LTR, nearly all of its 23 Learning Portal courses were created using Adobe Flash, a once-common format that is no longer supported and soon to become inaccessible to the field.

3.1. Prioritize the work of converting Learning Portal material from Flash into a format that will allow it to remain accessible to the field. Use this process as an opportunity to revisit the relevance of prior Learning Portal courses.

4. Move POST video productions onto the Learning Portal and discontinue the use of DVDs

LTR provides many of its videos on DVD, which incurs additional costs, limits field access, and is increasingly misaligned with contemporary technology and the streaming of video. Further, the DVD format does not allow POST staff to accurately track how many times a video has been watched, and reliance on EDI entries may understate the return on investment for the videos.

4.1. Require all new training videos to be in a format that can be streamed and accessed via the Learning Portal to increase ease for the field and allow for improved tracking of distribution and usage.

5. Promote a consistent look and feel across all of POST's products, including the eLearning and videos

LTR's video and Learning Portal products vary in look and feel, undermining POST's ability to build brand equity with its many of its most visible training products.

5.1. Require all Learning Portal and video assets to share a look and feel in order to increase POST brand equity. Even if the vendors vary from project to project, they should at least use some of the same digital assets to create continuity among the products developed by LTR, as well as POST overall.

6. Consider new approaches to existing LTR contracts to improve competition, flexibility, and services

LTR's existing contracts for services may require changes to better meet POST's increased use of the Learning Portal and how it communicate with the field. Currently, LTR issues a Request for Proposals (RFP) for each online training project, and it struggles with evaluating creativity through the state's structured contracting approach.

6.1. POST should explore procurement approaches that provide it more control over selecting such vendors within a competitive bidding environment, such the Request for Offer (RFO) process using the California Multiple Award Schedule (CMAS); and DGS's Small Business Option. The viability of these options will depend on the vendor community and POST contracting constraints.

Management Counseling and Leadership Development (MCLD) Bureau

The MCLD Bureau manages POST's development courses for supervisors through the executive level, performs a variety of counseling studies for participating agencies, and manages a number of special projects, studies, and workshops. MCLD's Supervisory and Management courses are mandatory, and the Executive Development Course, Supervisory Leadership Institute (SLI), and Command College programs are elective "legacy" courses that offer valuable specialized training to high-level executives. Meanwhile, MCLD's staff also provide counseling services to the field, as required by Penal Code § 13513 and defined by CCR § 1016 to include organizational reviews and studies regarding the administration, management, or operations of participating agencies.

1. Make changes to management counseling services to control their scope, reduce POST workload, and improve their overall value to the field

    As required by POST regulations, MCLD offers a range of free management counseling services for requesting agencies. Many of these studies result in detailed reports and require significant LEC dedication. As currently configured, some aspects of management counseling services diminish its potential value, including: lack of agency awareness of services; no system for the prioritization agency requests or restriction of study scope based on agency need; no scope management or focus on the most needed components for a requesting agency; and delays in study completion that impair its relevance and value to an agency.

    1.1. Consider scaling back management counseling services, as needed, to focus on work that might have greater impact to the field given POST's recent budget cuts and other financial constraints. (Underway)

    1.2. Implement a more rigorous application and study planning process for agencies requesting studies, which requires information on study need, urgency, and detailed components in order to help POST prioritize its studies and narrow their scope. Currently, MCLD is exploring approaches to study planning and scope definition with requesting agencies.

    1.3. Identify areas in which self-assessment tools, such as that used in Evidence and Property Studies, or reports on best practices, such as the Career Pipeline Report, can provide valuable assistance and guidance to many POST agencies with little continued POST staff involvement. Also work with past customers to identify opportunities for MCLD to focus its attention on the components of its studies that offer the most value to the field.

    1.4. For each study, create a project plan to define milestones, deliverables, and a limit on the hours available for study completion. These projects can often become resource-intensive, but scope-creep and resource utilization can be curtailed though established deadlines and set expectations on the number of hours to be spent on different study types.

    1.5. Revise management counseling regulations to revise the types of studies offered and POST's obligation to pay for them. There is a market for management counseling services in the private sector, so there is demand for these services, even if they come at a cost to agencies.

2. Internal and external feedback suggests there are opportunities to improve the Supervisory course

    According to feedback received from POST customers and staff, the two-week mandatory Supervisory Course is in need of updating and improvement. Concerns include course length and content, as well as costly reimbursement policies that allow agencies to travel outside of their respective areas to attend the training.

2.1. Work with instructors, students, and subject matter experts to review and update the Supervisory Course to improve its value and cost-effectiveness. Consider adopting a hybrid course model, with some parts of the course moving onto the Learning Portal. (Underway)

3. Scrutinize specialized elective courses and programs that compete with mandatory services for limited resources

MCLD is responsible for multiple specialized elective courses and programs that compete with mandatory services for limited POST resources. As part of its comprehensive review of services, POST should employ a higher level of scrutiny over these services to ensure that they are run efficiently, provide significant value to customers, and align with overall POST priorities.

3.1. Two of POST's most specialized elective courses – Executive Development Course and Command College – are highly regarded but also resource intensive and limited to high level executives. As part of this evaluation, POST may identify opportunities to continue these programs but at reduced cost to the state (e.g., limiting reimbursement, charging students, and reformatting schedules). A similar evaluation should also apply to MCLD's Supervisory Leadership Institute (SLI), though it reaches a significantly broader audience. (Underway)

3.2. Evaluate the relative costs and benefits of other MCLD special programs, such as agency workshops and the School-Based Career Pipeline Program, relative to other mandatory and elective services provided by POST.

4. Explore the feasibility of charging for counseling studies, workshops, and elective courses

Under existing regulations and policies, POST funds most of MCLD's services to the field, which contributes to agency indifference toward controlling costs. Charging fees for these services could potentially serve the dual purposes of reducing unnecessary agency requests and helping POST recover its costs.

5. Consider consolidating MCLD and TPS standards and training services into a single unit and their non-training functions into a separate unit to improve alignment of similar functions and services

Currently, both TPS and MCLD provide a combination of standards and training services, and an assortment of non-training services, including studies, guideline development, program and special project management. POST may consider grouping the service types shared between the bureaus as a way to improve continuity among all of the different types of in-service training, and, in turn, create a designated unit to manage POST's many non-training field services, special projects, and initiatives.

Standards and Evaluation (SER) Bureau

The SER Bureau develops and trains agencies on standards for the selection of peace officers and dispatchers; develops and validates tests used in the basic courses; and processes test orders for peace officer and dispatcher selection tests. It also conducts job task analysis, performs evaluation on the effectiveness of POST programs; and conducts research on projects that are related to selection standards and future law enforcement trends.

1. POST needs to better define and commit resources to evaluation and research activities

Currently, SER's evaluation could be much more robust, and its research component is minimal. The research component was originally created by a former Bureau Chief, but the research resources

and scope of work were never committed, and the work was never prioritized. SER's evaluation work currently includes surveying the field using both straightforward polls and more sophisticated mechanisms involving frequent communication with different stakeholders for sensitive topics. Another example of SER evaluation is its review of the capabilities of electronic systems like Test Management and Assessment System II (TMAS II). Additionally, some metrics are captured today, but they are neither done fully or strategically.

1.1. Consider establishing a proactive research unit and committing resources to identify and help implement trend-setting work (what the IMPACT Team is asked to do today and as part of the 2015-2020 Implementation Plan goal of maintaining leadership in emerging issues in law enforcement). This work does not necessarily have to be part of SER, as it would be broader in scope than selection standards and testing. This work could potentially be done by the bureau or unit that performs other studies and special projects, and may also incorporate POST's Library services.

1.2. Strengthen POST evaluation services, and utilize SER's expertise in collecting data and performing evaluation work, utilizing quantitative data within its own bureau as well as across the organization. (Underway)

1.3. Consider implementing a "test lab", in which there are hundreds of subject matter experts in the field who volunteer to provide quick feedback on a variety of topics (e.g., how best to carry out education on procedural justice, what kinds of information is best shared electronically prior to a workshop). The other bureaus would bring up the questions for these SMEs, and SER would run the lab, evaluate the results and present a brief report on the SMEs' feedback. (See Systems Section)

2. Integrate updated Peace Officer Job Task Analysis to ensure application of contemporary standards

The Peace Office Job Task Analysis was conducted in 2016, but there has been no follow-up work to incorporate its updates into POST work. As a result, POST may not be using contemporary information, and the Job Task Analysis may also lose relevancy as delays continue.

2.1. Allocate time and resources to follow up on the Peace Office Job Task Analysis, and look at the process holistically from training to testing.

3. Further evaluate the shortcomings of existing testing system, request accommodations from the existing vendor, and begin planning for system replacement

According to SER, the TMAS II system does not meet POST's needs. There is strong dissatisfaction about the TMAS system by SER staff, who report that the TMAS was not the system that they all originally wanted and does not meet all of their functional requirements. TMAS is strictly a test delivery system and is not designed for test development and evaluation. The vendor has not been receptive to SER request for data or the development of custom reports.

3.1. Re-evaluate the TMAS II system and identify the functional and system requirements that would meet POST's needs. Within the list, separate out the requirements as must-have versus "nice-to-have" features and work with the contracts unit in preparation for the next procurement cycle. Provide a benefit-cost analysis of a system that is preferable over TMAS II. Implement temporary measures to manage the gaps that exist today between TMAS II and a system that fully meets POST's needs, until POST can afford a system replacement. (Underway)

Training Delivery and Compliance (TDC) Bureau

The Training Delivery and Compliance (TDC) Bureau is the principal liaison between the Commission and Law Enforcement Agencies, training managers, and Course Presenters. The bureau works with over 700 POST Law Enforcement Presenters, as well as a number of agencies not in the POST program, to certify quality law enforcement training and to ensure the delivery of that training. The state is divided into ten service areas, each of which is overseen and serviced by a POST TDC Law Enforcement Consultant. These Regional Consultants certify courses, perform agency audits, attend meetings regularly with their training managers and agencies, and respond to their agencies' questions and needs.

1. Establish processes, protocols, and quality assurance controls to ensure consistent application of POST policies and standards statewide

    In large territories like California, it is expected that the feedback regarding representation of different regions varies significantly. Some agencies and individuals are very satisfied with the services provided by their POST regional representative, while others are less satisfied. Multiple external stakeholders report the lack of consistency in field audits and course certifications, which POST is already working on improving. The Regional Consultants also recognize that there is inconsistency and would like practices, tools (e.g., more detailed guidelines on how to carry out regulations), and training to decrease the differences in how they carry out the regulations and respond to agencies' needs.

    1.1. Establish rigorous processes, protocols, and quality assurance to ensure consistency throughout the 10 regions. Set up training, regular meetings, and quality assurance checks, to allow the 10 regional representatives to share their practices and align more on how they carry out their work. Develop guidelines or desk manuals from which all 10 reps work from, especially on topics that can be vastly different from one regional rep to another, or where there has been personal bias identified by external stakeholders. Where possible and beneficial, allocate some LEC work to a pool of analysts who can perform the same type of work (e.g., course certification) similarly from one region to the next. The Bureau Chief, with input and support from the Regional Consultants, has developed an entry level training program for newly assigned Regional Consultants. (Underway)

2. Further evaluate opportunities to redistribute regional consultant responsibilities between regions and with non-LEC staff to improve workload distribution and increase consultant availability to serve as liaison to the field

    2.1. There is an acknowledged unevenness in workload among the 10 regions, though differences between regions make it difficult to quantify. In addition to geography, there are other criteria (e.g., amount of driving versus flying, population, size of agency) to take into account when balancing workload. Analyze how the 10 regions are divided and make necessary changes to improve the workload balance among regions, based on what is feasible. This analysis may be impacted by other decisions regarding regional rep roles and responsibilities (see below).

    2.2. By offloading some of the work to analysts or even to other LECs and bureaus, the TDC LECs would have more time to (a) work closely and more proactively with agencies, getting them toward compliance through education, (b) communicate with one another more, working toward consistency, and (c) come in to the headquarters to update other POST staff on feedback from the field and provide feedback on current POST projects and initiatives, so that the latter are more aligned with the field's realities and interests. (Underway)

3. <u>Create a working supervisor position over support staff</u>

The Bureau Chief is currently supervising all 10 LECs and the 6 support staff members. While this is not an impossible feat, the TDC Bureau Chief's primary focus should be the supervision and support of the 10 regional LECs and building strong connections and relationships with all of the 613 agencies they serve. This would be best served by creating a new supervisor position over non-LEC staff, with primary responsibility over ensuring LECs' needs are being met by support staff.

3.1. Consider establishing a supervisor position over support staff in TDC.

4. <u>Hiring regional representatives from within their respective region offers several benefits to POST</u>

Currently, some regional representatives reside in the region they represent, while others reside in Sacramento and represent an area that could be hundreds of miles from their home and office. A regional representative's connections and understanding of their geography would be maximized, and their travel and workload would generally improve if they live in the area that they represent. POST recently instituted a home office/telework pilot policy to allow employees who are assigned to full-time duties outside of the greater area of Sacramento to work remotely, with a requirement to work at POST headquarters one week every quarter.

4.1. Recruit LECs who live in the region for which POST is recruiting a regional representative. (Underway)

5. <u>Consider alternative approaches to field and course compliance, which may be performed in part or whole by other POST staff, to the mutual benefit of the field and TDC's regional consultants</u>

LECs throughout the organization perform work that non-LECs can do. In TDC, this is particularly true with compliance work. This compliance work includes, for example, looking at course certification, comparing the hourly information, looking for the 1070 requirement, reviewing the instructor information, and reviewing over-enrollment. Some LECs and non-LEC staff confirm that much of the compliance work can be performed by non-LEC staff as long as the latter undergo the proper training and background checks.

5.1. Consider separating compliance work from the regional consultants' responsibilities and giving it to staff who have dedicated responsibility for this work. This was also recommended in the 1999 Organizational Study. Non-LEC staff can do this kind of work, so transferring the work over to other staff (LEC or non-LEC) would open up more time for regional consultants to work on more one-on-one relationship building with agencies and other requests that leverage the law enforcement expertise. In addition to on-site reviews, explore potential for agencies to electronically submit compliance and consider security issues when doing this. If compliance is separated, it could be located in a Compliance or Quality Assurance Bureau that handles related responsibilities for all training bureaus.

5.2. Have TDC Regional Consultants focus on compliance through education, which equates to time invested in working even more closely with agencies – communicating with them early and regularly and educating them so that they stay compliant. This would align regional consultant success with the success of their regions and agencies and POST's goal of helping agencies achieve compliance and maximize the use of POST knowledge and services. Regional Consultants will communicate POST directives and policies to the agencies, but also communicate agency and regional needs and concerns to POST. If POST makes other recommended changes to decrease regional consultant workload, this would free them to better engage the field and improve POST ties throughout the state.

5.3. Consider shifting non-BTB course certification to a centralized clearinghouse at POST, with designated staff that can ensure consistent application of standards statewide. Administrative compliance can be shifted to non-LEC staff, and subject matter specific elements of review can go to LEC staff or individual TPS staff in the relevant area of expertise. This function could be part of TPS or a separate Compliance or Quality Assurance Bureau.

5.4. Increase the use and development of non-LEC support staff to help LECs perform their work, learn new skills, and carry forward knowledge and consistency in organizational processes over the long-term. Where justified, consider allowing support staff to travel to agencies to provide details, conduct analysis, and learn onsite, while the LEC remains the main point of contact and leading the meetings with the agencies. Such a role may require staff to gain additional clearances and training.

Training Program Services (TPS) Bureau

The Training Program Service (TPS) Bureau is responsible for developing training curricula for California Peace Officers that meets legislative mandates and other critical training. TPS helps ensures both critical and mandated training is available to the field by contracting with law enforcement training providers to present courses. TPS may use grant funding for specialized programs, a most recent example is procedural justice training, which is funded by and offered in partnership with the Department of Justice. TPS also creates, updates, and maintains the instructor development program, guidelines for the field, standard procedures, and/or policy framework for a host of mandated programs. Signature programs that TPS oversees include the Robert Presley Institute for Criminal Investigation, the Instructor Development Institute, the Academy Instructor Certification Program, the Cultural Diversity Program, which includes the Museum of Tolerance, and a variety of specific programs in differing expertise areas (e.g., homeland security, mental health, violence against women).

1. Further scrutinize various TPS programs to ensure they remain relevant, are not redundant, and still provide value to the field

   There currently exist programs that are either redundant with other services, not mandated by code but are POST-mandated or adopted and continued simply because it is what POST has traditionally done. This practice holds true across most of POST's bureaus. One notable TPS example is the update of the Law Enforcement Officers Killed or Assaulted (LEOKA) report, which significantly overlaps with activities performed by the FBI and the organization Below 100 and was recently cut.

   1.1. Prioritize work and consider eliminating programs like LEOKA that are either redundant with other programs or are not mandated and do not yield valuable of returns relative to competing POST programs. (Underway)

2. Review the efficacy and need for the Academy Instructor Certification Program (AICP)

   The Academy Instructor Certification Program (AICP) program establishes instructor training and certification requirements for academies in the program. However, it is a very costly program to run, and the majority of the people who completed the training are not active as trainers.

   2.1. Evaluate the effectiveness of AICP and decrease the scope of the content, the number of hours, explore other ways to allocate funding or share the cost burden for the program, and/or

implement entry requirements that would provide training only to those who need it most. (Underway)

2.2. Transfer over the management and budgeting responsibilities of programs like AICP to the academies. This frees up some POST resources and provides the academies with some freedom to manage their resources.

3. <u>Replicate at the POST-wide level TPS's effective approach to developing and utilizing analyst and support staff in the form of centralized support services</u>

There are contracts and event management roles and responsibilities within TPS today that can be leveraged significantly more if they served the whole organization. Approximately half of POST contracts are for TPS programs; thus, they have historically had their own staff member take care of all TPS contracts. They have also had their own events management staff member take care of all logistics for workshops, training, events, etc.

3.1. Consider centralizing contracts and event logistics at the POST-level to realize efficiencies in staff resources and cost savings. The contracts staff person could cover more contracts; follow organization-wide standards on writing, managing, and paying out contracts; and collaborate more easily with other contracts staff if placed in the Business and Contract Services unit. The events management staff person could also have greater purchasing power and bulk pricing if negotiating for a larger set of hotel rooms; manage all POST events in a more standard way; and offload this type of work from other LECs and support staff if placed in a unit serving all of POST.

4. <u>Dedicate additional resources to quality assessment to ensure courses and instructors continue to meet POST standards</u>

The TPS Quality Assessment Program (QAP) focuses on the instructor and course field assessments. Contracted subject matter experts go into the field, review how the courses are doing, and submit a report back to POST. Incoming requests to conduct the reports depends on the individual requests of TDC LECs. The program is not proactively advertised across the state, mainly because of the lack of funding to cover this service in all 10 regions, resulting in few evaluations relative to the number of certified courses and instructors. Even when an assessment is conducted, there is no follow-up with TDC Regional Consultants on how the assessment impacts the agency, further diminishing their utility. These assessments provide a service that is the core of POST's mission – to ensure that the training provided in the field is at a high, professional standard. The QAP program was recently suspended due to POST's ongoing financial challenges.

4.1. When reviewing all quality assurance/compliance work that POST does and potentially bringing them together in one unit, consider incorporating QAP into this unit. If the work is done under one central unit, there could be more efficient utilization of resources, and thus, a greater ability to cover more reviews across the state. Special attention should be made as to whether all quality assurance work makes sense to go into one unit, or if the unit needs to be further divided between reviews of courses and instructors and what is considered more like field audits.

4.2. Evaluate the current QAP model to determine whether it should remain contracted and how it should be managed by POST. At approximately $1,000 per day, QAP may be more cost-effective if done by POST staff, but the feasibility of this would require additional analysis. If the contractor model is retained, consider having a non-LEC managing the program and only require one SME (rather than two) to perform the QAP.

5. Additional scrutiny is required when evaluating the need to allocate scarce resources to non-mandated activities as opposed to mandated services

    Historically, initiatives, projects, and programs have been added to TPS with the view that it takes on work that does not fit in the other bureaus, and, like a lot of non-mandated work across the organization, had not been evaluated against the other priorities when resourcing the work.

    5.1. While there is value in carrying out programs that are not mandated, all incoming work should be evaluated against existing priorities and commitments as revenue decreases over time for POST. This holds true for all bureaus but especially TPS. All POST programs should be given a sunset or refresh date at which it is re-evaluated for relevancy and value against other POST services.

Executive Office and Public Information/Legislative Compliance

Executive Office (EXO)

The Executive Office (EXO) includes the Executive Director (ED), the Assistant Executive Directors (AED), the Executive Assistant, and the Public Affairs/Legislative Compliance (PILC). (Reference to the EXO outside of this section pertains to only the Executive Director and the Assistant Executive Directors. The PILC findings and recommendations follow in the next section.)

POST has recently had to group its divisions as they are today in order to accommodate lack of an AED overseeing the administration of the organization and the reporting structure circumstances. While this structure is neither logical nor optimal, the EXO has been able to focus on the dire financial situation and make major decisions and changes in order to solve long-standing problems and get back on course as fast, effectively, and efficiently as possible. This is a difficult feat given that there has been a lot of turnover of managers within the last year; change is inherently difficult; and cuts in services and programs impact everyone, from employees to training managers and presenters to 83,509 peace officers, 4,518 reserves, and 7,983 dispatchers.

1. To the extent possible, delegate follow-up, detailed work, and non-critical work to other staff

    According to feedback from some internal and external stakeholders, the EXO aims to solve issues at the very detailed level. Much of this work is to further understand the root causes of long-term problems. Once the identification of new problems, especially in the financial arena, stabilizes (i.e., the current problems have a resolution identified and no new major problems arise) and there are no vacancies in key management positions, the EXO needs to delegate non-critical decision-making and work more to the Bureau Chiefs and other staff.

2. Continue with the current EXO structure in the short-term
    Given there are still a lot of uncertainties and vacancies throughout the organization, the EXO needs to focus on filling these vacancies and understanding the organization's key priorities first before making changes to its own team structure. The EXO team has had to weather and implement a lot of pivotal changes during the course of this study, so keeping the team structure as-is would leverage

the dynamics already built during this period. Adding on another AED right now would take away time from other pressing needs such as critical decision-making and implementation of changes.

3. Consider adding the position of Deputy Executive Director to direct day-to-day operations

    Consider adding the new position of Deputy Executive Director focused on day-to-day operations in order to allow the Executive Director to focus on setting vision, providing leadership, and building strong relationships with key external stakeholders. The Deputy Director also allows the Assistant Executive Directors to work more closely within their programs and out in the field. (See Appendix B regarding the Deputy Director role in other states.)

    The role of the Deputy Director may not be seen as necessary today, as the EXO must focus on making major decisions and changes to deal with the financial situation and it is often easier to move through this process with a leaner executive team. But looking at POST with the long-term lens, the Deputy Director role would allow the ED and AEDs to focus on trend-setting work and set the organization up for success in five, ten, even twenty years down the road. POST should determine the need for law enforcement background based on the duties of the Deputy Director.

Public Affairs/Legislative Compliance (PILC)

The PILC Unit is housed within the Executive Office (EXO), and reports directly to the Executive Director. Its four staff are responsible for serving as POST's legislative liaison, responding to Public Records Act (CPRA) requests, assisting bureaus with the rulemaking process, and managing a handful of special research projects.

1. Continue prioritizing the development of relationships with the legislature, other state government entities, and external stakeholders

    According to POST staff and external stakeholders, POST has made great strides in recent years to strengthen its relationships with other branches of government and closely related organizations. This has been particularly important as it relates to the Legislature, where there has been a need to restore relationships that were strained under prior management. The importance of these relationships will only grow in the future, as POST seeks additional resources and opportunities to collaborate in order to provide services to the field.

2. Improve the rulemaking process through clearer internal processes, communication, and accountability

    Once the Commission authorizes a POST request to institute rulemaking, Bureau Chiefs are given the responsibility of performing the required work, and PILC staff are given the responsibility of making sure processes and deadlines are met. According to staff, there have been multiple instances in which deadlines have been missed or near-missed due to unclear processes and delays in preparing and routing necessary documents. The development of clear processes, responsibilities, and timelines should help POST avoid similar experiences in the future.

3. <u>Explore alternative arrangements to help support PILC's functioning and integration with POST</u>

There exist multiple factors that impair PILC's performance, including spread out offices, competition with the EXO for access to support staff, and physical and functional separation from much the rest of POST.

3.1. Consider collocating PILC staff to help improve their communication, sense of team, and recognition by other POST bureaus and units. This change should not interfere with the legislative liaison's ability to have ready access to the EXO.

3.2. Consider merging PILC functions into a new unit dedicated to strategic communication, marketing, and public affairs. Under this scenario, PILC staff will work more closely with other POST staff in developing strategies to promote POST and its services with increased continuity in messaging. In addition, this will help PILC in accessing dedicated support resources, and improve integration with the rest of the POST office. (See Appendix A)

Appendices

Appendix A. Organizational Structure Concepts for POST Consideration

Organizational Structure

The structure of an organization is central to its performance. While the Organization Analysis Report provides high-level recommendations on potential structural improvements under the *Structure* section and more detailed recommendations throughout the *Bureau-Specific Recommendations* section, this appendix is devoted to exploring additional concepts and potential scenarios relating to POST's organizational structure. These concepts should be (a) evaluated independent of one another before evaluating how they would work in combination with one another, and (b) given additional consideration as POST makes other decisions regarding its services and operations. We also recommend that these concepts not be implemented without first prioritizing short- and long-term work and conducting detailed analysis of the impacts on existing priorities.

From the 1999 Organization Study to today, there has been little significant structural change at POST. There are recommendations relating to structural change in the 1999 study and the 2015 Strategic Plan, but POST remains with two to three divisions over several bureaus that mostly resemble those in existence today. We recommend that POST consider making fundamental changes to its structure to help make real, positive change. The structural changes take time, trust, and piloting to test out their significance in helping POST achieve its mission in a more efficient, effective, and productive way.

As noted in the report, the four main goals of the 2015 Strategic Plan, listed below, align well with the Mission Consulting findings. These goals remain contemporary today, and should still be considered the foundation for discussions, analysis, decision-making, and implementation of the organizational analysis recommendations.

- ➢ Maintain leadership in emerging issues in law enforcement
- ➢ Increase efficiency in POST systems and operations
- ➢ Increase awareness and access to POST services and products
- ➢ Enhance law enforcement's ability to serve their communities

The structural concepts explored below are:

- ➢ Matrix organization
- ➢ Shared services
- ➢ Compliance and quality assurance as a unit
- ➢ Special projects as a unit
- ➢ Strategic Communications, Marketing, Content Management, and Legislative Affairs as a Unit

Matrix Organization

Organizations can have a vertical, horizontal or matrix structures. An organization's structure lays out who is in a position of authority, how work is divided, and how employees are assigned duties. A vertical organization is hierarchical with a well-defined chain of command; has multiple layers of management; and the power emanates from the top down. A horizontal organization has a less-defined chain of command; there are fewer management layers; and teamwork is more prevalent. A

matrix organization attempts at maximizing the benefits of both the vertical and horizontal organization – the vertical lines of reporting still exist but there are horizontal lines of accountability to project managers and teammates.

In most of today's work – in the private, public, and nonprofit sectors – the reality is that almost every organization is using some form of a matrix structure. Medium to very large projects in all sectors (e.g., implementation of the child support system in California, the roll-out of the iPhone 6, and the ALS Ice Bucket Challenge) employ the matrix structure whether they call it that or not. POST already uses a matrix structure – there are examples throughout the organization. Nevertheless, POST should (a) recognize that many of the programs and projects are already being managed using a matrix model, and (b) mindfully and proactively set up processes in place to encourage best matrix management practices.

Below are ways in which POST can set itself up for success leveraging this matrix structure.

> ➢ Continually foster staff development in assigning and managing them on matrixed projects while having them maintain their core competency/expertise as their time is shared with other projects and programs.
> ➢ Dedicate resources (for example, a "traffic controller") or at least time set aside regularly for managers to balance the load and determine which work takes precedence.
> ➢ Continually communicate up, down, and across the chain of command, so everyone knows their responsibilities, team's priorities, and organization's priorities.
> ➢ Have supervisors accountable to requesting and receiving feedback on their staff's performance from project and program teammates to whom their staff is connected via a dotted line.
> ➢ Ensure that teams are diverse. Diversity can play an important role in helping staff develop competencies that are related to a matrix organization, such as listening to and understanding others with different perspectives.
> ➢ Identify, develop, and hone in on these skills that needed for a leader to thrive in a matrix operating environment – empathy, conflict management, influence and self-awareness.
> ➢ Dedicate training resources for staff development in areas such as project management, leadership, supervisory, and team building.

Shared Services
Per Wikipedia, Shared Services is defined as "the provision of a service by one part of an organization or group, where that service had previously been found, in more than one part of the organization or group. Thus, the funding and resourcing of the service is shared and the providing department effectively becomes an internal service provider. The key here is the idea of 'sharing' within an organization or group. This sharing needs to fundamentally include shared accountability of results by the unit from where the work is migrated to the provider. The provider, on the other hand, needs to ensure that the agreed results are delivered based on defined measures (KPIs, cost, quality etc.)."

Shared services does not equate to centralization of work. Shared services operates more like an internal customer service business. In the private sector, this unit charges internally for services provided to their colleagues and uses service level agreements as a contractual arrangement. The

arrangement includes cost, time and quality performance measures, and makes the work more organized, prioritized, and measured. POST might not (ever) be ready for rolling shared services out like this, but there are strong incentives to increase efficiency, and this model allows for other staff to serve external stakeholders better.

The advantages of shared services are:

➢ Allows POST to focus on core competencies and services to external stakeholders
➢ Reduces costs and increases efficiency
➢ Reduces errors/increases accuracy of redundant tasks
➢ Reduces silos
➢ Increases opportunities for regular and consistent communication
➢ Allows for easier measurement of key performance indicators (KPI)

The disadvantages of shared services are:

➢ Benefits large organizations, especially in the private sector, the most
➢ Does not lend itself well to the public sector, especially if implementing all of shared services, such as charging internally for services
➢ Increases need for resources for measurement/KPIs
➢ Requires solid infrastructure, including technology (e.g., ticketing system) and processes to support management of work
➢ Requires significant cultural / mindset shift for staff, especially those who prefer working as an independent unit or those who are not used to the mindset of "serving their colleagues"

For POST, this means that there are services (e.g., finance, LOAs, contracts, TRRs, learning technology resources, human resources (HR), strategic communications, etc.) that would be most efficient and effective if considered as part of a shared services model. Finance, HR, and web services are already used as shared services, even though there are currently no internal formal agreements. But learning technology r and strategic communications (for example, in the form of branding adherence, applying writing style guidelines, or copyediting) could also greatly benefit POST if they were available across the organization to all staff. This might require a significant cultural shift for staff, but the benefits would outweigh the disadvantages. While some external stakeholders have given constructive feedback on POST videos and eLearning products, the LTR Bureau is viewed as one that makes notable strides in producing quality work given their resources, and they have enjoyed their independence in producing this work. Thus, POST needs to take this into consideration while incorporating LTR within shared services.

Compliance and Quality Assurance as a Unit

Several of POST's existing bureaus perform quality assurance (ensuring the delivery of intended performance) and/or compliance (ensuring the achievement of regulatory requirements) activities, including:

- BTB conducting BCCRs of Basic Courses

- TPS's Quality Assessment Program (QAP)
- TDC's field audits of agency files for accreditation
- Professional Certification Unit's review of certificate applications
- Course certification
- Instructor certification
- Course evaluations and field feedback

In many instances, these functions have been identified by staff as under-resourced or under-performing, resulting in some quality assurance activities not being completed (e.g., BCCR, QAP) or resulting in delays that impact the field (e.g., professional and course certifications). As a result, POST may consider creating a bureau or unit whose focus is on performing quality assurance and compliance activities that serve cross-bureau purposes, can ensure activities are completed, and separates these duties from the staff developing the standards. According to staff in each of the bureaus, there are many aspects of these functions that could be done separately from the bureau, though bureau staff could still be utilized when subject matter expertise is needed. Another consideration to be taken into account would be the need for additional staff to be in the field to perform some of this work. According to staff, there had once been a Quality Assurance Bureau in the past that performed similar functions.

Special Projects as a Unit
Given there are often very specific projects outside the realm of the POST-mandated work, POST should consider having a unit working on special projects. This unit's staff would be trained in managing projects; be skilled at balancing multiple projects and priorities; and provide updates to management, and even all staff, on a regular basis so as to continually keep the organization aware of ongoing special projects. Because POST first needs to focus on prioritization of current responsibilities and then balance the need for both mandated and other programs and projects that are either considered "flagship" or those helping serve POST customers better, it is important for POST to regularly communicate to both internal and external stakeholders about these special projects.

Strategic Communications, Marketing, Content Management and Legislative Affairs as a Unit
During Mission Consulting's interviews, with both internal and external stakeholders, it was evident that the strategies and tactics under the Strategic Plan goal of increasing awareness and access to POST services and products had not been started. As discussed in the findings, many external stakeholders did not fully grasp all of the services that POST offers, which leads to difficulties in recruitment, partnerships, etc. Internal stakeholders agree that there needs to be proactive marketing of POST, even noting that there should be an investment in public relations.

A unit dedicated to these efforts would help POST reach one of the four 2015 Strategic Plan goals. POST is already doing a lot of this work, but not necessarily strategically and not in a collaborative, team approach as the units doing this work today are not meeting together or work within the same structure/unit and toward the same organizational goals. The Web, Design and Documentation Unit creates content and makes updates to all POST web properties, and print materials, for both external and internal audiences. The LTR Bureau creates content for external stakeholders using digital means. In

addition, the Public Information/Legislative Compliance Unit is run completely separately from either of these entities.

POST would benefit greatly by implementing the use of strategic communications (defined messaging, brand guidelines, a writing style guide that are applied across all materials and copyediting on all content shared publicly, bulletin and newsletter writing), proactive marketing (investment in producing flyers, emails, conferences to actively and continually promote POST's services), both of these working collaboratively and strategically with legislative affairs. Additionally, content – digital or otherwise – that is developed by POST for external audiences (e.g., videos, eLearning courses, and website copy) should be strategically planned and executed. As an example, a video is created within POST brand guidelines and the concept of the video is not developed independently, but rather through the perspectives of a diverse group of staff who contribute to a product that showcases POST in the best light while meeting the needs of the over 600 agencies and 95,000 peace officers, reserves, and dispatchers in POST. Incorporation of guidelines for all content shared publicly will also take a significant cultural shift for the staff, especially those who are used to doing their work independently.

Appendix B. Practices of Other State POSTs

Methodology

As part of the Organizational Analysis project's scope of work, we interviewed POST offices of four states identified by POST: Arizona, Nevada, Oregon, and Washington. The purpose of the interviews was to understand best practices in these states and how, if at all, they could be applied to California POST.

We asked the interviewees of these four states the following standard questions:

1. How is your organization structured? Can you provide an organizational chart, or is the division of work on your website basically how it is structured? Does your organization have regional liaisons?
2. Are your state law enforcement agencies required to use your organization's services?
3. Who pays for the training? Your organization or the agencies, or both?
4. Which words would you use to describe your organization?
5. Which words do you think law enforcement personnel in the field would use to describe your organization?
6. Please describe the life cycle of what your organization does.
7. What does your state's organization do particularly well? Are these practices applicable to a state like California?
8. How could your state's organization improve in serving your law enforcement personnel? Are lessons learned applicable to a state like California?
9. What innovative and trend-setting work does your state's organization do?
10. How would you rate your organization's ability to prepare law enforcement personnel for their job? (Poor, Fair, Good, Very Good, Excellent)
11. What are incentives for your organization to recruit skilled law enforcement personnel from the field?

California POST identified the below interviewees, and we conducted phone interviews with each of the following POST representatives.

1. Arizona Peace Officer Standards and Training Board – Mark Perkovich, Manager of Standards and Training
2. Nevada Commission on Peace Officer Standards and Training – Scott Johnson, Bureau Chief of Standards Division
3. Oregon Department of Public Safety and Standards and Training – Marsha Morin, Supervisor of Process and Operations, Standards and Certifications
4. Washington State Criminal Justice Commission – Tisha Jones, Certification Manager

We conducted an analysis of the interview results, which is presented below in two different parts: Current Trends and Best Practices. As we shared the interview results with California POST, it became clear that while the observations are helpful, comparing other states to California should be done with the following caveats: (a) it is difficult to compare California to smaller states, such as the Nevada

Commission on Peace Officer Standards and Training, which has 17 employees serving 11,000 peace officers statewide; (b) a best practice or success in one state might not be considered the same in another state; and (c) the state code, POST regulations, and the agency scope of work vary significantly from one state to another.

We recommend further discussions and relationship building with other states. During 2017, California POST participated in two such multi-state efforts:

1. Nationwide survey. Funded through a national grant and in collaboration with IADLEST, Idaho POST led the effort of polling states about their POST demographics, services, etc. This survey is very informative and provides more of an apples-to-apples comparison of states. However, while the survey results are informative, they only represent a portion of the information on the scope of work in each state. California POST provides a lot more services to the public than is stated within the survey answers. We recommend that POST use the survey results as basic information to better understand the national landscape and obtain information on trends in the field.

2. International Association of Directors of Law Enforcement Standards and Training (IADLEST) West Conference. California POST executives attended this conference and met with executives from other state POSTs in the western region, from Alaska down to Arizona. This was a particularly useful conference to easily share tools, trends, and best practices with other states. California is viewed as a leader and shared information and tools, such as the background manual and samples of questions TMAS II, with other states, per their requests. In 2018, these western states plan to meet again, this time in Oregon. The leaders of these states felt that, even if they did not receive grant assistance, they would still invest in convening themselves and continue sharing each other's information, tools, and best practices.

While collaborating with other states could translate will require resources, further relationship building is recommended for a better understanding of the national trends and improved collaboration. By actively collaborating with fellow states, California POST could better maintain leadership in emerging issues in law enforcement and enhance law enforcements' ability to serve their communities – two of its four 2015 Strategic Plan goals.

Study Observations
Current Trends
Based on the survey results, there are certain practices that can be identified as trends, as the four states interviewed had experienced similar circumstances and have taken measures to rectify these circumstances. While the states are very different from California, and even each other, the below trends do emerge when examining these four states.

Financial Constraints
All four states have had experienced funding cuts over recent years, much like in California. For example, Arizona Peace Officer Standards and Training Board (Arizona) gets its funding from a citations surcharge (criminal justice enhancement fund), much like how California gets funded through the state

penalty assessment fund. In Arizona, that fund has seen a reduction of 32.5 percent in the last 9 years, trending downwards 5-6 percent per year. In 2008, they were funded over $8.5M. Today, they are 32.5 percent below that.

Decrease in Services

The Washington State Criminal Justice Commission (Washington) funds courses based on what they receive from the state. When they were funded 100 percent, they covered 100 percent of the course costs for their agencies. Now that they get less funding and, thus, cover 75 percent of course costs. Washington also used to have regional representation, with four to five regional training managers, but they have had to cut down on this service, as there was not enough funding to meet the needs of every stakeholder.

Arizona has also reduced funding to the academies to manage the decrease in their state's funding. Some of the funding has been reduced by half already. Arizona faces many of the same challenges that California does, in that when they decrease services, the impact is greatest on the smaller agencies.

Reorganization and Layoffs

In order to cut costs while offering as many services as possible to the public, Washington went through a reorganization. They combined policy and corrections academies under one manager; quality and standards under one manager; and reorganized operations overall. Washington's efforts included ending duplicative processes and focusing on customers getting their information as efficiently as possible. For example, the Executive Director looked into ways to have as few transferred calls as possible.

Washington also has only two academies – one for peace officers and the one for the Washington State Patrol, which runs its own academy that is more focused on traffic aspects. Washington also has only one main campus in Burien and one satellite campus in Spokane. The main campus has dormitories and cafeteria, but the Spokane one does not. Washington's customers do request more academies and more sites, but due to budget constraints, Washington has kept their work and offerings streamlined. This has not deterred or slowed down Washington in other competencies, such as crisis intervention, de-escalation, and focusing on the guardian philosophy.

To manage their budget cuts, the Oregon Department of Public Safety Standards and Training (Oregon) went through layoffs and re-structured the work they do. While it was extremely difficult to cut permanent positions, Oregon had to succumb to layoffs to address their dire financial situation. Today, they give their Legislature a picture of what it would look like if they had to cut additional training and have officers in the field without adequate training. This has helped with accessing sustained funding.

In addition to layoffs, Oregon reviewed the work that staff was doing and found some major discrepancies between what's needed and legally mandated and what staff were really doing. For example, there was a pre-existing audit unit with two full-time employees. Over time, staff had made up their own work, and it was not what they needed to get done. Thus, leadership reset their scope of work. Oregon has been able to discontinue a considerable amount of work due to rules that were

misunderstood by staff over time. The result has been a shifting of resources to more urgent, critical and legally-mandated work.

Decertification

All four states interviewed allocate resources to the revocation of licenses – a practice that is conducted by most states, but not California. An October 2017 Oregon Star Tribune article, *Oregon: We 'police' our own,* named the 44 states that revoke licenses, ranging from Georgia revoking 14.3 licenses for every 1000 full-time law enforcement officers, to Wisconsin revoking less than 0.1 licenses for every 1000 officers. The national average is 2.5 licenses revoked for every 1000 officers.

The inclusion of decertification of licenses in this study is for purposes of showing it as a practice of the four states interviewed as well as the other 40 states in the business of decertifying officers. We understand that decertification is a current ongoing discussion topic at the Commission meetings and recommends that, if the Commission were to add this to California's POST scope of work, it carefully review: the resources available, competing regulatory demands for resources, the many ways in which California already maintains high standards of its officers through existing regulations, and the most critical question that California must ask itself: *how does California POST stay relevant and serve the public with its diminishing resources?* California must first focus on reducing its scope of work, with as little impact and risk possible to the public, before it adds on a significant service, like decertification.

Best Practices

Of the best practices identified in the survey, the three listed below appear the most applicable to California's POST. There are other practices, such as automation, that can be considered best practices in other states. For example, Arizona and Nevada are highly satisfied with their automation efforts. But automation is not included here, because (a) California already has progressed considerably in its automation efforts and many other efforts are underway, and (b) after careful examination, automation involves a very large spectrum of state system requirements and it would not be advisable to compare, for example, California's automation with Nevada's automation. The two states have different satisfaction ratings with their automation, because they have very different system requirements based on different regulations and needs.

Compliance through Education

Oregon enforces compliance through education. In the past, Oregon has seen itself as "the fist," and the organization has a bad rap with their constituents. There was a lot of "old school" thinking and doing. Specifically, there was a lot of compliance done with the big fist and assumptions that people are making wrong decisions. Today, they focus is instead on educating their constituents as proactive, preventive customer service. Oregon implemented the Agency Outreach Program, working with agencies to ensure that they are and stay in compliance. There is a lot of communication early in the process and often throughout the process. It is about relationship building and investing time in communicating with their constituents. As part of the program, Oregon leadership travels the state to collect feedback from the agencies. Every even year, Oregon does this tour and, every odd year, they perform an electronic survey and post the results on their public website. Through these measures,

Oregon improved their customer service and relationship with the agencies in a short amount of time, which garnered increasing trust.

Leveraging of Non-Law Enforcement Staff

When asked about the culture of having law enforcement staff work closely with non-law enforcement staff and leveraging the latter, the states were divided into two camps. Arizona and Nevada employ few non-law enforcement staff and their board and commission, respectively, have almost all law enforcement members. These two states report no cultural differences between their law enforcement and non-law enforcement staff or board /commission members.

Oregon and Washington, on the other hand, employ a considerable number of non-law enforcement staff and have been able to leverage these staff members, and even promote them to manager positions with a relatively high degree of responsibility. Interviewees in both of these states are examples of leaders within their organization who were not former law enforcement officers. They cited long-term work experience and a reputation based on years of trust building through solid work performance and even above-and-beyond practices, like Oregon's Marsha Morin, who has volunteered in many of the courses offered in their academy. While both expressed it takes a lot of time and hard work, building up their knowledge base of the organization's business and respect by their law enforcement colleagues is manageable.

Deputy Director Role

Three of the four states interviewed have a Deputy Director in place to support the Executive Director. This is considered a best practice, especially in California, given its relatively large size and scope of work. If smaller states have a Deputy Directory managing day-to-day operations, allowing the Executive Director to focus on external relationship management, then California would benefit from an executive in this deputy role.

In Nevada, the Deputy Director does all personnel (e.g., hiring, termination) and daily operations, much like what a Chief Operations Officer would do in a corporation, and that includes budgeting and press release info/inquiries. This role works well for Nevada, as it is mirrors what it is like at the police department.

In Arizona, they do have a Deputy Director role but it has been vacant for a while. The Deputy would handle the day-to-day operations, and the Executive Director would collaborate with external stakeholders. But with an office the size of Arizona and given the volume of work, Arizona has not filled this role in some time.

In Washington, the Deputy Director oversees Advanced and Basic Training and serves as the Training Director. Additionally, he is not a former peace officer, and there does not appear to be a need for this requirement in Washington.